

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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June 9, 2022

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. 2022-352/Application No. L-5687-22C**

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 2022-352 on June 9, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>6-0 APPROVE</b>

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

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

Sincerely,

*Kristen D. Reed*

Kristen D. Reed, AICP  
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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – June 3, 2022**

**Ordinance/Application No.:** 2022-352 / L-5687-22C

**Property Location:** 0, 5710, 5738, and 5740 Jacks Road, between Davell Road and Jacks Road

**Real Estate Number(s):** 083352 0000; 083352 0020; 083352 0040; and 083386 0000

**Property Acreage:** 4.85 acres

**Planning District:** District 5, Northwest

**City Council District:** District 10

**Applicant:** Curtis Hart

**Current Land Use:** Low Density Residential (LDR)

**Proposed Land Use:** Medium Density Residential (MDR)

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

**Proposed Zoning:** Planned Unit Development (PUD)

**Development Boundary:** Suburban Area

**RECOMMENDATION: APPROVE**

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

This property abuts a public park to the north and a PUD containing 40 ft. and 50 ft. lots to the south. Changing the land use from LDR to MDR would be a good transition between the public park and the smaller residential lots to the south.

**BACKGROUND**

The approximately 4.85 acre subject site is located along the west side of Jacks Road, between Jacks Road and Davell Road, both unclassified roads. The applicant is proposing a Future Land Use Map (FLUM) amendment from Low Density Residential (LDR) to Medium Density Residential (MDR) to allow for use of the site as a single-use residential development. The applicant is also proposing a companion rezoning from

Residential Low Density - 60 (RLD-60) to Planned Unit Development (PUD) which is pending concurrently with this amendment, pursuant to Ordinance 2022-353.

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

North: Land Use: LDR  
 Zoning: PBF-1  
 Property Use: Single Family Residential, James Fields Park

South: Land Use: LDR  
 Zoning: PUD  
 Property Use: Single Family Residential, Undeveloped

East: Land Use: LDR  
 Zoning: RLD-60, PUD  
 Property Use: Single Family Residential, Undeveloped

West: Land Use: LDR  
 Zoning: RLD-60,  
 Property Use: Single Family Residential, Undeveloped

**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.

**Impact Assessment Baseline Review**

<b>Development Analysis</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Jacks Road – Unclassified / No	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: Residential, Vacant	Proposed: Residential
Land Use / Zoning	Current: LDR/ RLD-60	Proposed: MDR/ PUD
Development Standards for Impact Assessment	Current: 5 DU / Acre	Proposed: 15 DU/ Acre
Development Potential	Current:	Proposed:

<b>Development Analysis</b>		
	24 DUs	72 DUs
Net Increase/Decrease in Maximum Density	Increase of 48 DUs	
Net Increase/Decrease in Potential Floor Area	Not applicable	
Population Potential	Current: 63 People	Proposed: 169 People
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	Zones C and D	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard Area	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	259 net new daily trips	
Potential Public School Impact	17 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 10,536 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 7,902 gallons per day	
Potential Solid Waste Impact	Increase of 124 tons per year	
Drainage Basin/Sub-basin	Trout River/Little Sixmile Creek	
Recreation and Parks	James Fields Park	
Mass Transit Access	No	
<b>Natural Features</b>		
Elevations	24-27 feet	

<b>Development Analysis</b>	
Land Cover	1100: Residential Low Density
Soils	63: Sapelo fine sand
Flood Zones	No
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).

The applicant has provided a JEA letter of service availability dated February 23, 2022, which was submitted with the companion PUD rezoning application identifying that the site has access to both water and sewer connections. There is a 12 inch water main located along Lane Avenue North, and an 8 inch sewer force main located along Old Kings Road. The letter also identified special conditions that need to be met in order to obtain sewer service, including the design and construction of a pump station and dedicated force main.

Future Land Use Element

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.

**Transportation**

The subject site is 4.85 acres and is accessible from Jacks Road, an unclassified facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 9. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Medium Density Residential (MDR).

**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 land use would result in 226 daily trips, depending on the scenario. If the land use is amended to allow for this proposed MDR development, this will result in 485 daily trips.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is an increase of 259 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed as a result of this land use amendment.

**Table A**  
**Trip Generation Estimation Scenarios**

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	24 SF DUs	T = 9.43 (X)	226	0	226
<b>Existing Total</b>						<b>226</b>
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MDR	220	72 MF DUs	T = 6.74 (X)	485	0	485
<b>Proposed Total</b>						<b>485</b>
<b>Proposed Net New Daily Total</b>						<b>259</b>

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

**School Capacity**

The 4.85 acre proposed land use map amendment has a development potential of 72 dwelling units and 17 new students. 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:



<b>Application Review Request:</b> COJ PDD: School Impact Analysis <b>Proposed Name:</b> L-5687-22C Jacks Road <b>Requested By:</b> Ed "Luke" Lukacovic / Krista Fogarty <b>Reviewed By:</b> Shalene B. Estes <b>Due:</b> 5/18/2022							
Analysis based on maximum dwelling units: 22							
School Type	CSA <sup>1</sup>	2021-22 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>3</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>2</sup>	Available Seats - Adjacent CSA 2&7
Elementary	1	10,651	54%	9	59%	8,062	3,373
Middle	1	7,527	88%	3	86%	807	791
High	1	8,087	80%	5	72%	1,116	1,778
<b>Total New Students</b>				<b>17</b>			

**NOTES:**

<sup>1</sup> Proposed Development's Concurrently Service Area (CSA)

<sup>2</sup> Available CSA seats include current reservations

<sup>3</sup> Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

**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

**Objective 3.2** **Adopted Level of Service (LOS) Standards**  
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

**Policy 3.1.1** The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

**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.

<b>Application Review Request:</b> COJ PDD: Baseline Checklist Review <b>Proposed Name:</b> L-5687-22C Jacks Road <b>Requested By:</b> Ed "Luke" Lukacovic / Krista Fogarty <b>Reviewed By:</b> Shalene B. Estes <b>Due:</b> 5/18/2022  Analysis based on maximum dwelling units: <u>72</u>						
SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2021/22)	% OCCUPIED	4 YEAR PROJECTION
Pickett ES #205	1	9	341	211	62%	66%
Jean Ribault MS #212	1	3	1041	690	66%	68%
Jean Ribault HS #96	1	5	1683	1378	82%	84%
		17				

**NOTES:**  
<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)  
<sup>2</sup> Does not include ESE & room exclusions  
<sup>3</sup> Student Distribution Rate  
 ES-.125  
 MS-.051  
 HS-.074  


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 0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

**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.

**Evacuation Zone**

The subject site is within Evacuation Zones C and D. As such, the land use application was routed to the City’s Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application. Their complete analysis is below.

**EPD Response:**

The proposed properties in land use amendment L-5687-22C will be in close proximity to Pritchard Road and Edgewood Avenue, indicating sufficient access to I-295 (2.13 road miles) and I-95 (6.06 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone C , Zone D, and Zone E), nearest evacuation routes, and the estimate of 259 additional daily trips, the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5687-22C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

**Conservation /Coastal Management Element (CCME)**

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

**PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 9, 2022, the required notices of public hearing signs were posted. Twenty-one (21) 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 May 16, 2022. No members of the public attended to speak on the proposed amendment.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 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 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.
- 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 1.1.12 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 1.1.21 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.

**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 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.

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 Future Land Use Element (FLUE), Low Density Residential (LDR) is a category 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 for LDR in the suburban area is 7 units per acre when full urban services are available to the site.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density and residential uses and higher density residential uses, commercial uses and public and semi-public use area. Multi-family housing should be the predominant development typology in this category. The maximum gross density in the Suburban Area shall be 20 units per acre and the minimum gross density shall be greater than 7 units per acre, when full urban services are available.

Consistent with FLUE Policy 1.2.9, the applicant has provided a JEA letter of service availability dated February 23, 2022, which was submitted with the companion PUD rezoning application identifying that the site has to access to both water and sewer connections. There is a 12 inch water main located along Lane Avenue North, and an 8 inch sewer force main located along Old Kings Road. The letter also identified special

conditions that need to be met in order to obtain sewer service, including the design and construction of a pump station and dedicated force main.

The applicant is proposing a change from LDR to MDR to allow for the development of townhomes. The proposed land use designation would allow for compact development and ensure adequate land is designated for residential uses, while maintaining compatibility with the surrounding area and offering a wider mix of residential uses in the area, consistent with FLUE Goals 1 and 3, Objective 3.1, and Policy 1.1.22.

The proposed amendment from LDR to MDR would allow for the development of additional housing to allow for adequate housing choices for residents. The property is underutilized land in the Suburban Development Area which has access to centralized water and sewer services. Development of this site is considered infill development. Therefore, the amendment is consistent with Thus, the proposed amendment is consistent with FLUE Objective 6.3 and Policies 1.1.5 and 1.1.21.

Consistent with FLUE Policy 1.1.12, the companion PUD rezoning limits density in a manner that promotes compatibility and an appropriate transition to surrounding uses.

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 Plan offers no specific recommendations for the location of the subject site. However, the Plan does note the importance of having a mix of housing types and compatible new infill development at various densities. The proposed amendment would allow for the development of additional housing stock on an underutilized property with access to infrastructure. Therefore, the proposed amendment is consistent with the Northwest Vision Plan.


### **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, providing a wider range of housing in the northeast Florida region and





creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

**LAND USE AMENDMENT**  
**FIELD / LOCATION / CURRENT LAND USE MAP**

