



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

September 4, 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. 2025-578/Application No. L-6045-25C

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 2025-578 on September 4, 2025.

PD Recommendation	APPROVE
PC Issues:	None
PC Vote:	7-0 APPROVE

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

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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 – August 29, 2025

Ordinance/Application No.: 2025-578 / L-6045-25C

Property Location: 4672 Sunbeam Road, between Shellie Road and Walker Circle

Real Estate Number(s): 149028-0000

Property Acreage: 1.07 acres

Planning District: District 3, Southeast

City Council District: District 5

Applicant: Folks Huxford, Folks M Huxford LLC

Current Land Use: Residential-Professional-Institutional (RPI)

Proposed Land Use: Business Park (BP)

Development Area: Suburban Development Area

Current Zoning: Commercial Residential Office (CRO)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To permit business park development.

BACKGROUND

The 1.07-acre subject site is located on the southeastern corner of the intersection of Sunbeam Road and Shellie Road. According to the City's Functional Highway Classification Map, Sunbeam Road is categorized as a collector roadway and Shellie Road is classified as a local roadway.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from Residential-Professional-Institutional (RPI) to Business Park (BP). A companion rezoning application is pending concurrently with the land use application via Ordinance 2025-579, which

seeks to change the zoning district from Commercial Residential Office (CRO) to Planned Unit Development (PUD).

The dominant land use in the area is RPI, with Community / General Commercial (CGC) to the north of the site across Sunbeam Road. More specific adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: Community / General Commercial (CGC) and Residential – Professional - Institutional (RPI), and Conservation (CSV)
Zoning: Planned Unit Development (PUD)
Property Use: Bank, Single Family Residential, Warehouses / Flex Space, Service Garage, and Offices

South: Land Use: RPI
Zoning: Commercial, Residential and Office (CRO), and Residential Low Density – 60 (RLD – 60)
Property Use: Offices and Single Family Residential

East: Land Use: RPI, CGC
Zoning: CRO, PUD, Residential Medium Density – A (RMD – A) and Residential Medium Density – D (RMD – D)
Property Use: Office and Single Family Residential

West: Land Use: RPI, Business Park (BP)
Zoning: CRO and PUD
Property Use: Church, Retail and Vacant Commercial

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

Land Use Amendment Impact Assessment - Application Number L-6045-25C

Development Analysis (1.07 Acres)		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Sunbeam Rd – collector and Shellie Rd - local	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Vacant	Proposed: Business Park

Development Analysis (1.07 Acres)		
Land Use / Zoning	Current: RPI / CRO	Proposed: BP / PUD
Development Standards for Impact Assessment	Current: Scenario 1 : 0.5 FAR Scenario 2: 15 DU/acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 15 DU/acre
Development Potential	Current: Scenario 1: 23,304.6 sqft Scenario 2: 16 DU/acre	Proposed: Scenario 1: 16,313.22 sqft Scenario 2: 16 DU/acre
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: No change	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 6,991.38 sqft Scenario 2: N/A	
Population Potential	Current: 37 people	Proposed: 37 people
Public Facilities Impacts		
Potential Roadway Impact	Scenario 1: Zero net new daily trips Scenario 2: Zero net new daily trips	
Potential Public School Impact	De Minimis	
Water Provider	JEA	
Potential Water Impact	Scenario 1: decrease of 490.62 gallons per day Scenario 2: No change	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: decrease of 262.18 gallons per day Scenario 2: No change	
Potential Solid Waste Impact	Scenario 1: decrease of 11.19 tons per year Scenario 2: No change	
Environmental Features		
Aquatic Preserve	No	
Brownfields	No	
Boat Facility Siting Zone	No	
Contours/Elevations	26 – 27 feet	
Drainage Basin/Sub-basin	Upstream of Trout River / Julington Creek	
Groundwater Aquifer Recharge Area	Discharge	
Land Cover	1100: Residential, low density – less than 2 dwelling units/ acre	
Recreation and Parks	Goodby's Creek Preserve	
Wellhead Protection Zone	No	
Coastal High Hazard Area (CHHA)	No	
Flood Zones	No	
Soils	32: Leon Fine Sand, 0 to 2 percent slopes	
Wetlands	No	

Development Analysis (1.07 Acres)	
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A
Historic Features	
Archaeological Sensitivity	Low
Cultural Resources	No
Historic District	No
Land Use & Zoning Features	
Industrial Preservation Area	No
Adaptation Action Area	No
Transportation Features	
Airport Environment Zone	Horizontal surface elevation 300' NASJAX
Mass Transit Access	Route 28 : Craven Rd & Sunbeam Rd.
Evacuation Zone	No

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been by the City of Jacksonville Planning 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 established 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 May 29, 2025, as part of the companion rezoning application. According to the letter, there is an existing 8-inch water main along Shellie Road and a 12-inch water main along Sunbeam Road. There is also a 12-inch force sewer main along Sunbeam Road and a 4-inch force main along Shellie Road for sewer connections.

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer. Plan amendment requests for the BP land use category are preferred in locations which are supplied with full urban services.

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 1/2 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 is 1.07 acres and is located at 4672 Sunbeam Road, a collector roadway. The proposed land use amendment is located within the Suburban Area and Mobility Zone 1. The applicant proposes to change the existing land use from Residential-Professional-Institutional (RPI) to Business Park (BP).

Comprehensive Plan Consistency:

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

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.

Objective 2.4 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.

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 RPI land use would result in 253 and 108 trips depending on the

scenario. If the land use is amended to allow for this proposed BP development, this will result in 203 and 108 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is zero 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 Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
RPI	710	23,304.6 SF	$T = 10.84 (X) / 1000$	253
Total Trips for Existing Land Use- Scenario 1				253
Current Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
RPI	220	16 DUs	$T = 6.74 (X)$	108
Total Trips for Existing Land Use- Scenario 2				108
Proposed Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
BP	770	16,313.22 SF	$T = 12.44 (X) / 1000$	203
Total Trips for Proposed Land Use- Scenario 1				203
Proposed Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
BP	220	16 DUs	$T = 6.74 (X)$	108
Total Trips for Proposed Land Use- Scenario 2				108
Scenario 1 Difference in Daily Trips				(50)
Scenario 2 Difference in Daily Trips				(0)

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

School Impacts

The proposed amendment does not include a residential component. However, BP allows for multifamily uses. If residential uses were sought, 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

The site is located within the 300-foot Height and Hazard Zone for Naval Air Station Jacksonville (NASJAX). Zoning will limit development to a maximum height of 300 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning Department on August 18, 2025, the required notices of public hearing signs were posted. Thirty-five (35) 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 August 18, 2025, for the adoption of the small-scale land use amendment. There were no members of the public in attendance for the proposed land use amendment.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as defined in this Plan.

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|---------------|--|
| 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. |
| 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. |
| Policy 1.1.8 | Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element. |
| Policy 1.1.9 | Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in |

site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

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 3.2 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.
- Policy 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

- Policy 3.2.6 The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

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 category descriptions in the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan, Residential-Professional-Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, office, and institutional uses. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of single or mixed-used developments. RPI is generally intended to provide transitional uses between commercial, office and residential uses, although it may provide a transition between industrial and residential uses when industrial uses provide no health or safety risks to residents. The maximum gross density in the Suburban Area shall be 20 units / acre when centralized potable water and wastewater services are available to the site and there shall be no minimum density.

Business Park (BP) is a category primarily intended to accommodate business offices and low intensity light industrial uses. Uses, with the exception of ancillary and accessory outside storage uses, shall be conducted within an enclosed building. Business offices should comprise the majority of the land area, while service, major institutional and light industrial uses constitute the remaining land area. Limited commercial retail and service

establishments, hotels, and motels may also be permitted. Residential uses are also permitted in appropriate locations as identified under the Development Area Uses and densities. BP in the Suburban Area is intended to provide compact low to medium intensity office development. Development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary. The maximum gross density for BP in the Suburban Area shall be 20 units / acre and there shall be no minimum density. In the absence of the availability of centralized potable water and sewer, the maximum gross density of development permitted in this category shall be the same as allowed in Medium Density Residential (MDR) without such services.

The vacant 1.07-acre subject site is located along the Sunbeam Road corridor which includes a mix of commercial, business, low density residential and light industrial uses. The applicant is proposing a land use change from RPI to BP for the development of an office / flex-space, which would allow for an appropriate use of an underutilized parcel along an established office and business corridor. According to the companion PUD rezoning (Ordinance 2025-579), the proposed site plan will encourage integration with existing business and commercial uses along the corridor while creating a buffer for residential areas to the south. The subject site is also located along a collector roadway with access to centralized water, sewer and transit services. The proposed amendment to BP would be complimentary to the existing mix of small-scale office, business and industrial uses while allowing for an economic development opportunity for the area. Therefore, the land use amendment is consistent with FLUE Goal 1 and Goal 3, Objectives 1.1 and 3.2 and policies 1.1.8, 1.1.9, 1.1.21, 1.1.22, 3.2.1 and 3.2.6.

The applicant has provided a JEA Availability Letter, dated May 29, 2025, as part of the companion rezoning application. According to the letter, there is an existing 8-inch water main along Shellie Road and a 12-inch water main along Sunbeam Road. There is also a 12-inch force sewer main along Sunbeam Road and a 4-inch force main along Shellie Road for sewer connections. Therefore, FLUE Policy 1.2.8 is satisfied.

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.

Southeast Vision Plan

The subject property is located within the boundaries of what is identified as of the Southeast Vision Plan (March 2010). While the Vision Plan does not identify specific guidelines for this site, the Vision Plan discusses the promotion of redevelopment initiatives and infill under the Guiding Principle Two. The proposed land use amendment would provide an opportunity for redevelopment on an underutilized parcel and would therefore be consistent with the Southeast Vision Plan.

Strategic Regional Policy Plan

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

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Infill and redevelopment.

The proposed land use amendment would allow for the development of a currently vacant property. The proposed amendment would therefore allow for an appropriate underutilized redevelopment opportunity, consistent with Policy 4 of the Strategic Regional Policy Plan.

CURRENT LAND USE AND LAND UTILIZATION MAP

