

City of Jacksonville, Florida

Lenny Curry, Mayor

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November 18, 2021

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2021-635/Application No. L-5589-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2021-572 on November 18, 2021.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	5-0 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Absent
Joshua Garrison	Aye
Dawn Motes	Absent
Jason Porter	Absent

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

Sincerely,

Kristen D. Reed

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – October 1, 2021

Ordinance/Application No.: 2021-635 / L-5589-21C

Property Location: 0 Adams Avenue

Real Estate Number(s): 037381-0010 and 037412-0000

Property Acreage: 1.69 Acres

Planning District: District 5, Northwest

City Council District: District 8

Applicant: Charles L. Mann

Current Land Use: Low Density Residential (LDR)

Development Area: Urban Area

Proposed Land Use: Business Park (BP)

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

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To permit a logical extension of an already existing BP category, providing a buffer to the undeveloped residential uses in a Class 1, Economically Distressed Area of Jacksonville.

BACKGROUND

The 1.69 acre subject site consists of two parcels and is located on the west side of Adams Avenue, in between Elm Street and Prospect Street, all unclassified roads.

The subject site is currently undeveloped. The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from LDR to BP in order to develop uses consistent with the BP category. A companion rezoning has been filed concurrently with the land use amendment, via Ordinance 2021-636, to change the zoning district of the site from RLD-60 to PUD.

In 2007, the land use of the subject was amended from LDR to BP, pursuant to Ordinance 2007-146-E. Since the amendment, the land has remained undeveloped. There have been no other proximate land use amendments in the vicinity of the subject site.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: LDR
 Zoning: RLD-60
 Property Use: Vacant and Single-family residential

South: Land Use: BP, LDR
 Zoning: IBP, RLD-60
 Property Use: Vacant and Single-family residential

East: Land Use: LDR
 Zoning: RLD-60
 Property Use: Vacant and Single-family residential

West: Land Use: CGC
 Zoning: CCG-1, CCG-2
 Property Use: Church, Vacant commercial and 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.

Where there is not an associated site specific policy or note on the Annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Impact Assessment Baseline Review

Development Analysis	
Development Boundary	Urban Area
Roadway Frontage Classification / State Road	Adams Avenue and Washington Avenue - local roads
Plans and/or Studies	Northwest Vision Plan

Development Analysis		
Site Utilization	Current: Vacant	Proposed: Business Park uses
Land Use / Zoning	Current: LDR / RLD-60	Proposed: BP / PUD
Development Standards for Impact Assessment	Current: 5 SF DU/Acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 20% at 0.35 FAR / 80% Residential at 30 MF DU/Acre
Development Potential	Current: 8 SF DU	Proposed: Scenario 1: 25,766 sq. ft. industrial Scenario 2: 5,154 sq. ft. industrial / 40 MF DU
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease 8 SF DU Scenario 2: Increase 32 SF DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase 25,766 sq. ft. industrial Scenario 2: Increase 5,154 sq. ft. industrial	
Population Potential	Current: 21 people	Proposed: Scenario 1: 0 Scenario 2: 94 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	Yes	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: Increase of 245 net new daily trips Scenario 2: Increase of 281 net new daily trips	
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: 11 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease 1,196 gpd Scenario 2: Increase 7,459 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease 897 gpd Scenario 2: Increase 5,594 gpd	
Potential Solid Waste Impact	Scenario 1: Increase 60 tons per year Scenario 2: Increase 100 tons per year	
Drainage Basin/Sub-basin	Trout River / Ribault River	
Recreation and Parks	T.K. Stokes Boat Ramp	
Mass Transit Access	300 feet from JTA Route 12	

Development Analysis	
Natural Features	
Elevations	3-8 feet
Land Cover	1200: Residential Medium Density
Soils	71: Urban Land
Flood Zones	AE
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

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).

A JEA letter of service availability has been provided as part of the companion rezoning application and is on file with the Planning and Development Department. The letter, dated August 11, 2021, identifies an existing 6-inch water main within the Adams Avenue right-of-way. An existing 4-inch force sewer main is located approximately 120 linear feet north of the subject site in the Washington Avenue right-of-way. Connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Department, and determined that the proposed amendment from Low Density Residential (LDR) to Business Park (BP) has a proposed development potential as 100% non-residential or 20% non-residential and 80% residential. If the land use is amended to BP development could result in 245 net new daily trips under scenario 1 or 281 net new daily trips under scenario 2. 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.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled

(A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) 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 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 of the TE of the 2030 Comprehensive Plan requires that 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long-Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is in Mobility Zone 9.

The subject site is accessible via Washington Avenue and Adams Avenue; both unclassified facilities. The proposed BP development should not have any significant impacts on the external roadway network.

School Capacity

The Planning and Development Department determined that the proposed amendment from LDR to BP has a proposed development potential under scenario 1 as 100 percent non-residential and under scenario 2 as 80 percent residential and 20 percent non-residential. Under scenario 2, the proposed amendment could result in the development of 40 multi-family dwelling units.

The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- Elementary School
 - Concurrency Service Area (CSA) 1
 - 2020/2021 enrollment: 10,871
 - Current utilization: 59%
 - New student development from amendment: 6
 - 5-year utilization: 67%
 - Available seats in CSA 1: 6,189
 - Available seats in adjacent CSA(s) 2 and 7: 2,711

- Middle School
 - CSA 1
 - 2020/2021 enrollment: 7,607
 - Current utilization: 89%
 - New student development from amendment: 2
 - 5-year utilization: 98%
 - Available seats in CSA 1: 624
 - Available seats in adjacent CSA(s) 2 and 7: 611

- High School
 - CSA 1
 - 2020/2021 enrollment: 8,520
 - Current utilization: 84%
 - New student development from amendment: 3
 - 5-year utilization: 76%
 - Available seats in CSA 1: 962
 - Available seats in adjacent CSA(s) 2 and 7: 1,174

The analysis of the proposed development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Martin Luther King Elementary #220
 - CSA 1
 - Amendment student generation: 6
 - School Capacity including permanent spaces and portables: 703
 - Current enrollment 20 day count for 2020/2021: 374
 - Percent Occupied: 53%
 - 4-year projection: 62%

- Jean Ribault Middle School #212
 - CSA 1
 - Amendment student generation: 2
 - School Capacity including permanent spaces and portables: 1,041
 - Current enrollment 20 day count for 2020/2021: 747
 - Percent Occupied: 72%
 - 4-year projection: 69%

- Jean Ribault High School #96
 - CSA 1
 - Amendment student generation: 3
 - School Capacity including permanent spaces and portables: 1,683
 - Current enrollment 20 day count for 2020/2021: 1,415
 - Percent Occupied: 84%
 - 4-year projection: 85%

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform

a Professional Archaeological Reconnaissance Survey. 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.

Flood Zones

The entire subject site is located within the AE zone. 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.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
A. Land acquisition or conservation easement acquisition;
B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
C. Incentives, including tax benefits and transfer of development rights.

Septic Tank Failure Area

The property is located in an identified septic tank failure area. The City shall continue the effort to phase out septic tanks in defined failure areas in order to comply with Chapter 751, Jacksonville Ordinance Code. See policies of the Infrastructure Element below:

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.4 Existing septic tanks for estimated wastewater flows of 600 or less gallons per day (gpd) shall connect to the collection system of a regional

utility company provided that gravity service is available via a facility within a right-of-way or easement, which abuts the property.

Policy 1.2.5 Existing septic tanks for estimated wastewater flows exceeding 600 gallons per day (gpd) shall connect to the collection system of a regional utility company provided that a facility abuts or is within 50 feet of the property.

Policy 1.2.8 The City shall continue the effort to phase out septic tanks in defined failure areas in conformance with Chapter 751, Ordinance Code (Septic Tank Superfund).

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 9, 2021, the required notices of public hearing signs were posted. Fifty-two (52) 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 September 20, 2021. No members of the public were in attendance.

CONSISTENCY EVALUATION

Consistency with 2030 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 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 and enjoyment 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 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic development opportunities;
 - B. Addresses outdated development patterns;
 - C. Provides 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.

Policy 1.1.21 Future 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 of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. 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 1.2.9 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.

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

Policy 3.2.18 The City shall permit business parks in locations adjacent to, or near, residential areas, subject to Development Areas and the Plan Category Descriptions of the Operative Provisions and applicable Land Development Regulations.

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.

Pending Property Rights Element (Ordinance 2021-334)

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 FLUE, the Low Density Residential (LDR) land use designation is intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. The

maximum gross density in the Suburban Area shall be seven (7) units per acre when full urban services are available to the site.

BP in the Urban Area is intended to provide compact medium to high intensity office development. Development which includes medium to high density residential uses is preferred for sites located outside of areas identified as an Industrial Sanctuary. Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services and with site access to roads classified as arterial or higher on the Highway Functional Classification Map. Principal uses in the BP land use category include, but are not limited to, business and professional offices; financial institutions; light manufacturing; fabrication and assembly; commercial retail sales and service establishments; and warehousing.

The subject site is located east of Washington Avenue, one block in from the commercial corridor along Lem Turner Road, an arterial road. The area surrounding the subject site contains a mix of uses including vacant or undeveloped land, commercial, and single-family residential uses. The commercial uses are located west of the site, along the Lem Turner Road Commercial Corridor. The proposed amendment to BP would allow for the development of low intensity industrial uses consistent with FLUE Goals 1 and 3 and Objective 1.1.

The subject site has access to both centralized water and sewer service, consistent with FLUE Policy 1.2.9. A JEA letter of service availability has been provided as part of the companion rezoning application and is on file with the Planning and Development Department. The letter, dated August 11, 2021, identifies an existing 6-inch water main within the Adams Avenue right-of-way. An existing 4-inch force sewer main is located approximately 120 linear feet north of the subject site in the Washington Avenue right-of-way. Connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

The proposed amendment to BP would allow for low intensity industrial uses and transitional uses, providing a transition of uses between the residential uses to the north and the east, and the intense commercial uses located along Lem Turner Road. Therefore, the proposed amendment is consistent with FLUE Policies 3.2.1 and 3.2.18. Additionally, the subject site is in an urbanized area and has access to infrastructure, utilities and public facilities. Development on the currently vacant amendment site would promote infill development, consistent with FLUE Objectives 1.1 and 6.3 and Policy 1.1.22.

The proposed small-scale amendment from LDR to BP would have a negligible impact on the amount of LDR and BP land designated land throughout the City. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

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 Consistency

The site is within the boundaries of the Northwest Jacksonville Vision Plan. While the Plan offers no specific recommendations for the subject site, the plan encourages the protection of neighborhoods from encroachment of commercial development. The proposed amendment would offer a transitional use between the existing residential uses and the intense commercial corridor located along Lem Turner Road. Therefore, the proposed amendment is consistent with the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

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 to BP promotes an environment that is conducive to the creation of new business 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.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

