



Date of Council Meeting: September 23, 2013

**TOWN OF LEESBURG  
TOWN COUNCIL WORK SESSION**

**Subject:** Referral Requests from Loudoun County on: 1) ZMAP 2012-0011, Tuscarora Crossing and 2) ZMAP 2013-0005, Goose Creek Golf Club; SPEX 2013-0017, Goose Creek Golf Course; SPEX 2013-0018, Hotel; and 2013-0019, Restaurant

**Staff Contact:** Susan Berry Hill, Director, Department of Planning and Zoning

**Recommendation:** Endorsement of the staff referrals on the third submission for the Tuscarora Crossing application and first submission for the Goose Creek Golf Club applications.

**Issue:** Does Council endorse the two draft comment letters for these applications?

**Background:** Two key land development applications for properties in the Leesburg Joint Land Management Area (JLMA) are currently being reviewed by the County. These two projects are Tuscarora Crossing and Goose Creek Golf Club. A vicinity map is attached to this memo to show where these properties are located.

As is practice, the Town is consulted by the County for all development that is proposed in the JLMA. The Tuscarora Crossing application is a third submission. First and second submission comments were reviewed by Council on September 24, 2012, and April 8, 2013, respectively. These comment letters were endorsed by Council and sent to county staff. The third submission is a response to staff comments raised in the previous referrals.

The attached referral comment letters for both applications are now ready for Council review and endorsement. Motions for endorsement will be provided on the agenda for the September 24, 2013 Council meeting. If endorsed, staff will forward the referral comment letters to the project managers at the County on September 25.

The full review process is as follows. Both of these referrals are provided for step 1.

- Step 1 Staff and applicant review. This step typically includes 2-3 rounds of submissions.
- Step 2 County Planning Commission review with public hearing.
- Step 3 Board of Supervisors review with public hearing.

Town and County policy states that properties in the JLMA will be served by Town utilities. These properties may be annexed at the discretion of Council. Both projects propose to be served by Leesburg utilities. Technical comments are provided regarding recommendations for utility service should Council agree to extend utilities to these properties. The attached referrals for both of these applications do not offer recommendations as to annexation at this time. In the past Council has chosen to make a recommendation on annexation and utility provision when the application got to the Board of Supervisors. As such, no definitive recommendation on extension of utilities or annexation is provided in either of these comment referrals. If Council wishes to provide a recommendation at this time, staff recommends this be discussed at the work session on September 23.

Attachments:

- Vicinity Map
- Draft referral letter, attachments, and map Tuscarora Crossing
- Draft referral letter, attachments, and map for Goose Creek

| [Type text]

September 25, 2013

Judi Birkitt, Project Manager  
Loudoun County Department of Planning  
1 Harrison Street, SE  
P.O. Box 7000  
Leesburg, VA 20177

RE: Referral Request for ZMAP 2013-0005 Goose Creek Club; SPEX 2013-0017, Golf Course; SPEX 2013-0018, Hotel; and SPEX 2013-0019, Restaurant – 1<sup>st</sup> submission

Dear Ms. Birkitt:

Thank you for the opportunity to provide second submission referral comments on the captioned applications. We have reviewed the following application materials:

- Statement of Justification dated July 19, 2013
- Plat dated July 19, 2013
- Traffic Impact Study dated July 19, 2013

Town staff from the Departments of Utilities, Public Works, Plan Review, Parks and Recreation, Economic Development, and Planning and Zoning has provided comments on these applications.

**Proposal:** The applicant has proposed to rezone approximately 110.2 acres from JLMA-3 to PD-OP (82.3 acres) and PDH-6 (27.9 acres) to allow 158 units (33 single family detached and 125 townhouse units); 36,000 square feet of office, a 132 room hotel; a 9-hole golf course and a 6,000 square foot restaurant.

The property is designated in the County's Revised General Plan (RGP) for Business Community uses. Business Community uses allow for a mix of office and retail uses and up to 10% of the mixed use composition may be retail. The Town Plan designates the property for Open Space.

The property is currently zoned JLMA-3, Joint Land Management Area - 3 and PD-OP, Planned Development - Office Park. The former is a rural residential district allowing densities of one unit per three acres. The PD-OP district allows for predominantly office development with support retail.

No proffers have been submitted with this initial submittal.

Review comments are attached and consolidated in the comments provided below.

#### **Town Plan**

1. Land Use. The subject property is in the Leesburg Joint Land Management Area. The Town Plan provides land use recommendations in the JLMA "to be used as

the basis for a joint planning effort with Loudoun County...” (Town Plan, p. 6-23). The Town Plan designates the property for Open Space uses which includes recreational use such as a golf course. The proposed 9-hole golf course is consistent with this designation.

The Open Space designation does not anticipate other uses such as the proposed residential, office, hotel and restaurant uses for the property. The proposed plan shows the location of the office, hotel and restaurant uses clustered between Tuscarora Creek and Route 7. Staff has considered the applicant’s justification for proposing these uses. The Statement of Justification notes that mixed use development is desired by the Town Plan and references the Village at Leesburg as an example of a mixed use project that has proven to be a positive asset to the town in terms of use, fiscal impact, and which is also attractive and well-designed. The applicant’s Statement of Justification continues to say that this type of mixed use community development concept should be extended further eastward to Goose Creek which forms the natural boundary of the JLMA. Staff notes that the Town Plan designates areas within the Town’s corporate limits along East Market Street as Regional Office. This designation anticipates office use with support retail including such uses as hotels and restaurants. The subject application’s inclusion of office, hotel and restaurant uses is generally compatible with the Town’s vision to have employment and employment supportive uses in the Route 7 corridor outside of the Bypass.

With respect to residential uses, the proposed location is less than ideal. It is adjacent to properties that are currently developed for industrial use including the Luck Stone rock quarry. The proposed residential use is not integrated with the other nonresidential uses on the property and it is relatively remote from those uses as well as the other mixed uses at the Village at Leesburg. The proposed pedestrian trail included in the plan provides a link between the residential and non-residential components of this plan but it is a weak one at best given the distance between the proposed residential uses and these other uses. For these reasons, staff is not supportive of residential uses at this location.

2. Community Design. This area also serves as an eastern gateway to the Town. The Town Plan notes the following:  
*“County decisions about streets and other transportation facilities and service, water and sewer utilities, schools, ad parks – as well as County approvals of private development - also affect the Town’s community design, There are opportunities to enhance community design through planning in the Joint Land Management Area (JLMA)...” (Town Plan, p. 5-3).*

Staff recommends that the County obtain further information from the applicant about the site planning and building design of the office, hotel, and restaurant

uses. This development is located at an important gateway to the Town which is very visible from Route 7.

3. Recreation. A pedestrian trail is shown on the concept plan which links the non-residential component of the plan with the residential area. This trail is proposed to link to an existing trail on Russell Branch Parkway. Staff recommends that the applicant commit to construction of this trail through proffers.
4. Signage. The location of the proposed restaurant and hotel is relatively remote from Route 7 in terms of direct access. Staff wishes to note for the applicant that off-site signage is not permitted through the Leesburg Zoning Ordinance. Should this application be approved, the applicant should not expect the Town approve a request for off- site directional signage for these uses.

#### **Utilities**

1. Utility Service. The Town Plan and County Revised General Plan state that properties in the JLMA will be served by the Town. The Town has plant capacity for sewer and water service to this site. However, the proposal does not identify *how* public utility service will be provided. Staff has met with the applicant and representative of the Tuscarora Crossing proposal and the Village at Leesburg, Landbay C developments to discuss service alternatives to this area. A single pump station is recommended to serve all these properties and logically it would be located on this property. The landowner for the Village at Leesburg, Landbay C property has developed plans for a pump station on that property and the design capacity of the pump station does not include the subject property. To date, staff is not aware that a coordinated approach has been agreed to between these property owners. Consequently, there is no sewer outfall currently for this project.
2. Utility Agreement. Plans for the extension of sewer and water to this site must be endorsed by the Town Council.

#### **Public Works - Transportation**

1. Cochran Mill Road/Russell Branch Parkway. The site is proposed to be served by the extension of Russell Branch Parkway which transitions into existing Cochran Mill Road. The concept plan shows a full section of this road across the frontage of the property and the Statement of Justification states that this section will be “completed by others”. The applicant should dedicate the ROW and any temporary/permanent easements for the future alignment of the RBP extension to the limits of the subject

property. The applicant should provide more information about how this road will be provided and explain what is meant by “completed by others” when the access to the residential development is dependent on this road.

2. Level of Service. The Traffic Impact Study was analyzed by staff using Synchro 7 Software to look at each of the intersections in the development and determine the Levels of Service. Three intersections did not meet the Town’s Design, and Construction Standards Manual requirement for a minimum LOS “C” at project build-out. The applicant needs to provide phased improvements to maintain the required LOS for the following Town-maintained intersections:
  - a. Route 7 westbound on-ramp and River Creek Parkway
  - b. Russell Branch Parkway and Crosstrial Boulevard
  - c. Golf Club Road and Russell Branch Parkway SE

#### **Plan Review**

1. Stormwater. The applicant should provide information about how stormwater will drain from the site to ensure that the new stormwater management regulations can be met . Additional notes and conceptual design calculations should be provided for water quality and quantity. Verification should be provided to assure that the size of the planned facilities is sufficient.
2. Phasing Plan. The applicant should provide further information about development phasing for this project. Information about infrastructure phasing as it relates to the proposed development should also be provided.
3. Limestone Overlay. Show the Limestone Overlay District on Sheet 2.
4. Bridge. Improvements to the bridge at Tuscarora Creek and Cochran Mill Road are currently in the design phase at VDOT. The design is for a 10 year storm. To assure continued access to the residential portion of this project, the bridge should be designed to meet a 100 year storm. This is essential to assure emergency services. Staff recommends that the applicant discuss this issue with VDOT.

Thank you for your consideration of these comments. Please do not hesitate to contact me should you have questions about the Town’s comments.

Sincerely,

Susan Berry Hill, AICP

#### **Attachments:**

1. Public Works – Transportation, Calving Grow, Transportation Engineer
2. Plan Review – Dennis Darnes, Senior Project Manager/Section Chief
3. Utilities – Aref Etemadi, Deputy Director

Cc: Town Council  
Town Planning Commission  
John Wells, Town Manager  
Scott Parker, Assistant Town Manager  
Aref Etemadi, Deputy Director, Utilities  
Dennis Darnes, Section Chief, Plan Review  
Calvin Grow, Transportation Engineer, Public Works  
Bill Ference, Parks and Public Space Planner, Parks and Recreation  
Marantha Edwards, Director, Economic Development

DRAFT



*The Town of Leesburg*  
INTEROFFICE MEMORANDUM  
DEPARTMENT OF PUBLIC WORKS

**TO:** Susan Berry Hill, Director of Planning & Zoning  
**FROM:** Calvin K. Grow, P.E., Transportation Engineer *CJ*  
**DATE:** September 6, 2013  
**RE:** Goose Creek Golf Course

The following comments are offered by the Department of Public Works Transportation Division to be incorporated into the Department of Planning & Zoning comments to be addressed by the applicant. Please advise the applicant to revise the plans in accordance with the comments below and resubmit.

The Applicant submitted a Traffic Impact Study (TIS) dated July 19, 2013, that analyzed the traffic impacts of the development proposal on the existing roadway network. The existing roadway network, intersection controls, and traffic volumes discussed in the TIS were entered into Synchro 7 Software to each of the study area intersections in order to determine intersection, approach, and individual movement Levels of Service (LOS). The analysis provided in the TIS identified three (3) study area intersections with LOS deficiencies.

These intersections did not meet the Town's DCSM requirements of LOS "C" at project build-out. Therefore, the Applicant needs to provide recommended phased improvements to maintain the required LOS for the following Town maintained intersections:

1. Route 7 westbound on-ramp & River Creek Parkway
2. Russell Branch Parkway and Crosstrail Boulevard
3. Golf Club Road and Russell Branch Parkway SE

cc: Charles A. Mumaw, P.E., Deputy Director of Public Works



*The Town of Leesburg*  
INTEROFFICE MEMORANDUM  
DEPARTMENT OF PLAN REVIEW



TO: SUSAN BERRY-HILL  
DEPT. OF PLANNING AND  
ZONING

DATE: September 16, 2013

FROM: DENNIS B. DARNES, P.E. *DBD*  
SENIOR PROJECT MANAGER/  
SECTION CHIEF  
DEPT. OF PLAN REVIEW

RE: TLCR-2013-0002  
GOOSE CREEK CLUB ZMAP-  
2013-0005, SPEX-2013-0017-  
0019  
FIRST SUBMISSION  
REFERRAL COMMENTS

**Recommendation:**

The Department of Plan Review (DPR) recommends that the above listed county referral be revised to address the following review comments prior to any action on the application.

Information received by DPR on August 8, 2013:

- |                                       |            |
|---------------------------------------|------------|
| 1. Referral Memorandum/Email          | 08-08-2013 |
| 2. Loudoun County Referral Memorandum | 07-31-2013 |
| 3. ZMAP and SPEX Plat                 | 06-24-2013 |
| 4. Statement of Justification         | 07-19-2013 |
| 5. TIS/Traffic Checklist              | 07-19-2013 |

**Analysis and Conclusions:**

The Department of Plan Review has completed a referral review of the Zoning Map Amendment application forwarded. The following comments are offered for your consideration.

**Zoning Map Amendment Issues:**

**Concept Plan:**

1. Provide a conceptual utilities layout plan to show how Leesburg's water and sanitary sewer will be looped through this overall development and to show how stormwater will drain from the site(s) to ensure that the new stormwater management regulations can be met for this development. Provide additional notes and conceptual design calculations to demonstrate how both water quality and water quantity requirements will be met under the new stormwater regulations and to verify the size of the facilities shown are adequate. (It should also be noted that the Town of Leesburg's rainfall intensities have been verified to be higher than average Loudoun County accepted values. Therefore, the Town of Leesburg intensity values should be used in all storm and stormwater management design calculations for this development.)

2. Update the ZMAP to include a Phasing Plan for the proposed development. Specifically, address phasing of the project as it relates to providing required supporting infrastructure.
3. Show the location of the Limestone Overlay District in proximity to this site. (Sht. 2).
4. The ZMAP currently shows a section of Cochran Mill Road/Russell Branch Parkway across the frontage of the property to be completed "by others". This VDOT project currently proposes to construct a bridge which is capable of passing the 10-yr. storm flow only. The applicant is proposing to add residential uses to the subject property which is currently a commercial use. From an access standpoint, the applicant should be required to upgrade the bridge (and thus the roadway) to be able to pass the 100-yr. storm in order to provide access for emergency services, etc. for the benefit of the new residents.
5. The applicant shall either dedicate or reserve the ROW and any temporary/permanent easements for the future alignment of the Russell Branch Parkway Extension to the limits of the property with this ZMAP. Coordinate ROW alignment and requirements with VDOT and Loudoun County.



Dennis B. Darnes, P.E.  
Department of Plan Review

Cc: Scott Parker, AIA, Assistant Town Manager  
William R. Ackman, Jr., P.E. Department of Plan Review  
Tom Mason, P.E., Department of Public Works  
Calvin Grow, P.E., Department of Public Works  
Aref Etemadi, Department of Utilities  
Chris Murphy, Zoning Administrator



*The Town of Leesburg*  
INTEROFFICE MEMORANDUM  
DEPARTMENT OF UTILITIES

To: Susan Berry Hill, Director, Planning and Zoning

From: *AE* Aref Etemadi, Deputy Director of Utilities

Date: August 19, 2013

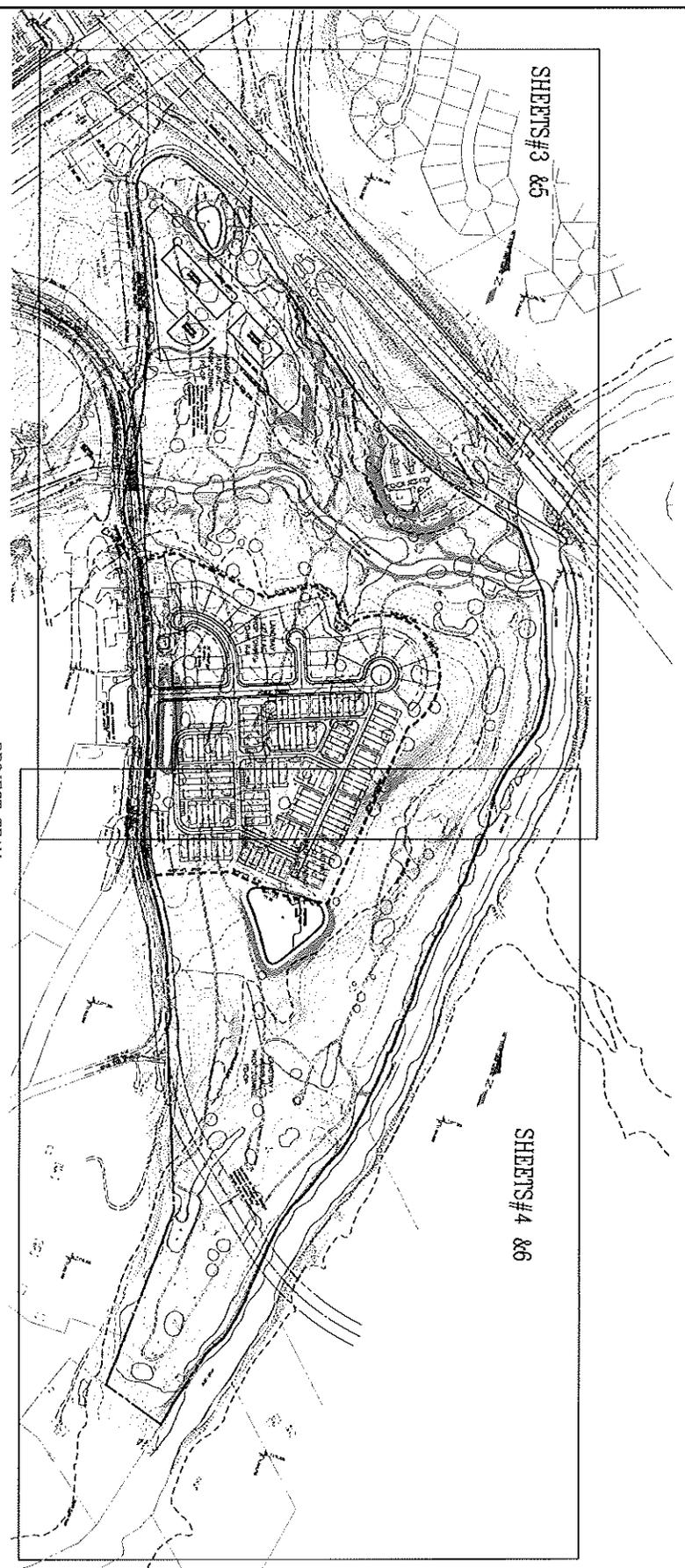
Subject: Goose Creek Club-ZMAP 2013-0005  
SPEX 2013-0017  
SPEX2013-0018  
SPEX 2013-0019  
1st Submission

Please forward the following comments to the applicant:

1. These plans do not depict how this site will be supplied with water and sanitary sewer system. I am assuming that Town will be the provider.
2. The extension of Town utilities must be endorsed by town council.
3. There is currently no planned sewer outfall for this project nor is there available capacity in the receiving sewage pump station proposed by Arcadia development in Land Bay "C" of Village at Leesburg. In a meeting held in town office several months ago with all parties benefiting from this proposed station we informed everyone that they need to work hand in hand with Arcadia to redesign this pumps station for everyone's benefit. As of the date of this review I am not aware of such attempts on the side of other property owners. Therefore this project does not have a sewer outfall at this time.

SHEETS#3 &5

SHEETS#4 &6



**PROJECT TEAM**

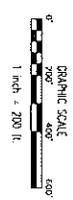
**OWNER / APPLICANT**  
**SCENIC RIVER GOLF LLC / c/o KETTLER, INC.**  
 1751 PINNACLE DRIVE SUITE 700  
 MCLEAN, VA. 22102-4003  
 PHONE: (703) 641-9000

**ENGINEER/PLANNER**  
**URBAN ENGINEERING & ASSOCIATES, INC.**  
 7712 LITTLE RIVER TURNPIKE  
 ANNANDALE, VA. 22003  
 PHONE: (703) 642-8080

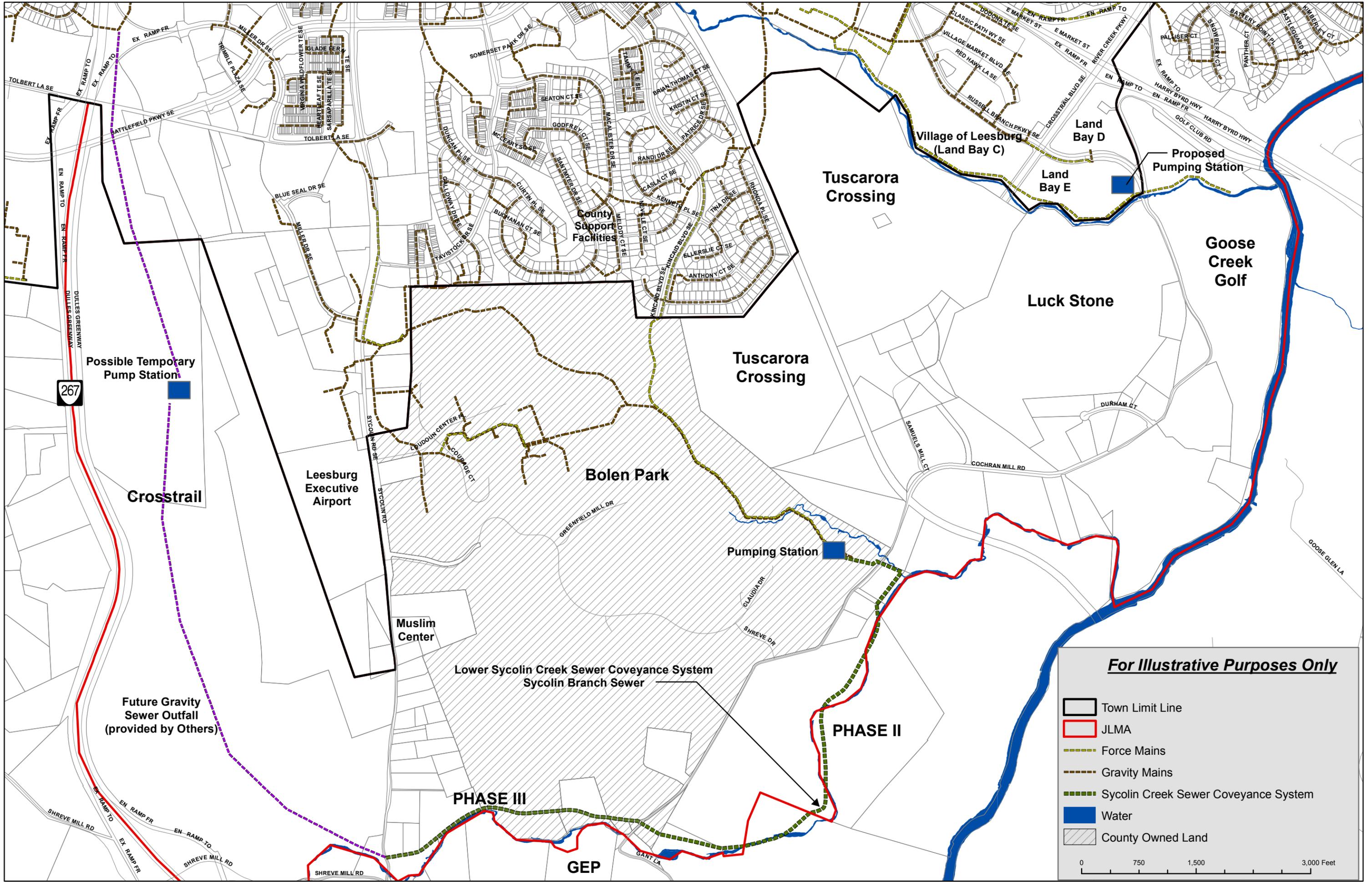
**ATTORNEY**  
**REED SMITH LLP**  
 3110 FARVIEW PARK DRIVE SUITE 1400  
 FALLS CHURCH, VA. 22042  
 PHONE: (703) 641-4235

**TRANSPORTATION**  
**WELLS & ASSOCIATES, INC.**  
 8730 GEORGIA AVE SUITE 200  
 SILVER SPRING, MD. 20910  
 PHONE: (301) 448-1333

**ENVIRONMENTAL**  
**WETLANDS STUDIES AND SOLUTIONS, INC.**  
 5300 WELLINGTON BRANCH DRIVE SUITE 100  
 GAINESVILLE, VA. 20155  
 PHONE: (703) 679-9500



SHEETS 2 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100 101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136 137 138 139 140 141 142 143 144 145 146 147 148 149 150 151 152 153 154 155 156 157 158 159 160 161 162 163 164 165 166 167 168 169 170 171 172 173 174 175 176 177 178 179 180 181 182 183 184 185 186 187 188 189 190 191 192 193 194 195 196 197 198 199 200 201 202 203 204 205 206 207 208 209 210 211 212 213 214 215 216 217 218 219 220 221 222 223 224 225 226 227 228 229 230 231 232 233 234 235 236 237 238 239 240 241 242 243 244 245 246 247 248 249 250 251 252 253 254 255 256 257 258 259 260 261 262 263 264 265 266 267 268 269 270 271 272 273 274 275 276 277 278 279 280 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***For Illustrative Purposes Only***

- Town Limit Line
- JLMA
- Force Mains
- Gravity Mains
- Sycolin Creek Sewer Coveyance System
- Water
- County Owned Land

