

PLANNING AND DEVELOPMENT DEPARTMENT



March 9, 2017

The Honorable Lori Boyer, President
The Honorable Danny Becton, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
Ordinance No. 2017-091**

Application for Land Use Amendment 2016C-030

Dear Honorable Council President Boyer, Honorable Council Member and LUZ Chairman Becton 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 2017-091 on March 9, 2017.

- P&DD Recommendation **APPROVE**
- PC Issues: **None**
- **PC Vote:** **7-0 APPROVE**

	<u>Aye</u>	<u>Nay</u>	<u>Abstain</u>	<u>Absent</u>
Daniel Blanchard, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Abel Harding, Vice Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nicole Sanzosti Padgett, Secretary	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Joshua Garrison	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marshall Adkinson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Chris Hagan	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ben Davis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Dawn Motes	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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

Respectfully,

Kristen D. Reed, AICP
Chief of Community Planning

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



OVERVIEW

ORDINANCE: 2017-91

APPLICATION: 2016C-030-5-10

APPLICANT: LARA KATHRYN DIETRICH

PROPERTY LOCATION: 2011 Dahlia Road, between 12th Street West and Lucille Road

Acreage: 0.84 Acres

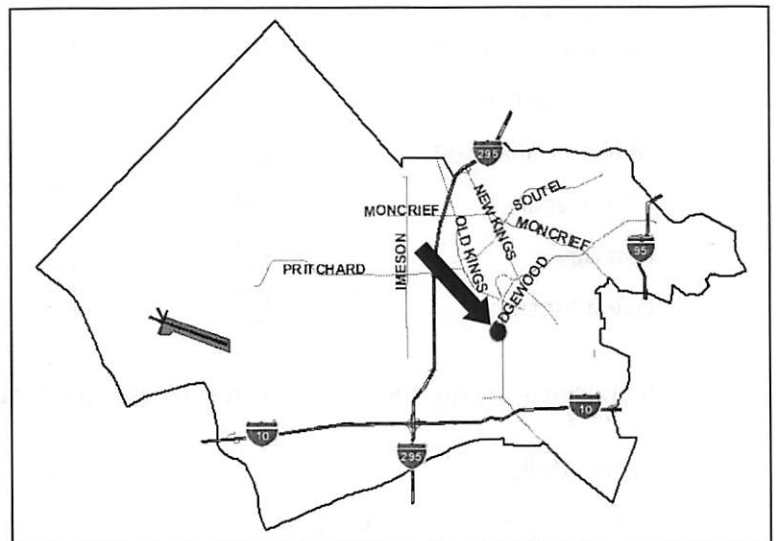
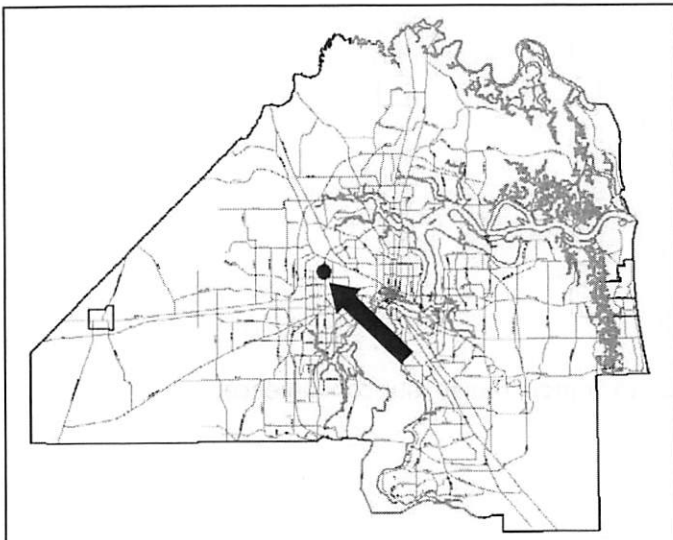
Requested Action:

	Current	Proposed
LAND USE	LDR	LI
ZONING	RLD-60	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 (Increase) in Potential Floor Area
LDR	LI	(5 DU/Ac) 4 Dwelling Units	N/A	N/A	(0.40 FAR) 14,636 SF Industrial Use	Decrease of 4 Dwelling Units	Increase of 14,636 SF Industrial Use

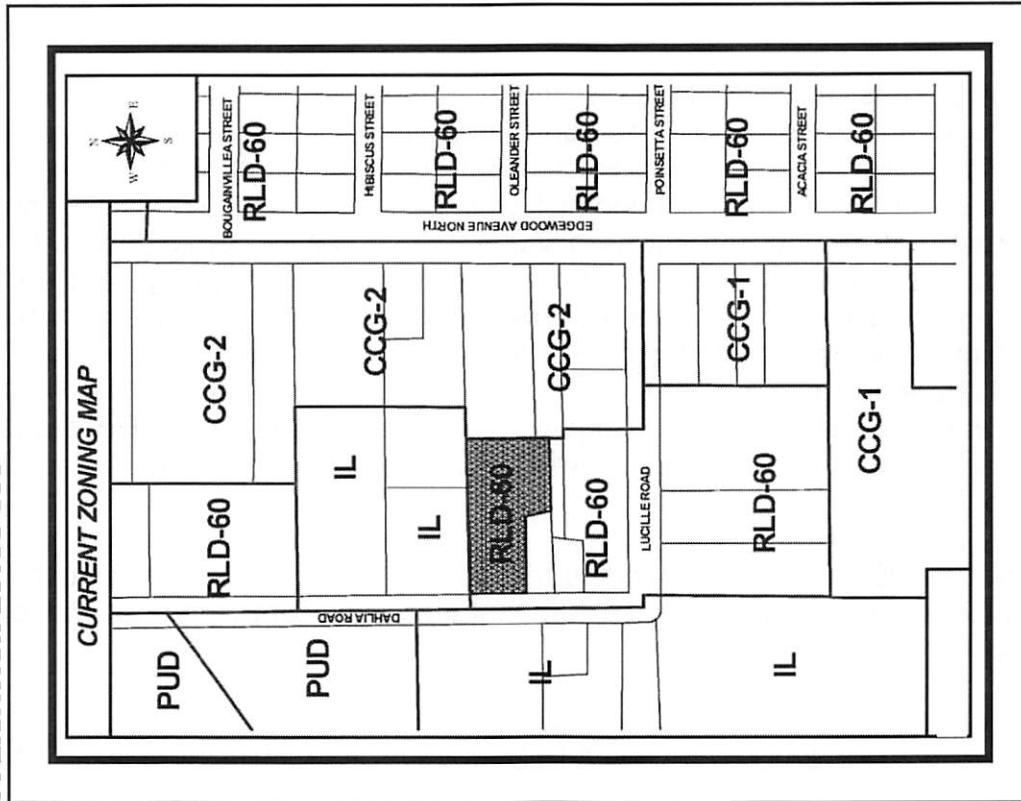
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

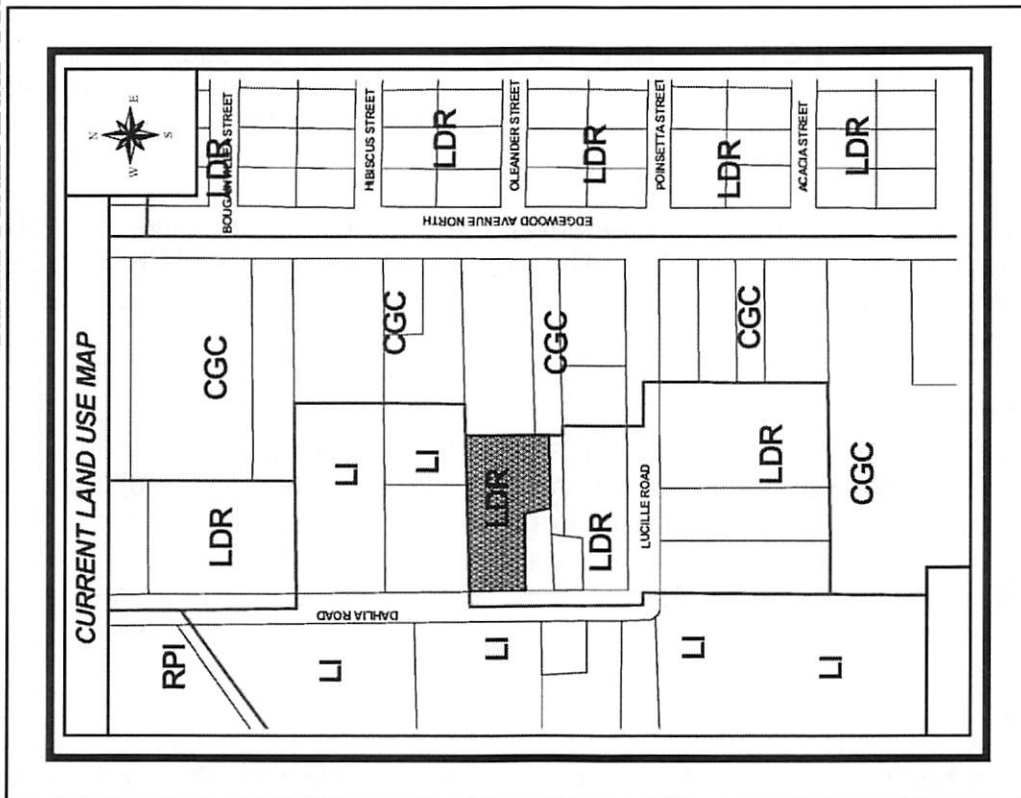


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2016G-030



Current Zoning District(s): Residential Low Density (RLD-60)
Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Low Density Residential (LDR)
Requested FLUM Land Use Category: Light Industrial (LI)

ANALYSIS

Background:

The subject property consisting of 0.84 acres and is located on the east side of Dahlia Road between 12th Street and Lucille Road. The applicant proposes a future land use amendment (Ordinance 2717-91) from Low Density Residential (LDR) to Light Industrial (LI) and a rezoning (Ordinance 2017-92) from Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD). Currently, the site is a vacant single-family home/office with a large detached three bay garage and a large yard once used for outside storage. LI will allow a wide range of permitted uses of the property. However, the applicant proposes to use the site in conjunction with commonly owned property to the north for truck parking and outside storage of non-hazardous materials. Access to the land use amendment site will be from Dahlia Road by way of Lucille Road and Edgewood Avenue North. Dahlia Road and Lucille Road are both classified as "Local" roadways while Edgewood Avenue North is classified as a "Minor Arterial" roadway.

The predominant land use pattern surrounding the site is a mix of uses. See "Attachment A" for the specific uses surrounding the site. The generalized adjacent land use categories and zoning are as follows:

Adjacent Property(s)	Land Use	Zoning District	Current Use(s)
North	LI & LDR	LI & RLD-60	Warehouse, Single-family, Vacant Land & Open Storage
South	LDR & CGC	RLD-60 & CCG-1	Single family, Vacant Land & Open Storage
East	CGC	CCG-1 & CCG-2	Open Storage, Shopping Center, Service Garage & Single-family
West	LI	IL	Warehouse, Office, Vacant Land & Open Storage

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Urban Area" of the City. The proposed land use will not have a residential component in its request. Therefore there is no school capacity issues related to the proposed land use amendment.

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). See Policy 1.1.1 of the Sanitary Sewer Sub-Element of the Infrastructure Element below:

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of medium probability 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. See Policy 1.2.6 of the Historic Preservation Element below:

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.

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 a 64 increase of 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. Potential traffic impacts will be addressed 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

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 project site is located in Mobility Zone 9, south of 12th Street between Lane Avenue and Edgewood Avenue and west of Edgewood Avenue between Beaver Street and New Kings Road. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

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 9 is 0.86.

Edgewood Avenue North and 12th Street are two functional classified facilities that would be impacted by the proposed development. The segment of Edgewood Avenue (SR 111) from Beaver Street and New Kings Road is a 4-lane divided minor-arterial facility and has a maximum daily capacity of 38,900 vpd; 12th Street between Lane Avenue and Edgewood Avenue is 2-lane undivided collector roadway with a maximum daily capacity of 11,880 vpd. The proposed 14,636 SF industrial use space could generate approximately 64 net new daily trips unto the network. This segment is expected to operate at an acceptable V/C ratio with the inclusion of the additional traffic from this land use amendment and is passing at 0.60. It is recommended that an operational analysis be submitted to the City Traffic Engineer prior to the 10-set plan review to determine whether a left and/or right turn lane, traffic signals or other traffic improvements for site ingress and egress are required.

Industrial Zones

The subject property is located within the "Industrial Situational Compatibility" Zone (Attachment F). "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development.

According Florida Statutes Chapter 381 construction permits may not be issued for an onsite sewage treatment and disposal system in any area used or zoned for industrial or manufacturing purposes where a publicly owned or investor owned sewage treatment system is available (located within one-fourth mile) or where the system will receive toxic, hazardous, or industrial waste. Based on information received from the Jacksonville Electric Authority (JEA), the closest connection point is an existing 4-in force main on the north side of W 12th Street. Buildings located in areas zoned or used for industrial or manufacturing purposes, when such buildings are to be served by onsite sewage treatment and disposal systems, must receive written approval from the Department of Health. Approvals will not be granted when the proposed use of the system is to dispose of toxic, hazardous, or industrial wastewater or

toxic or hazardous chemicals. Once an onsite disposal system is permitted, the owner must obtain an annual system operating permit and change of use requires the owner or tenant to obtain a new annual system operating permit from the Department of Health.

Future Land Use Element

Policy 3.2.29 The City shall continue to update its comprehensive inventory and mapping of Industrial lands to identify and protect existing strategically located industrial lands for future expansion and economic development. These areas are crucial to the long term economic well-being of the City and are identified on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility”.

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility” are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	Light Industrial Uses
Land Use /Zoning	LDR/RLD-60	LI/PUD
Development Standards For Impact Assessment	5 Single-family DU/Acre	0.40 FAR
Development Potential	4 Single-family DUs	14,636 sq. ft. Industrial
Population Potential	10 People	0 People
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area	Industrial Situational Compatibility	
Cultural Resources		X
Archaeological Sensitivity	Medium Probability	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X – Discharge Area
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 64 new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 534.2 gallons/day	
Sewer Provider	Onsite septic system	
Potential Sewer Impact	Decrease of 400.6 gallons/day	
Potential Solid Waste Impact	Increase in 34.972 tons/year	
Drainage Basin / Sub-Basin	Trout River Basin and Unnamed Ditch Sub-basin	
Recreation and Parks	Bitmore Elementary Park	
Mass Transit	Area served by bus route 51 on Edgewood Avenue	
NATURAL FEATURES		
Elevations	Approximately 22 feet above mean sea level	
Soils	51 – Pelham fine sand	
Land Cover	1200 – Residential medium density	
Flood Zone	N/A	
Wet Lands	N/A	
Wild Life	N/A	

PROCEDURAL COMPLIANCE

Signs, Notices and Preview Workshop

Upon site inspection by the Planning and Development Department on February 10, 2017, the required notices of public hearing signs were posted. Twenty-five (25) notices were mailed out to property owners within 350 feet of the application site informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Citizen's Information Meeting on February 21, 2017. There was one speaker in support and no speakers against the application.

CONSISTENCY EVALUATION

2010 Comprehensive Plan Consistency

Proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- 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 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest Planning districts through such measures, as economic incentives, greater marketing assistance, etc.
- Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands
- Policy 3.2.29 The City shall continue to update its comprehensive inventory and mapping of industrial lands to identify and protect existing strategically located industrial lands for future expansion and economic development. These areas are crucial to the long term economic well-being of the City and are identified on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility".

According to the category description of the Future Land Use Element (FLUE), Low Density Residential (LDR) permits housing densities of up to 7 dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

The LI Future Land Use Category is intended to provide for location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Generally, light assembly, manufacturing, packing, processing, and storage/warehousing are principal uses in this category.

The proposed amendment is consistent with Policy 1.1.22 because it allows for industrial development to be located in the "Industrial Situational Compatibility Area" near other existing industrial use areas that results in a compact land use pattern, discourages sprawl and provides the requisite amount of land to accommodate anticipated growth in the area. In addition, this amendment maintains an increasingly efficient urban service delivery. It is also consistent with Policy 1.1.24 in that it promotes new development in the Northwest Planning District. There is also a growing demand for industrial lands in this area as the City's industrial base continues to expand. The area is moving towards an industrial pattern of development with industrial land uses to the west and north and therefore is more suitable for the proposed use. The proposed industrial use enhances the viability of this parcel while being consistent with the proposed FLUE Policy 3.2.29.

Policy 3.2.7 is satisfied due to the site's location within the Industrial Situational Compatibility Zone. In addition, the property is located near a "Minor Arterial" roadway that serves a significant number of other industrial and commercial land uses in the surrounding area.

Vision Plan

The subject site is within the boundaries of the Northwest Jacksonville Vision Plan and according to the plan the land use amendment property is within the "Traditional Building Area of the City". The Plan does not identify specific recommendations for the subject site nor does it address industrial uses specifically for this area. However, the plan does discuss the increase of stormwater runoff from parking lots. The plan recommends stormwater from parking lots be directed to green space areas where water runoff pollution can be attenuated by soil capture as well as installation of stormwater retention ponds with landscaping. The proposed application is consistent with the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan Consistency

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

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

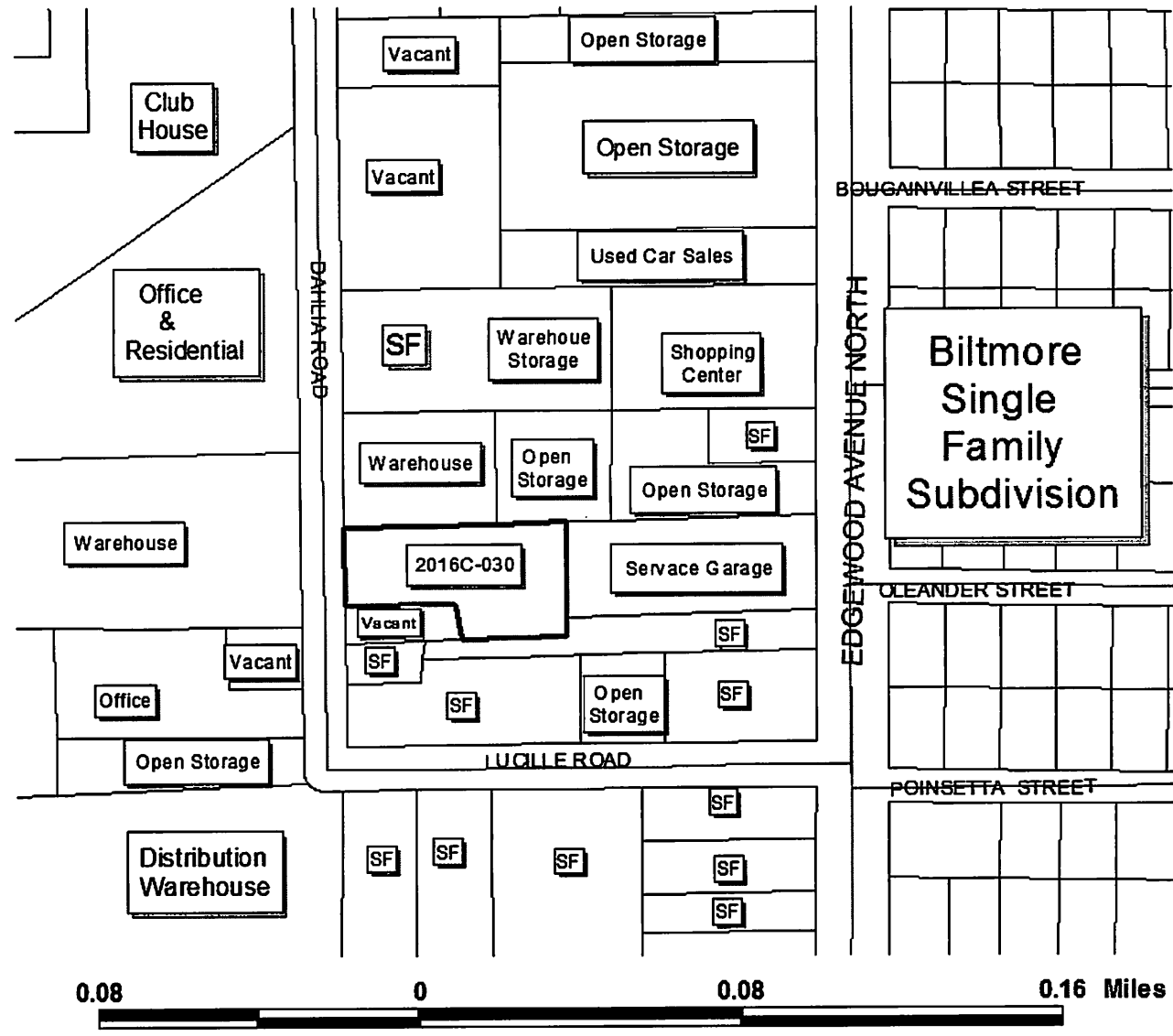
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

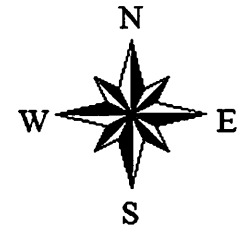
The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and the Strategic Regional Policy Plan.

2016C-030 Field Sheet

ATTACHMENT A



- Parcels - August 28, 2916
- 2016c-030.shp
- Major Highways (with Functional Class Streets)
- River
- Municipal Boundaries 20150428



ATTACHMENT B

Aerial Photo



ATTACHMENT C

Traffic Analysis:

P L A N N I N G A N D D E V E L O P M E N T D E P A R T M E N T



MEMORANDUM

DATE: February 28, 2017

TO: Edward Lukacovic
Community Planning Division

FROM: Lurise Bannister
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment 2016C-030

A trip generation analysis was conducted for Land Use Amendment 2016C-030, located on Dahlia Road, between 12th Street and Lucille Road, and west of Edgewood Avenue North in the Urban Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Light Industrial (LI) uses on approximately 0.83 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9th 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, LDR land use category development impact assessment standards allows for 5 single-family units per acre, resulting in a development potential of 4 residential homes (ITE Land Use Code 210) which could generate 38 new daily trips. The proposed the LI land use category allows for 0.4 FAR resulting in a development potential 14,636 SF of industrial/manufacturing use (ITE Land Use Code 110), generating 102 daily vehicular trips. This will result in 64 net new daily vehicular trips if the land use is amended from LDR to LI, 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
LDR	210	4 DUS	T = 9.52 (X)	38	0.00%	38
Total Section 1						38
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
LI	110	14,636 SF	T = 6.97 (X)	102	0.00%	102
Total Section 2						102
Net New Daily Trips						64

Source: Trip Generation Manual, 9th Edition, Institute of Engineers



Additional Information:

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 project site is located in Mobility Zone 9, south of 12th Street between Lane Avenue and Edgewood Avenue and west of Edgewood Avenue between Beaver Street and New Kings Road. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

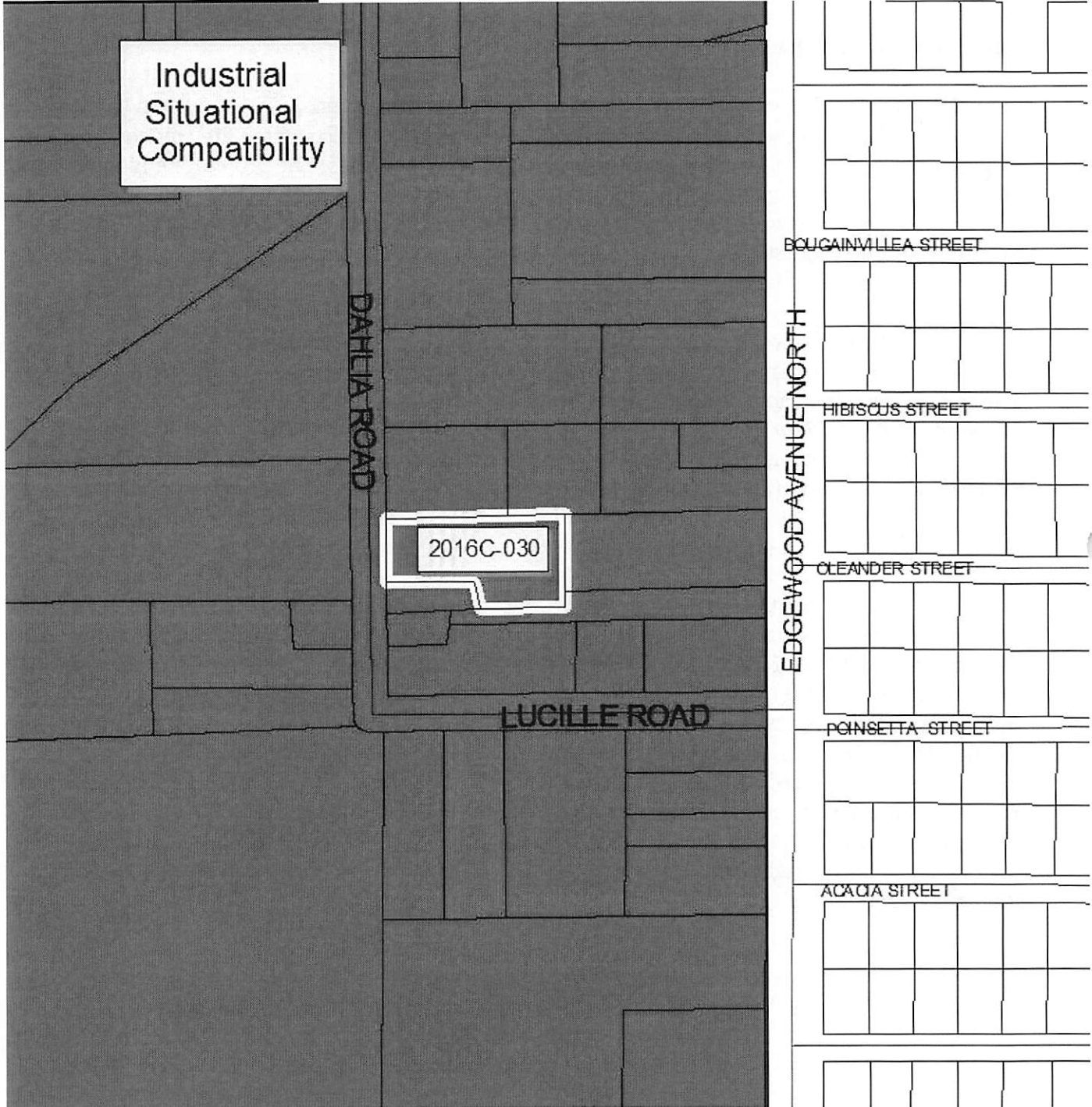
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ATTACHMENT D

Industrial Zone Map





ATTACHMENT E

APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN

Date Submitted:	11/28/2016	Date Staff Report is Available to Public:	03-03-2017
Land Use Adoption Ordinance #:	2017-91	Planning Commission's LPA Public Hearing:	03-09-2017
Rezoning Ordinance #:	2017-92	1st City Council Public Hearing:	03-14-2017
JPDD Application #:	2016C-030	LUZ Committee's Public Hearing:	03-21-2017
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	03-28-2017

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:

LARA DIETRICH
DIETRICH PLANNING LLC
1332 AVONDALE AVENUE
JACKSONVILLE, FL 32205
Ph: (904) 551-6969

Email: LARA@DIETRICHPLANNING.COM

Owner Information:

LEON PERPALL
NOEL DAHLIA, LLC
14709 HOWARD ROAD
BRYCEVILLE, FL 32009
Ph: (904) 507-2900

DESCRIPTION OF PROPERTY

Acreage: 0.84
Real Estate #(s): 048896 0200, a portion of

General Location:

ON THE EAST SIDE OF DAHLIA ROAD, JUST WEST OF EDGEWOOD AVENUE NORTH

Planning District: 5
Council District: 10
Development Area: URBAN AREA
Between Streets/Major Features:
12TH STREET WEST and LUCILLE ROAD

Address:

2011 DAHLIA RD

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT
Current Land Use Category/Categories and Acreage:
LDR 0.84

Requested Land Use Category: LI
Justification for Land Use Amendment:

Surrounding Land Use Categories: LDR

NOEL DAHLIA, LLC INTENDS TO BRING THE SUBJECT PARCEL INTO CONSISTENCY WITH ITS PARENT PARCEL RE #048896-0200 (FORMERLY RE #S 048895-0000 AND 048896-0000) IN ORDER TO ALLOW THEM TO FUNCTION AS ONE PARCEL. THE PARENT PARCEL HAS LI LAND USE AND IL ZONING DESIGNATIONS. THE PROPOSED USE WOULD BE FOR TRUCK PARKING AND OUTDOOR STORAGE OF NON-HAZARDOUS MATERIALS.

UTILITIES

Potable Water: JEA

Sanitary Sewer NONE

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
RLD-60 0.84

Requested Zoning District: PUD

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