

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



OVERVIEW

ORDINANCE: # 2019-189

APPLICATION: L-5324-18C-5-12

APPLICANT: DAVID CHRISTOPHER HAGAN

PROPERTY LOCATION: 9501 Normandy Boulevard (SR 228), between Guardian Drive and Patriot Ridge Road.

Acreage: 3.46

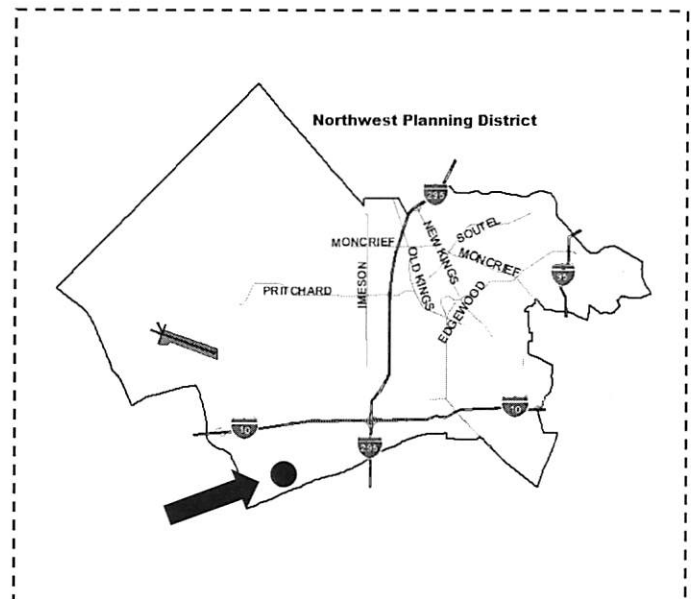
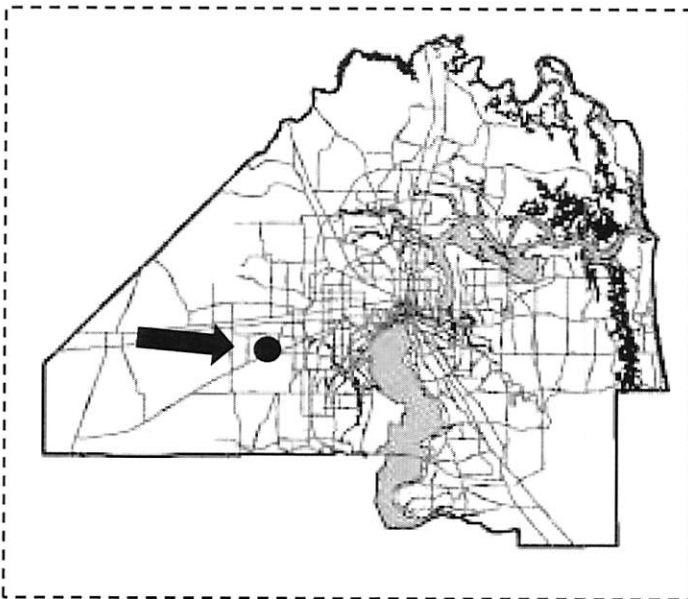
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	CCG-2	PUD

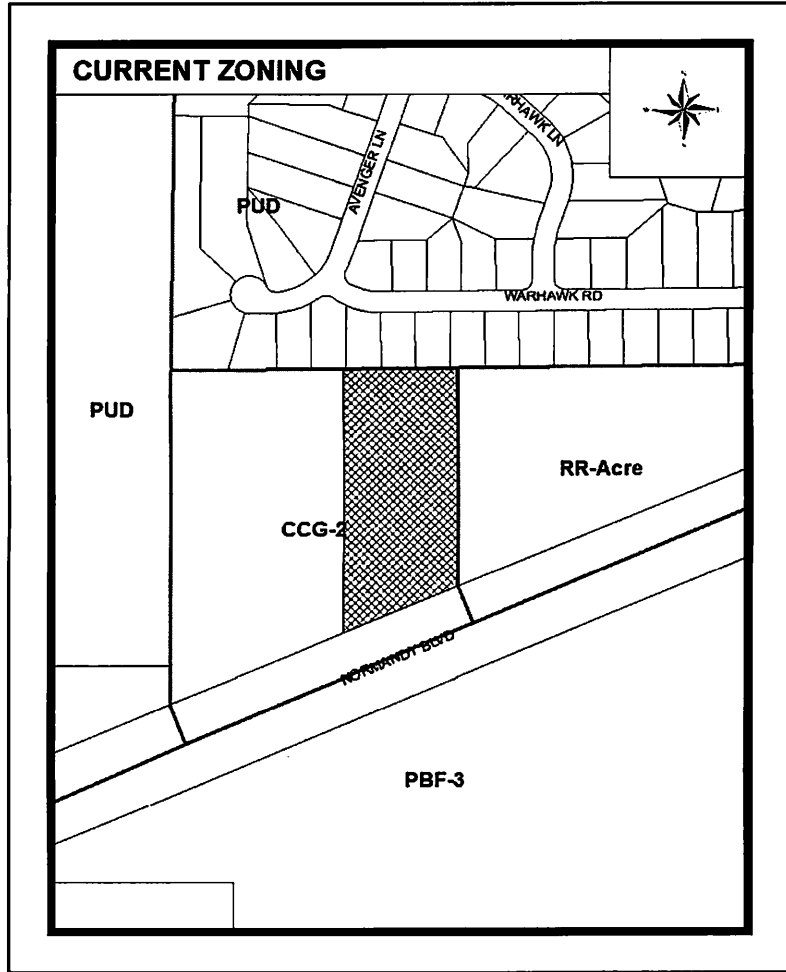
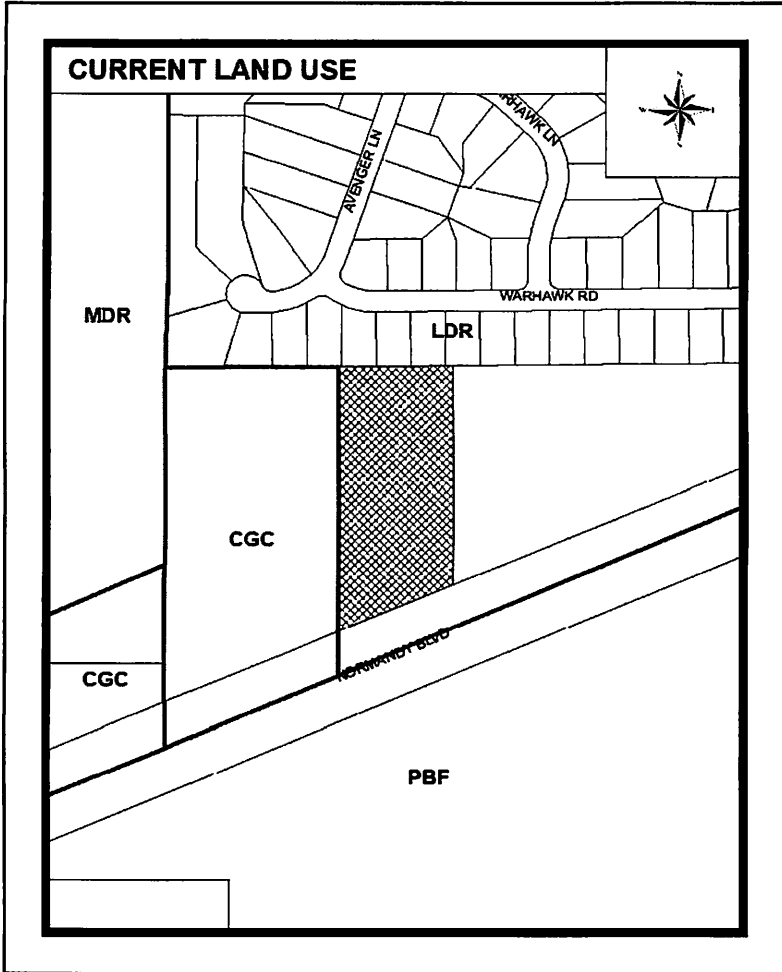
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	17 Single Family DUs (5 DUs/Acre)	N/A	N/A	52,751 Sq. Ft. (0.35 FAR)	Decrease of 17 Single Family DUs	Increase 52,751 Sq. Ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



SMALL SCALE LAND USE APPLICATION L-5324-18C



Existing FLUM Land Use Categories: Low Density Residential (LDR)
Requested FLUM Land Use Category: Community/General Commercial (CGC)

Current Zoning District(s): Commercial Community/General-2 (CCG-2)
Requested Zoning District(s): Planned Unit Development (PUD)

ANALYSIS

Background:

The 3.46 acre subject site is located on the north side of Normandy Boulevard (SR 228) between Guardian Drive and Patriot Ridge Road. The land use amendment site is also located within the boundary of the Suburban Development Area, Planning District 5 and Council District 12. Currently, the site consists of truck and open storage. Access is from Normandy Boulevard (SR 228), which is classified as a major arterial road according to the Functional Highway Classification Map. The land use and zoning designations are inconsistent with the land use being LDR and the zoning CCG-2.

The applicant proposes a future land use map amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and a rezoning from Commercial Community/General-2 (CCG-2) to PUD to allow for the continued use of the property and to bring it in to compliance. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-190.

Much of the area around the amendment site is in the LDR, Medium Density Residential (MDR), CGC, or Public Buildings and Facilities (PBF) land use categories and developed with single-family developments, an airport, and vacant land. Land to the west was recently approved for a land use amendment from CGC to MDR on the northern portion of the parcel to allow for single family dwelling units with commercial along the Normandy Boulevard frontage. Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 12, Attachment A – Existing Land Utilization Map.

The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	PUD	Single-family dwellings
South	PBF	PBF-3	Herlong Recreational Airport
West	MDR, CGC	PUD, CCG-2	Vacant Land
East	LDR	CCG-2, RR-Acre	Office, Vacant land

Impact Assessment:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The application indicates that the site will be served by JEA for both water and sewer. The applicant also submitted a letter from JEA indicating the availability of sewer and water along with the companion PUD zoning application.

Infrastructure Element, Sanitary Sewer Sub-Element

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

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

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment is anticipated to result in an increase of 1,154 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

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 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 6.

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 6 is 0.55.

Normandy Boulevard (SR 228) provide immediate access to the subject site. SR 228 between Branan Chaffee Road (SR 23) and Herlong Road is a 4-lane urbanized divided highway. This segment has a maximum daily capacity of 65,600 vpd. The proposed 52,751 SF of commercial development could generate approximately 1,314 daily trips unto the network. This segment of Normandy Boulevard is expected to operate at a V/C ratio of 0.25 with the inclusion of the additional traffic from this land use amendment. SR 228 is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

Airport Environment Zone

The site is located within the 50 foot Height and Hazard Zone for the Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 50 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 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Additionally, a portion of the site is located within a Civilian School Regulatory Zone. No new educational facility of a public or private school, with the exception of aviation school facilities, shall be permitted within an area extending along the centerline of any runway and within the Civilian School Regulatory Zone as prohibited by Section 656.1009.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, 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.

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification	Normandy Boulevard – Major Arterial	
Plans/Studies	Northwest Jacksonville Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Truck Storage	Truck Storage
Land Use/Zoning	LDR / CCG-2	CGC / PUD
Develop Standards/Impact Assessment	5 SF DUs/Acre	0.35 FAR
Development Potential	17 SF DUs.	52,751 Sq. Ft. Commercial
Population Potential	45 People	0 People
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	50' Height restriction for Herlong Recreational Airport Southwest portion of site within the Civilian School Regulation Zone	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X – Low
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X - Discharge
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: SR228	
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 1,154 net new daily external trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 820.2 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 615.1 gallons/day	
Potential Solid Waste Impact	Increase of 40.202 tons/year	
Drainage Basin / Sub-Basin	St. Johns River upstream Trout River Basin/Sub-Basin	
Recreation and Parks	Caleb Field	
Mass Transit	Route 15 on Normandy Boulevard and Herlong Road	
NATURAL FEATURES		
Elevations	74 to 77 feet above mean sea level	
Land Cover	1400 – Commercial and Services	
Soils	100% -32 Leon fine sand	
Floodzone	N/A	
Wetlands	N/A	
Wildlife (sites greater than 50 acres)	N/A	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on March 22, 2019, the required notice of public hearing sign was 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's Information Meeting was held on April 1, 2019. No members of the public were present at the meeting for this application.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

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

Future Land Use Element:

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 the proliferation of urban sprawl

through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

- Policy 1.1.2** As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.
- Policy 1.1.12** Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.
- Policy 1.1.16** Require mitigation of adverse land use impacts on adjacent uses during development and redevelopment through:
1. Creation of like uses;
 2. Creation of complementary uses;
 3. Enhancement of transportation connections;
 4. Use of noise, odor, vibration and visual/ aesthetic controls; and/or
 5. Other appropriate mitigation measures such as requirements for buffer zones and landscaping between uses.
- 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 3.2** Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

- 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 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the 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.

Recreation and Open Space Element (ROSE):

- Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

The site currently has a Low Density Residential (LDR) land use designation. According to the Future Land Use Element (FLUE), LDR in the Suburban Area is intended to provide for low density residential development for up to seven (7) dwelling units per acre when full urban services are available to the site.

This amendment proposes a Community/General Commercial (CGC) land use designation. According to the FLUE, CGC in the Suburban Development Area is intended to provide for all types of commercial retail sales and service establishments and development which includes offices and multi-family uses. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as arterial or higher on the Functional Highway Classification Map.

In the Suburban Area, plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; which abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are compatible with adjacent residential neighborhoods. The subject site only has access from Normandy Boulevard, and therefore, would not encourage through traffic into adjacent neighborhoods and would not impede on the character of the adjacent residential uses, furthering consistency with FLUE Policies 1.1.2 and 3.2.4.

The proposed amendment is located within the Northwest Planning District and Suburban Development Area with access to existing full urban service and delivery systems. This discourages urban sprawl and therefore satisfies FLUE Objective 1.1.

The property to the west of the subject site is designated as Community/General Commercial. The proposed amendment would allow for infill development of a parcel already utilized for commercial purposes that has access to utilities and existing infrastructure. The proposed development of this parcel would strengthen the commercial viability of the corridor by allowing

the development of new non-residential uses consistent with Goal 3, Objectives 3.2 and 6.3, and Policy 3.2.1 of the FLUE.

To complement the land use of commercial use adjacent to residential uses, Planned Unit Developments (PUDs) can be utilized by promoting landscape and buffering to lessen impacts to adjacent residential areas as described in FLUE Policies 1.1.12 and 1.1.16.

The applicant has provided a JEA Availability letter dated January 16, 2019 stating that the subject site has access to water and sanitary sewer lines. An 8 inch sanitary sewer force main and a 16 inch water main is located adjacent to the application property within the Normandy Boulevard right-of-way. The application indicates that the proposed development will connect to both centralized sewer and water. Therefore, the proposed amendment is consistent with FLUE Policy 1.2.9. Additionally, the companion PUD rezoning should ensure that any new development on the subject site must meet open space requirements consistent with ROSE Policy 2.2.1,

Northwest Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan and the Plan's Normandy Character Area. The Plan does not specifically address this location but did mention that a major concern of the community was a weak economic base. Therefore, commercial development and increasing job opportunities is consistent with the recommendations of the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

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

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

The proposed land use amendment 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.

RECOMMENDATION

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

ATTACHMENT B

Traffic Analysis:



ONE CITY. ONE
JACKSONVILLE.

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

MEMORANDUM

DATE: March 28, 2019

TO: Susan Kelly
Community Planning Division

FROM: Lurise Bannister
Transportation Planning Division

SUBJECT: Transportation Review: Land Use Amendment L-5324 -18C

A trip generation analysis was conducted for Land Use Amendment L-5324-18C, located at 9501 Normandy Boulevard, across from Herlong Airport in the Suburban Development Area of Jacksonville, Florida. The subject site has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) development on approximately 3.46 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 17 residential units of LDR (ITE Code 210) which could generate 160 daily vehicular trips. The proposed the CGC land use category allows for 0.35 FAR units per acre resulting in a development potential 52,751 SF of commercial development (ITE Land Use Code 820), generating 1,314 new daily vehicular trips. This will result in 1,154 net new daily vehicular trips if the land use is amended from LDR to CGC, as shown in Table A.

ATTACHMENT B (cont)

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	17 SFDUs	T = 9.44 (X)	160	0.00%	160
Total Section 1						160
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	52,751 SF	T = 37.75 (X)/1000	1,991	34.00%	1,314
Total Section 2						1,314
Net New Daily Trips						1,154

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

Additional Information:

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 6.

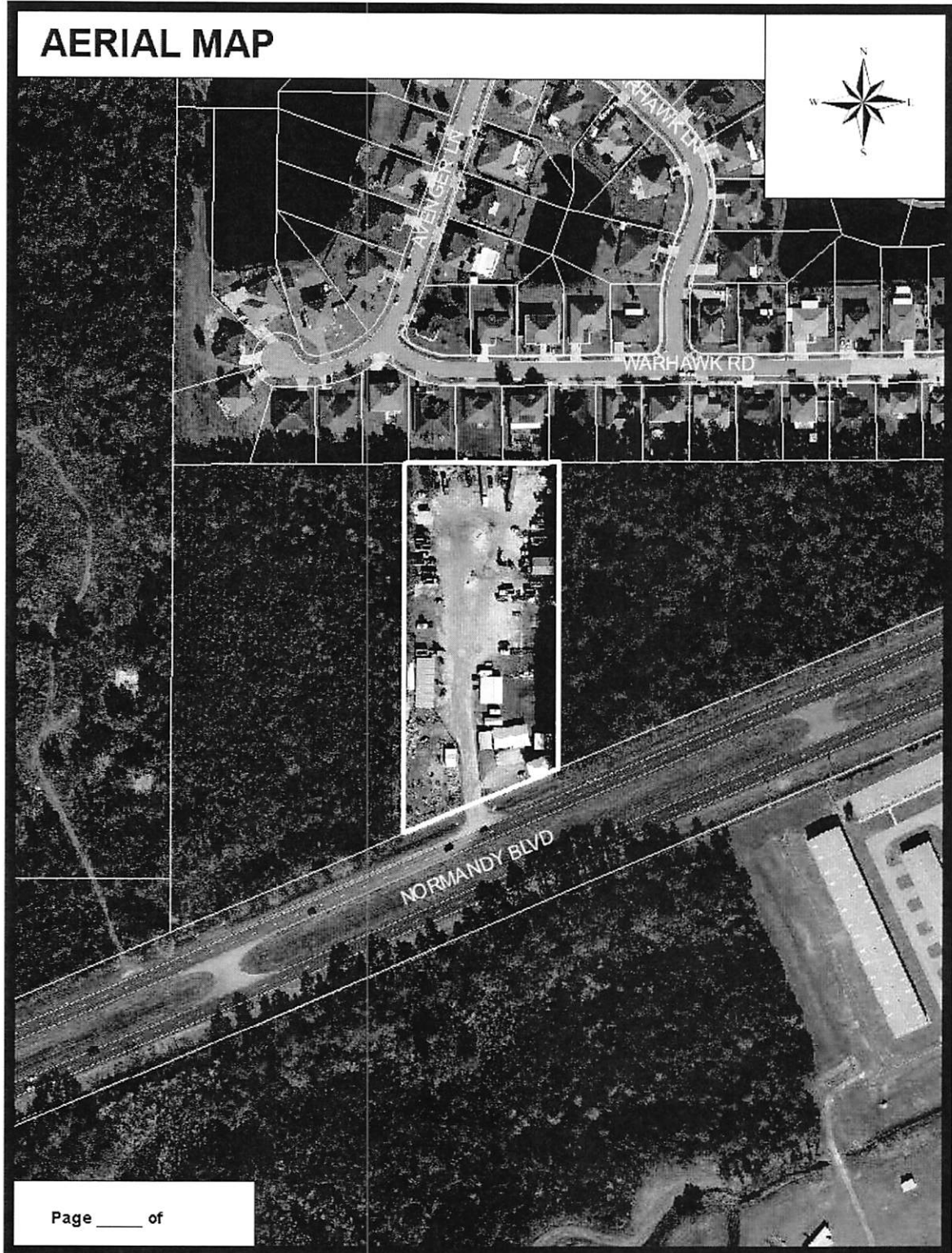
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The result of the V/C ratio analysis for the overall Mobility Zone 6 is **0.55**.

Normandy Boulevard (SR 228) provide immediate access to the subject site. SR 228 between Branan Chaffee Road (SR 23) and Herlong Road is a 4-lane urbanized divided highway. This segment has a maximum daily capacity of 65,600 vpd. The proposed 52,751 SF of commercial development could generate approximately 1,314 daily trips unto the network. This segment of Normandy Boulevard is expected to operate at a V/C ratio of 0.25 with the inclusion of the additional traffic from this land use amendment. SR 228 is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

ATTACHMENT C

Aerial Photo:



ATTACHMENT D

Land Use Amendment Application:



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

Date Submitted:	11-05-2018	Date Staff Report is Available to Public:	04-12-2019
Land Use Adoption Ordinance #:	2019-189	Planning Commission's LPA Public Hearing:	04-18-2019
Rezoning Ordinance #:	2019-190	1st City Council Public Hearing:	04-23-2019
JPDD Application #:	L-5324-18C	LUZ Committee's Public Hearing:	05-07-2019
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	05-15-2019

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:
DAVID CHRISTOPHER HAGAN
HAGAN PARTNERS
2635 IROQUOIS AVE
JACKSONVILLE, FL 32210
Ph: 9042199842
Email: CHRIS@HAGANPARTNERS.COM

Owner Information:
MALCOLM WILLIS
WILLIS CONTRACTORS
9501 NORMANDY BLVD
JACKSONVILLE, FL 32221

DESCRIPTION OF PROPERTY

Acreage: 3.46
Real Estate #(s): 009067 0100

General Location:
ON NORMANDY BLVD. ACROSS FROM HERLONG AIRPORT

Planning District: 5
Council District: 12
Development Area: SUBURBAN AREA
Between Streets/Major Features:
GUARDIAN DR. and PATRIOT RIDGE RD

Address:
9501 NORMANDY BLVD

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: TRUCK STORAGE
Current Land Use Category/Categories and Acreage:
LDR 3.46

Requested Land Use Category: CGC
Applicant's Justification for Land Use Amendment:

Surrounding Land Use Categories: LDR

TO COME INTO COMPLIANCE AND PROVIDE A SERVICE TO THE NEIGHBORHOODS

UTILITIES

Potable Water: YES

Sanitary Sewer: YES

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
CCG-2 3.46

Requested Zoning District: PUD

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