



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
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Jacksonville, FL 32203
(904) 630-CITY
www.Jacksonville.gov

November 6, 2025

The Honorable Kevin Carrico
The Honorable Joe Carlucci, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, FL 32202

RE: Planning Commission Advisory Report / Ordinance No. 2025-0753/Application No. L-6069-25C

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairman Carlucci and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2025-0753 on November 6, 2025.

PD Recommendation APPROVE

PC Discussion: None

PC Vote: 6-0 APPROVE

Charles Garrison, Chair	Aye
Moné Holder, Vice Chair	Absent
Michael McGowan, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Aye
Dorothy Gillette	Aye
Ali Marar	Aye
D.R. Repass	Aye

Planning Commission Report
November 6, 2025
Page 2

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

A handwritten signature in cursive script that reads "Susan Kelly".

Susan Kelly, AICP
Chief of Community Planning
City of Jacksonville Planning Department
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Jacksonville, FL 32202
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Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – October 31, 2025

Ordinance/Application No.: 2025-753 / L-6069-25C

Property Location: 0 Veronica Street

Real Estate Number(s): 079064-0020

Property Acreage: 0.11 of an acre

Planning District: District 5, Northwest

City Council District: District 7

Applicant: Chris Middlebrooks

Current Land Use: Public Buildings and Facilities (PBF)

Proposed Land Use: Low Density Residential (LDR)

Development Area: Urban Development Area

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Residential Low Density-60 (RLD-60)

Recommendation: ***Approve***

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant seeks to amend the subject site as the property is adjacent to a PBF zoning to the south and southwest, but the property is located on a culdesac at the end of a street where all other surrounding properties on the street are RLD-60 zoned, LDR homes.

BACKGROUND

The 0.11 of an acre subject site is located on the east side of Veronica Street, south of Cypress Street and east of Edgewood Avenue South within the Murray Hill neighborhood. According to the City’s Functional Highway Classification map, Veronica Street is a local roadway, Cypress Street is a local roadway, and Edgewood Avenue South is a collector roadway. The site is located in Council District 7 and Planning District 5 (Northwest), within the Urban Development Area. The applicant is proposing a Future Land Use Map (FLUM) amendment to the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan to amend the land use designation of the subject site from PBF to LDR. The applicant

is also proposing a companion rezoning from a PUD to RLD-60 that is pending concurrently with this application, pursuant to Ordinance 2025-754.

Single-family and multi-family residential uses surround the subject site on the north, east, and west. Directly north of the subject property is an approximately 33-acre tract designated LDR, followed by a tract of land designated Medium Density Residential (MDR). Directly south of the subject property is land designated PBF, consisting of senior living apartments and a condominium. Following this is largely retail and service establishments along Edgewood Avenue South. Farther south, across Roosevelt Boulevard, is a large tract of land designated LDR (Avondale). To the east of the property is additional land designated LDR and MDR for single and multi-family residential. West of the property, across Edgewood Avenue South, is a large tract of land designated LDR consisting of single-family residential.

The adjacent land use categories, zoning districts and property uses are as follows:

<u><i>North:</i></u>	Land Use: LDR and MDR Zoning: RLD-60, Residential Medium Density-B (RMD-B), Residential Medium Density-A (RMD-A), and PUD Property Use: Single-Family Residential, and Multi-Family Residential
<u><i>South:</i></u>	Land Use: PBF, Community/General Commercial (CGC), and LDR Zoning: PUD, Commercial Community/General-1 (CCG-1), and RLD-60 Property Use: Apartment Complex, Commercial Retail and Service Establishments, and Single-Family Residential
<u><i>East:</i></u>	Land Use: LDR and MDR Zoning: RLD-60, RMD-B, and Residential Medium Density-D (RMD-D) Property Use: Single-Family Residential, and Multi-Family Residential
<u><i>West:</i></u>	Land Use: CGC and LDR Zoning: CGC-1, RLD-60, and PUD Property Use: Commercial Retail and Service Establishments, Multi-Family Residential, and Single-Family Residential

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Land Use Amendment Impact Assessment - Application Number L-6069-25C

Development Analysis (0.11 Acres, 4,791.6 sq ft)		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Veronica Street – local road	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Vacant	Proposed: Single-family residential
Land Use / Zoning	Current: PBF / PUD	Proposed: LDR / RLD-60
Development Standards for Impact Assessment	Current: 0.3 FAR	Proposed: 5 DU/Acre
Development Potential	Current: 1,437.48 SF	Proposed: 1 DU
Net Increase or Decrease in Maximum Density	Increase of 1 Dwelling Unit	
Net Increase or Decrease in Potential Floor Area	Decrease of 1,437.48 sf	
Population Potential	Current: 0 people	Proposed: 2 people
Public Facilities Impacts		
Potential Roadway Impact	Net decrease of 24 daily trips	
Potential Public School Impact	De minimis	
Water Provider	Private well	
Potential Water Impact	Increase of 165.1 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 123.8 gallons of water per day	
Potential Solid Waste Impact	Increase of 0.3 tons per year	
Environmental Features		
Aquatic Preserve	No	
Brownfields	No	
Boat Facility Siting Zone	No	
Contours/Elevations	19 feet	
Drainage Basin/Sub-basin	Upstream of Trout River / McCoy Creek	
Groundwater Aquifer Recharge Area	Discharge	
Land Cover	1300: Residential, high density – 6 or more dwellings units/acre	
Recreation and Parks	Cameron Park	
Wellhead Protection Zone	No	
Coastal High Hazard Area (CHHA)	No	
Flood Zones	No	
Soils	74: Pellham-Urban land complex, 0 to 2 percent slopes	
Wetlands	No	
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A	
Historic Features		
Archaeological Sensitivity	Low	

Development Analysis (0.11 Acres, 4,791.6 sq ft)	
Cultural Resources	No
Historic District	No
Land Use & Zoning Features	
Industrial Preservation Area	No
Adaptation Action Area	Yes
Transportation Features	
Airport Environment Zone	500' NAS Jax and Herlong Recreational Airport
Mass Transit Access	Route 14
Evacuation Zone	No

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning Department and have been adopted by JEA solely for preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA Availability Letter, dated August 28, 2025. According to the letter, there is an existing 8-inch force sewer main along Veronica Street. JEA does not have a water main available within 530 feet of the subject property at this time. The land use amendment application indicates that the site will be served by a private well and JEA sewer.

Future Land Use Element

Policy 1.2.8

Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:

- a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
- b. Each lot is a minimum of ½ acre unsubmerged property.
- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site comprises approximately 0.11 acres and is located on Veronica Street, a local roadway east of Edgewood Avenue S, a collector roadway. The property lies within the Urban Area and Mobility Zone 7. The applicant is requesting a land use amendment to change the designation from Public Buildings and Facilities (PBF) to Low Density Residential (LDR) to allow for residential uses.

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with the most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan, specifically TE Objective 2.4 and Policies 1.2.1 and 2.4.2.

Transportation Element

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current PBF land use would result in 33 trips. If the land use is amended to allow for this proposed LDR development, this will result in 9 daily trips. This represents a net decrease of 24 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is zero net new daily trips when compared to the existing land use. The Transportation Planning Division does not recommend a traffic operational analysis.

Table A
Trip Generation Estimation Scenarios

Current Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
PBF	730	1,437.48 SF	$T = 22.59 (X) / 1000$	33
		Total Trips for Existing Land Use 1		33
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
LDR	210	1 DU	$T = 9.09 (X)$	9
		Total Trips for Proposed Land Use- Scenario 1		9
		Difference in Daily Trips		(24)

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

School Capacity

While the proposed amendment includes a residential component, the site will generate 20 residential units or less. Therefore, the proposed development will have a de minimis impact on school capacity.

Airport Environment Zone **Height Restriction Zone**

The site is located within the 500-foot Height and Hazard Zone for the Herlong Recreational Airport and the Jacksonville Naval Air Station (NAS Jax). Zoning will limit development to a maximum height of 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code

of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

Adaptation Action Area (AAA)

The entire application site is within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

Conservation/Coastal Management Element

Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such

regulation would otherwise apply to a development or redevelopment project.

Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

PROCEDURAL COMPLIANCE

The required notices of public hearing signs were posted on October 1, 2025, evidenced by the notarized Notice of Public Hearing Sign Posting Affidavit and pictures of the posted signs submitted by the applicant. One hundred and one (101) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on October 20, 2025. One person from the public attended the meeting regarding the proposed use of the property.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or with employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

Goal 1	To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
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Objective 1.1	Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
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Policy 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system, and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for residents. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the Comprehensive Plan and Land Development Regulations.

Policy 3.1.5 The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Land Use Category Description within the Future Land Use Element (FLUE), Public Buildings and Facilities (PBF) is intended to accommodate major public use or community service activities. Siting public/semi-public facilities that are allowed in commercial, light and heavy industrial, residential and institutional categories as supporting uses will not require plan amendment. Some major uses, however, because of their scale and potential community impacts, may only be sited in this plan category. Principle uses in the PBF include, but are not limited to, schools, religious institutions, private clubs and nursing homes.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Area is intended to provide for low density residential development. Principal uses in the LDR land use category include, but are not limited to, single-family and multi-family dwellings and commercial retail sales and services. The maximum gross density in the Urban Area shall be seven (7) units/acre when full urban services are available to the site and there shall be no minimum density. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be 1/4 of an acre if either one of centralized potable water or wastewater services are not available.

The applicant is proposing the amendment from PBF to LDR to allow for one single-family home. The lot is part of single-family residential area, served by the Edgewood and Roosevelt commercial corridors. The proposed amendment to LDR would result in a land use pattern that is compatible with the surrounding residential development and would also allow for the development of an underutilized property for additional housing options in the Northwest Planning District. If approved, the proposed LDR land use amendment would increase the total amount of LDR designated land for residential development needed to accommodate future growth through the planning timeframe of the 2045

Comprehensive Plan. Therefore, the amendment is consistent with FLUE Goal 1, Goal 3, Objective 1.1, Objective 3.1, and Policies 1.1.21, 1.1.22, and 3.1.5.

According to a JEA Availability letter provided by the applicant, dated August 28, 2025, JEA does not have a water main available within 530 feet of the subject property at this time, however there is an existing 8-inch gravity sewer main within the Veronica Street right-of-way. According to the application, the subject site has a private well and intends to connect to central sewer. Because only centralized wastewater is available, in the LDR land use category within the Urban Area, the maximum gross density shall be 4 units/acre and the minimum lot size shall be $\frac{1}{4}$ of an acre if either one of centralized potable water or wastewater services are not available. According to Section 656.704 of the City Ordinance Code, lots that met the minimum lot requirements of the zoning district in which it was located at the time it was recorded prior to the effective date of the comprehensive plan are permitted to build one single-family dwelling. The site's status as a lot of record allows for the construction of a single-family dwelling without meeting the density requirements of the underlying land use category. Due to the subject site's status as a lot of record pursuant to the LDR land use category, the proposed land use amendment is not subject to the requirements of FLUE Policy 1.2.8.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The Northwest Planning District of Jacksonville embraces a variety of new growth opportunities from strengthening neighborhoods, protecting rural character and open space, creating neighborhood centers, establishing minimum standards, connecting centers, and maintaining the viability of airfield operations. The proposed amendment to LDR will support Theme 1 of the Vision Plan: Strengthen existing neighborhoods and create new neighborhoods. With the addition of a single-family home, the housing stock in the city will continue to be maintained.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan:

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

The proposed land use amendment would increase opportunities for residential development, provide a wider range of housing in the northeast Florida region and create a location for the development of new housing for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

Current Land Use and Land Utilization Map

