



**PROPOSED LARGE-SCALE
FUTURE LAND USE MAP (FLUM) AMENDMENT**

OVERVIEW

ORDINANCE: 2019-364

APPLICATION: L-5379-19A-6-7

APPLICANT: THOMAS INGRAM, ESQ.

PROPERTY LOCATION: 15324 and 0 Max Leggett Parkway; 0 Owens Road

Acreage: 15.18

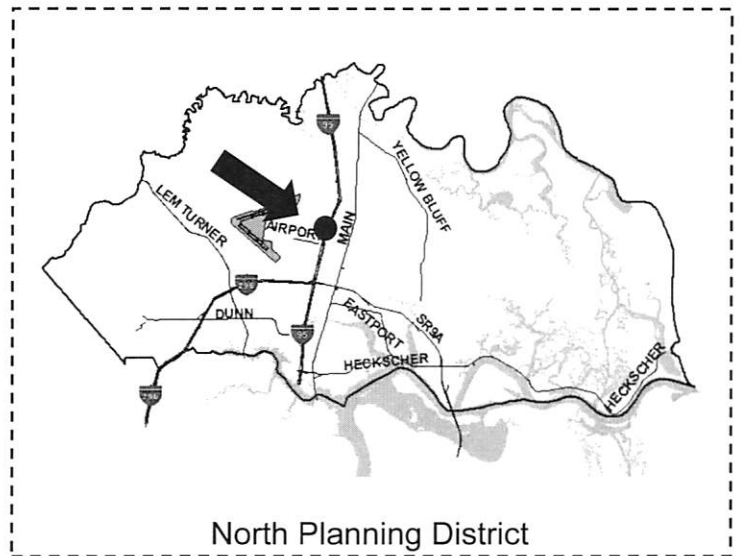
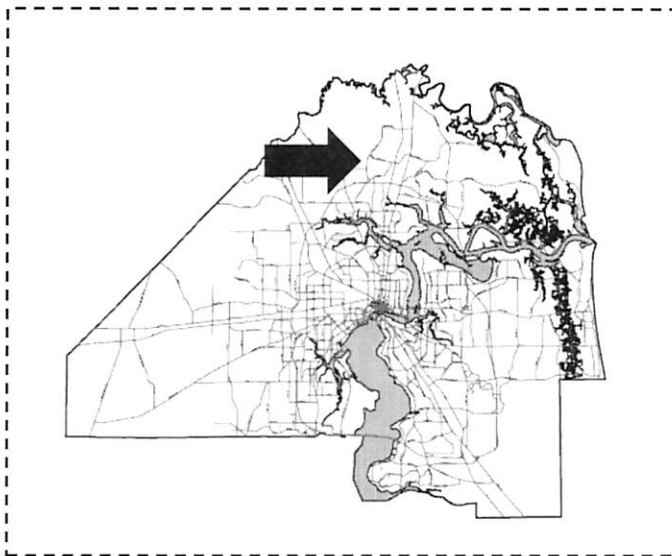
Requested Action:

	Current	Proposed
LAND USE	LI	CGC
ZONING	PUD	PUD

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LI	CGC	N/A	N/A	264,496 Sq. Ft. (0.4 FAR)	231,434 Sq. Ft. (0.35 FAR)	N/A	Decrease of 33,062 Sq. Ft.

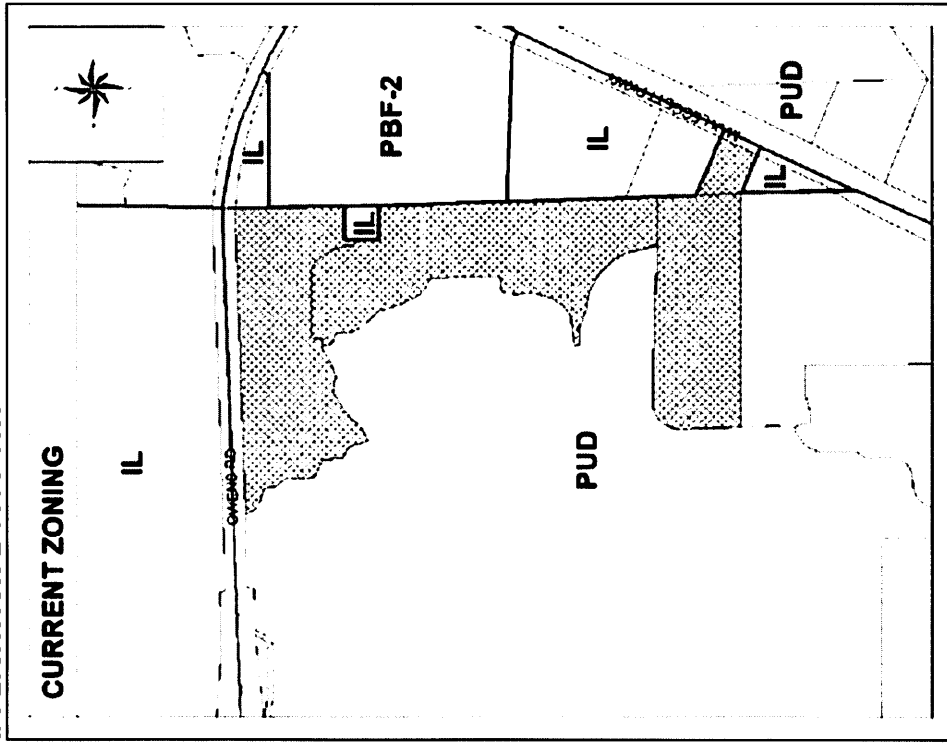
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

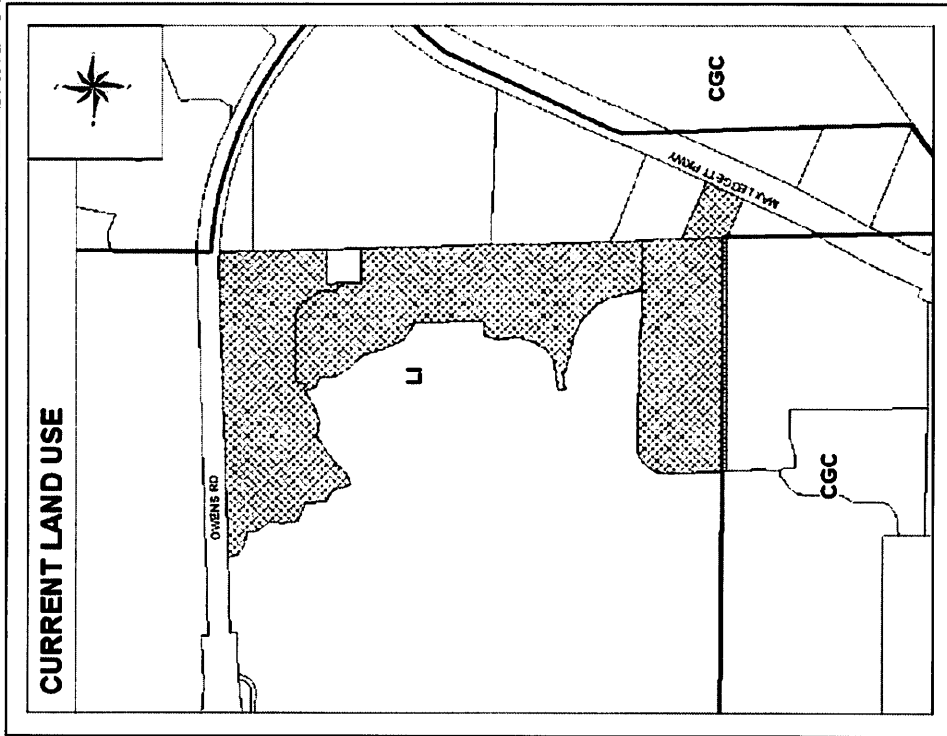


DUAL MAPS

LARGE SCALE LAND USE APPLICATION L-5379-19A



Current Zoning District(s): Planned Unit Development (PUD)
Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Light Industrial (LI)
Requested FLUM Land Use Category: Community/General Commercial (CGC)

ANALYSIS

Background:

The 15.18 acre subject property is located along the west side of Max Leggett Parkway, a collector road, and south of Owens Road, a local road, approximately 0.25 of a mile east of I-95. The property is located within the Suburban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan, Council District 7, and the North Planning District.

The presently vacant subject site has a land use designation of Light Industrial (LI). The applicant proposes a future land use map amendment from LI to Community/General Commercial (CGC) to develop a mix of uses. The rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large scale future land use amendment.

The site is surrounded by a mix of both residential and non-residential uses to the east and south. The area to the east of the site contains light manufacturing uses, vacant land, and one single family residence located along Max Leggett Parkway. UF Health North is located across Max Leggett Parkway to the east of the site. South of the site is another single family residence along Max Leggett Parkway, as well as commercial retail and vacant commercial uses. The River City Marketplace DRI is located approximately 0.45 of a mile south of the site. The area surrounding the site to the west and north are mostly wetlands and vacant lands.

Detailed information about the surrounding area can be found on the Dual Map on page 2, and on Attachment A – Existing Land Utilization Map. The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LI, CGC	IL, PUD	Vacant
South	LI, CGC	PUD	Single-Family, Vacant Commercial,
East	LI	PBF-2, IL, PUD	Single-Family, Light Manufacturing, Vacant, UF Health North
West	LI	PUD	Vacant, Wetlands

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.

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 and Development Department and have been adopted by JEA solely for the purpose of 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 application indicates that the site will be served by JEA for both water and sewer.

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
 - a. Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
 - b. 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. Commercial (above 600 gpd)
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - c. Each lot is a minimum of 1 acre unsubmerged property.
 - d. Alternative (mounded) systems are not required.

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 6,114 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

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.

Supplemental Transportation Information

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 3.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 3 is **0.51**.

Max Leggett Parkway is the first functional classified roadway that could be significantly impacted by the proposed development. The Transportation Planning Division recommends that an operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change. A methodology meeting with the Transportation Planning Division must be held prior to commencement of the study. The traffic analysis is subject to approval of Planning and Development Department and the City of Jacksonville Traffic Engineer.

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 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150', 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 2.5 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.

Flood Zones

Approximately 2.4 acres of the subject site is located within the AE flood zone (Attachment E). Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Area	
Roadway Frontage Classification	Owens Road- local Max Leggett Parkway- collector	
Plans/Studies	North Jacksonville Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Vacant	Mixed-Use
Land Use/Zoning	LI/IL	CGC/PUD
Development Standards For Impact Assessment	0.4 FAR	0.35 FAR
Development Potential	264,496 sq. ft.	231,434 sq. ft.
Population Potential	n/a	n/a
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	150'	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	low	
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	6,114 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Increase of 2,525.9 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 1,894.5 gallons per day	
Potential Solid Waste Impact	Decrease of 819.9 tons per year	
Drainage Basin / Sub-Basin	Broward River / Little Cedar Creek	
Recreation and Parks	Oceanway Fire Station Park	
Mass Transit	Bus Route 1 is approximately 0.2 of a mile away	
NATURAL FEATURES		
Elevations	21-28 feet	
Land Cover	4110- Pine Flatwoods	
Soils	14-Boulogne fine sand, 32- Leon fine sand, 66-Surrency loamy fine sand	
Floodzone	AE	
Wetlands	n/a	
Wildlife (sites greater than 50 acres)	n/a	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on June 3, 2019, the required notices of public hearing signs were posted. Seventeen (17) 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 June 3, 2019. No members of the public attended.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives, and Policies of the *2030 Comprehensive Plan*:

Future Land Use Element (FLUE)

Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each

land use plan category as provided in the Operative Provisions of this element.

Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

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 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

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 the citizens. 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 2030 Comprehensive Plan and Land Development Regulations.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

According to the Future Land Use Element (FLUE), Light Industrial (LI) in the Suburban Development Area is intended to provide the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemicals and wastes.

Community/General Commercial (CGC) in the Suburban Area is intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services, abut a roadway classified as an arterial or higher and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on transportation rights of way are considered preferred locations for these uses.

The subject site is surrounded on the south and east, by a mix of non-residential uses, consistent with the locational criteria for the CGC land use category. Across Max Leggett Parkway to the east of the subject site is UF Health North and south of the subject site are various commercial retail establishments. As such, the proposed application is consistent with FLUE Policy 1.1.2.

The applicant is proposing a change from LI to CGC to allow for a mix of uses including commercial, institutional, and multifamily uses. While the proposed change is to a primarily commercial category, the applicant has indicated an intention to develop a residential component as part of their companion PUD, which will be filed concurrently with the adoption round of public hearings. Residential uses are permitted in the CGC land use category, providing that they are not the sole use of the development and do not exceed 80% of the development. The proposed mix of uses will maintain a well-balanced and organized combination of uses, consistent with Goal 3, Objective 3.2 and Policy 1.1.12 of the FLUE. Additionally, the inclusion of residential uses will help to maintain adequate land designated for residential uses and provide a wide variety of housing types within the City, consistent with FLUE Objective 3.1.

By providing infill development on an underutilized site the proposed amendment would maintain a compact and compatible land use pattern. The proposed change to CGC would be a logical extension of the existing commercial uses which border the subject site to the south along Max Leggett Parkway and, as such, the proposed amendment is consistent with, Objective 6.3 and Policy 1.1.22 of the FLUE.

While the land use application indicates that JEA will provide water and sewer for the site, the companion rezoning application will be required to include a JEA availability letter to ensure consistency with Policy 1.2.9 of the FLUE.

Vision Plan

The subject site is located within the boundaries of the North Jacksonville Vision Plan. The Vision Plan provides specific design guidelines for development of several commercial

centers, including the North Jacksonville Town Center, which has been developed as The River City Marketplace. The subject site is located approximately 0.45 of a mile to the north of the River City Marketplace. The proposed mix of uses would support the existing commercial center, and promote a synergistic relationship between nearby commercial and residential uses, as anticipated by the vision plan. Therefore, the proposed amendment is consistent with the North Jacksonville Vision Plan.

JIA-CRA

The subject site is located within the boundaries of the Jacksonville International Airport Community Redevelopment Area (JIA-CRA). The JIA-CRA was enacted to help stimulate development and fund infrastructure improvements. Information pertaining to this application was sent to the JIA-CRA via the Office of Economic Development. The JIA-CRA did not provide comments.

Strategic Regional Policy Plan

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

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment would create a location for the development of new businesses, thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the *2030 Comprehensive Plan* and the Strategic Regional Policy Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment L-5379-19A, located south of Owens Road and west of Max Leggett Parkway in the Suburban Development Area of Jacksonville, Florida. The subject site consist of multiple parcels with an existing Light Industrial (LI) land use categories. The proposed land use amendment is to allow for Community General Commercial (CGC) on approximately 15.18 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LI land use category development impact assessment standard is 0.4 FAR per acre, resulting in a development potential of 264,496 SF of industrial/manufacturing space (ITE Land Use Code 110), generating 1,312 new daily vehicular trips. The proposed CGC land use category development impact assessment standard is 0.35 FAR per acre, resulting in a development potential of 231,434 SF (ITE Land Use Code 820), generating 7,426 new daily vehicular trips. This will result in 6,114 net new daily vehicular trips if the land use is amended from LI to CGC, as shown in Table A.

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LI	110	264,496 SF	T = 4.96 (X) /1000	1,312	0.00%	1,312
Total Section 1						1,312
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	231,434 SF	T = 50.74 (X)	11,743	36.76%	7,426
Total Section 2						7,426
Net New Daily Trips						6,114

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

ATTACHMENT B (cont)

Additional Information:

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 3.


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The result of the V/C ratio analysis for the overall Mobility Zone 3 is **0.51**.

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ATTACHMENT C

Land Use Amendment Application:

 APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN			
Date Submitted:	04-15-2019	Date Staff Report is Available to Public:	06-14-2019
Land Use Transmittal Ordinance #:	2019-364	Planning Commission's LPA Public Hearing:	06-20-2019
JPDD Application #:	L-5379-19A	1st City Council Public Hearing:	06-25-2019
Assigned Planner:	Krista Fogarty	LUZ Committee's Public Hearing:	07-16-2019
		2nd City Council Public Hearing:	07-23-2019

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information: THOMAS INGRAM AKERMAN LLP 50 NORTH LAURA ST, STE 3100 JACKSONVILLE, FL 32202 Ph: 9047983700 Fax: 9047983730 Email: THOMAS.INGRAM@AKERMAN.COM	Owner Information: DAN MORRIS RAMCO PARKWAY,LLC 31500 NORTHWESTERN HIGHWAY, SUITE 300 FARMINGTON HILLS, MI 48334 DAN MORRIS RAMCO TRS, LLC 31500 NORTHWESTERN HIGHWAY, SUITE 300 FARMINGTON HILLS, MI 48334
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DESCRIPTION OF PROPERTY

Acreage: 15.18 Real Estate #(s): 106249 0000; 106252 0020; 106252 0300; 106252 0200 Planning District: 6 Council District: 7 Development Area: SUBURBAN AREA Between Streets/Major Features: OWENS ROAD and AIRPORT CENTER DRIVE	General Location: BETWEEN OWENS ROAD AND AIRPORT CENTER DRIVE, WEST OF MAX LEGGETT PARKWAY Address: 15324 MAX LEGGETT PKWY 0 MAX LEGGETT PKWY, 0 OWENS ROAD
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LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT
Current Land Use Category/Categories and Acreage:
LI 15.18

Requested Land Use Category: CGC **Surrounding Land Use Categories:** CGC,LI
Applicant's Justification for Land Use Amendment:
THE PROPOSED LAND USE AMENDMENT WOULD ALLOW FOR COMMERCIAL, INSTITUTIONAL AND MULTIFAMILY RESIDENTIAL USES IN THE RIVER CITY MARKETPLACE AREA. THE CURRENT FUTURE LAND USE IS LIGHT INDUSTRIAL, THOUGH A VARIETY OF RETAIL USES ARE CURRENTLY APPROVED FOR THE PROPERTY UNDER THE CURRENT PUD ZONING. THE PROPOSED DEVELOPMENT IS A CONTINUATION OF DEVELOPMENT EFFORTS BEGUN WITH THE PARKWAY SHOPS PROJECT. THE SITE IS ACROSS THE STREET FROM THE UF HEALTH NORTH CAMPUS. THIS AREA WAS IDENTIFIED IN THE 2

UTILITIES
Potable Water: JEA **Sanitary Sewer:** JEA

COMPANION REZONING REQUEST INFORMATION

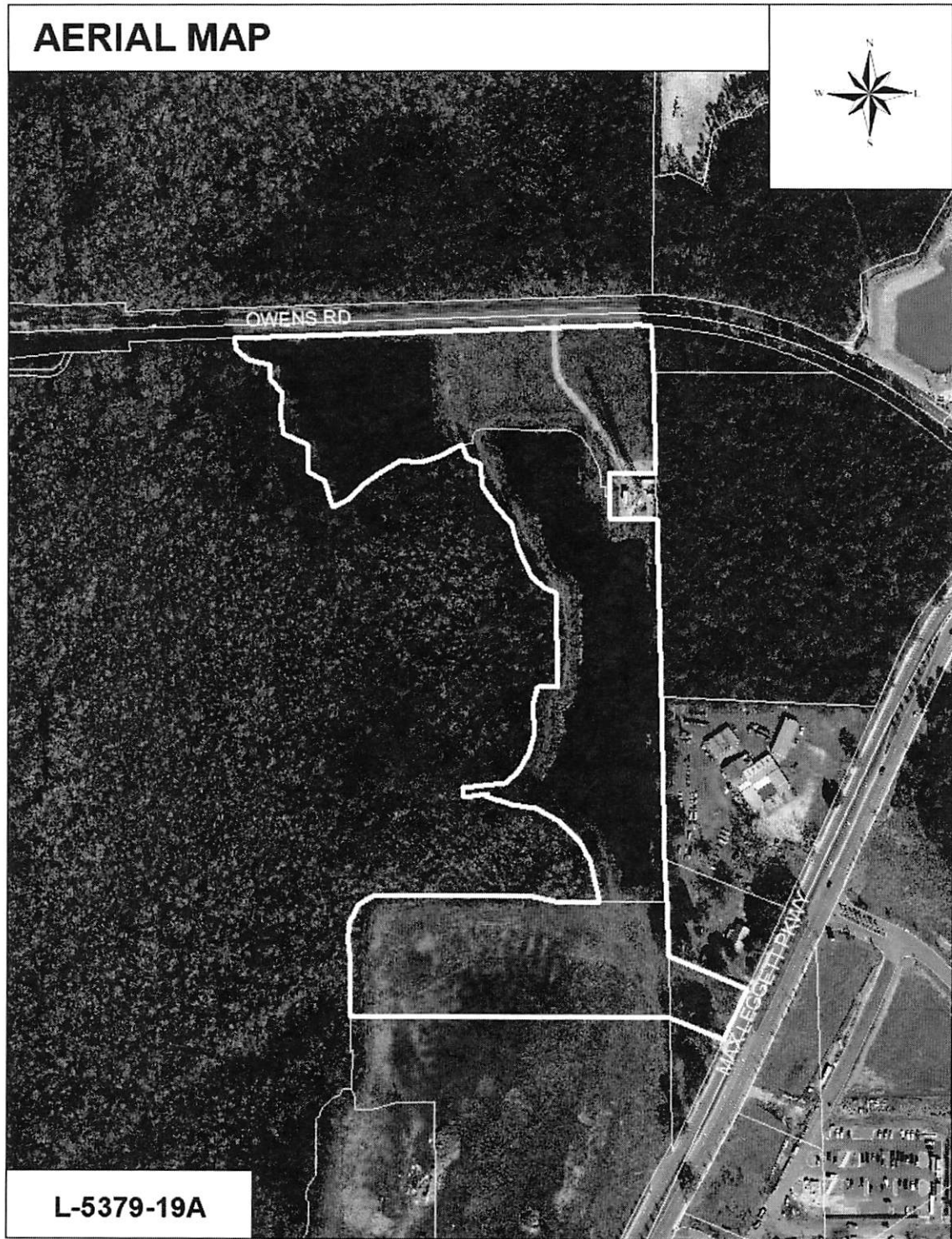
Current Zoning District(s) and Acreage:
PUD 22.52

Requested Zoning District: PUD

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>

ATTACHMENT D

Aerial:



ATTACHMENT E

Flood Zone Map:

