



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.
- Step2 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

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

RE: Referral Request for ZMAP 2012-0011, Tuscarora Crossing, 3<sup>rd</sup> Submission

Dear Mr. Harlow:

Thank you for the opportunity to provide third submission referral comments on the captioned application. Town staff has reviewed the submission and individual referral comments have been provided by the Departments of Utilities, Plan Review, Public Works, Economic Development, Airport Manager, and Planning and Zoning. Referral comments are based on the revised Statement of Justification, the second applicant response letter, the Draft Proffer Statement as revised, and the revised plat all of which were dated August 16, 2013.

**Background:**

The applicant, Hunter Lee Center LLC, has revised the application to rezone 250 acres from PD-GI (Planned Development General Industrial) to PD-H3, (changed from PD-H4 -Planned Development Housing which was proposed with the first submission) to be administered as R-8. The applicant has reduced the number of residential units with each submission from 797 to 720 and now to 577 with the third submission (312 single family detached and 265 single family attached units). The 2<sup>nd</sup> submission added 23,000 square feet of commercial uses in Land Bay 5 to be administered as Planned Development-Commercial Center- Neighborhood Center (PD-CC-NC). The 3<sup>rd</sup> submission has changed the location of the proposed elementary school and residential units from Landbay 3 to Landbays 4 and 2 respectively and Landbay 3 is now proposed to be industrial use (Planned Development -Industrial District).

The property is located between the existing Kincaid Forest subdivision and the Villages at Leesburg. The Town's wastewater treatment plant exists to the north; Tuscarora Creek bounds the site on the east; and the Luck Stone Quarry exists to the south. The property is identified as PIN 191-20-4939 and PIN 150-46-5420 and is within the Leesburg Joint Land Management Area (JLMA). Although the property is zoned PD-GI (Planned Development General Industrial), no development has been initiated under this approved plan.

The future alignment of the Crosstrail Boulevard extension bisects this property and will serve as the primary access. The property is also bisected by the W&OD Trail, and the County's Quarry Overlay District covers most of the area. This overlay requires that residential properties receive notice of the proximity of the quarry operations within sale

documents and other promotional materials. The Town's airport overlay also covers a portion of this property and would require a similar notification to potential purchasers of units in the development.

Town staff offers the following consolidated comments. Recommendations are provided in bold italics.

**Town Plan - Land Use** As noted in the referral comments for the first submission, the Town Plan designates this property for Community Office (Land Bays 1 and 2) and Community Office/Light Industrial (Land Bays 3, 4, and 5). The intent of these land uses is to “provide for the diverse employment needs of the Town” and to “provide some of the retail and personal service needs of the employees and customers of the primary use for daily needs” (Town Plan). In addition, the purpose of the office/light industrial designation is to acknowledge that some light industrial uses are compatible with office uses. Some of these office/light industrial uses may also be compatible with residential use.

The Town Plan (page 6-31) describes the light industrial uses as those that could include any one or combination of activities related to “manufacturing processing, assembling, fabrications, treatment, packaging, storage, sales, research and development, and distribution of materials”. Light industrial uses typically involve manufacture and/or assembly of previously prepared materials as opposed to use of raw materials and production and distribution of materials in bulk. The Town Plan also describes light industrial use as those that do not produce negative impacts to the environment such as excessive fumes, odors, noise, or other environmental nuisances. Some office and light industrial uses that meet this definition may be located, with appropriate buffering, adjacent to residential use. Those office and light industrial uses which have higher impacts will need more buffering and require physical separation from residential uses. Therefore, the type of office and light industrial use proposed, site planning, and buffering treatments will together, determine whether a light industrial/office land use proposal is appropriate to be located adjacent to residential uses.

Staff notes that Chapter 6 of the Town Plan specifies 8 key land use objectives which guide the land use policy direction. The one that applies most critically in this application states that the town should “maintain land supply for employment”. A number of Plan objectives point to the need to preserve employment uses so that:

- the Town continues to make progress on a good jobs to housing balance with creation of jobs that match the occupational needs of the Town's residents (Objective 2a and 2b, Chapter 8);
- The Town moves toward its goal of having a balanced tax base with a majority of tax revenue coming from business as opposed to residential uses.

The Town has a limited amount of property in the corporate limits and the JLMA which is designated for business use. The rezoning of 250 acres to residential use will diminish the Town's ability to achieve these economic and community development goals.

Further, the existing locations of the sewage treatment plant, the rock quarry, and the overhead utility lines were all factors in designating the subject property for office and light industrial uses.

To address the County's land use designation of Business and the Town's land use designation of Community Office/Light Industrial, the applicant has proposed to add 23,000 square feet of commercial uses in Land Bay 5. If the proposed area were to be approved for residential uses, as opposed to employment uses, the proposal to add 23,000 square feet of neighborhood commercial use might be a step in the right direction to provide for neighborhood services that are needed for daily shopping needs of residents. However, Town staff maintains that the Town Plan designation for employment uses continues to be appropriate for this location. The town's Economic Development staff frequently receives inquiries for land availability for light industrial uses. There is interest for zoning that permits businesses that employ some aspect of parts assembly, product distribution, or fabrication. In many instances, these businesses have low traffic, environmental, or compatibility impacts. However, they do not fit within a typical retail zoning district. Unfortunately there is not a sufficient amount of property within the Town for such uses. The subject property is suitable for such light industrial uses. Further, with proper site planning and buffering, such uses could be developed without negatively impacting the Kincaid Forest residential area to the west.

*With the 3<sup>rd</sup> submission, the applicant has proposed to move the proposed elementary school site from Landbay 3, on the east side of Crosstrail, to Landbay 4, on the west side of Crosstrail. Landbay 3, which is 41 acres, is now proposed for industrial development. To facilitate this change, the total unit count has decreased from 720 to 577 units. The two landbays that are east of Crosstrail are now non-residential uses and staff supports these changes because these land uses are now more compatible with the existing and planned industrial use southeast of this proposal. The proposed residential use for the remainder of the property is still inconsistent with the Town Plan policy for employment uses. Staff continues to urge the applicant to designate more of Landbay 1 adjacent to the Tuscarora Creek for non-residential uses such as a low intensity light industrial use and/or office use.*

### **Town Plan – Transportation**

1. **Crosstrail Boulevard**- The Town Plan and the Countywide Transportation Plan both show Crosstrail Boulevard bisecting the subject property in the general alignment as depicted on the applicant's Concept Development Plan. The road is designated as a major arterial in 120 feet of right-of-way with an ultimate condition of 6 lanes.

The applicant has proffered 2 lanes of Crosstrail. The Applicant's rationale is that the proposed use will generate fewer trips than the current industrial zoning and therefore this proposal should only be responsible for two lanes. The proffers state that 2 lanes of Crosstrail will be constructed prior to the issuance of the 289th residential occupancy permit.

Crosstrail Boulevard is the only access to this site planned by the applicant and staff recommends that the applicant proffer to improve Crosstrail to a 4-lane section from the existing terminus at Russell Brand Parkway to the western property boundary. This improvement is anticipated in the Town Plan and the Countywide Transportation Plan as an interim condition. *This remains an outstanding issue.*

The applicant's proposal still does not specify enough detail regarding how the phasing of road construction to the site will be provided as development of the residential property proceeds. The commitment to provide 2 lanes prior to issuance of the 289<sup>th</sup> occupancy permit does not explain how access will be phased up to the 289th unit. Access will come from Russell Branch Parkway. More information is requested to explain the phasing of the road and lane improvements that are needed at the intersections of Crosstrail Boulevard and Russell Branch Parkway to maintain Level of Service "C". *This remains an outstanding issue.*

2. Trailview and Keystone - The Countywide Transportation Plan shows an extension of Trailview Boulevard in the County connecting from the east to Crosstrail Boulevard as planned through the subject property. The Roadway Network Policy Map in the Town Plan further extends Trailview Boulevard from this point through the subject property connecting to planned Keystone Drive, which is also planned to connect to Russell Branch Parkway. This road network was planned in conjunction with the land use in the JLMA area which depicts office and industrial uses.

Trailview is designated as a major arterial and planned as a four-lane facility with acceleration and deceleration lanes within 120 feet of right-of-way. Keystone Drive is designated as a through collector and planned as a four-lane undivided facility with acceleration and deceleration lanes within 90 feet of right-of-way.

The applicant's response letter states that the subject proposal does not include Trailview Boulevard or Keystone Drive citing the rationale the residential development of the subject property does not warrant the construction of Trailview or Keystone. As such, the Traffic Impact Analysis (TIA) shows a reduction in trips based on the proposed residential uses versus the trip generation with the PDGI uses. Staff is not supportive of the proposed land use based on guidance from the Town Plan. Further, Keystone and Trailview connections will likely be needed to provide a regional road network that will ultimately provide alternative routes to relieve congestion on East Market Street. Recent traffic counts on East Market Street indicate that a regional network to manage traffic will be necessary. The Keystone and Trailview connections will help disperse traffic in the area to address this congestion. The TIA should be revised to include scenarios with

Trailview and Keystone to assess the area-wide transportation network before any decision is made to delete these road segments. *This remains an outstanding issue. A traffic study would have to be produced in order to justify eliminating Trailview from the Town Plan. VDOT would need to review this as well. A traffic study would have to evaluate the number of vehicles that would have used the extension and where those vehicles would go if the road was eliminated. It is possible that eliminating this road would increase the trips on Route 7/East Market Street to the extent that additional lanes would be needed on Route 7. Town staff has requested this traffic study throughout the review of this application. It is not prudent for the Town to eliminate this road without a study and it should be the developer's responsibility to provide this study, not the taxpayers at a later date.*

### Utilities

The Town Plan states that utilities will be provided by the Town to properties in the JLMA and that if utilities are extended into the JLMA the Town anticipates that the property will be annexed into the Town (see Town Plan, Chapter 6, and Objective 10). The Town's Sewer and Water Master Plan explains capacity considerations and outlines how utility systems should be provided in the JLMA. One third of the subject property is located west of the W&OD trail and this is in the Sycolin Pressure Zone (SPZ) for water service and the Lower Sycolin Sewer Shed (LSS) for sewer service.

The remaining two thirds of the property east of the W&OD trail are in the Main Pressure Zone (MPZ) for water service. The sewer service is divided into three separate sewer sheds. A portion drains northwest toward Tavistock sewer outfall, the southeastern portion drains toward the LSS and the northeast portion drains toward the Lower Tuscarora creek sewer which currently does not exist, and may never be constructed.

Second submission comments include the following:

1. The 2<sup>nd</sup> submission plan is substantially different from the first submission given the inclusion of an elementary school site on Land Bay 4 and a commercial site on Land Bay 5, both of which are located on the east side of Crosstrail Boulevard. Open space was shown with the first submission for Land Bay 4 and residential use for Land Bay 5. This land use change will affect the utility planning for the site. The applicant must demonstrate how water and sewer will be provided to these Land Bays.

*The proffers (I) states that the applicant will pay for the cost of providing water and sewer to the site. However, there is still no detail provided for how the site will be served. The applicant should depict how the land bays will be served with water service. Water loops should be accomplished for service reliability and safety. Provision of one connection point to the water system will not satisfy this requirement. Utility system design at this stage of development needs to provide*

*reasonable assurance to the Town that the applicant has a workable plan for utility service. The Town has no such assurance with this third submission.*

2. The Applicant needs to select the locations of water and sanitary sewer casing pipes which are needed to be placed under Crosstrail Boulevard for their utility service. The installation of these casings must be coordinated with the county so that these pipes are incorporated as part of the plans being prepared by Dewberry for Crosstrail Boulevard. The applicant must also commit to reimbursement of the costs to the county and staff recommends that the applicant proffer to such commitment. (See Attachment).

*This property has two different water pressure zones and these zones cannot be mixed and interconnected. A sketch was provided to assist the applicant with the previous set of comments. This comment has not been adequately addressed with the third submission.*

3. The preliminary sanitary sewer outfall analysis exhibit provided with this application does not match the most recent layout on the concept development plan. This exhibit must be revised to reflect the changes.

*The sewer outfall analysis as shown on Sheet 7 of the plan set is acceptable.*

4. The Applicant is expected to commit payment of their entire share of pro-rata for their sewer outfall to Village of Leesburg pump station at the time of issuance for the first occupancy permit of any building on the development plan. The Town is cost-sharing with developer and must be reimbursed when the first connection is permitted.

*Proffer VIII. F. states that : “If the Owner utilizes the pump station located at the Village at Leesburg to the north of the Property, the Owner shall pay the constructing party ...the Owner’s prorata share of the utilization of such pump station.” Staff notes that Outfall A as depicted on the drawings IS the current option for sewer service in this area. Staff notes that another land development application has recently been submitted in this sewer service area (ZMAP 2013-0002, Goose Creek Golf Club). The applicants for Tuscarora Crossing, Goose Creek and the owner of the Villages at Leesburg, Landbay C are encouraged to collaborate on a design capacity for a single pump station that can serve all of these properties.*

### Annexation

As noted above, Town Plan policy anticipates that the Town will provide utilities to development in the JLMA and that these properties would be annexed. Given that the proposed land use is not consistent with the Town Plan, and given outstanding issues

identified in this referral, the Town Council has chosen not to provide a recommendation regarding utilities and annexation with the second submission of this application.

**Engineering and Infrastructure** This property is located in the JLMA and could be considered by Town Council for annexation. As such, while staff fully acknowledges that the application must be reviewed for compliance with county zoning and facilities standards requirements, town staff must review the application with consideration that road and stormwater infrastructure could ultimately be the responsibility of the Town. The following staff comments were made with the first submission and second submission comments are provided in italics.

1. Update the CDP to depict items noted in section K.2. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a “traffic circulation map that illustrates both external and internal traffic ways, including existing and proposed rights-of-way, travel lanes, major pedestrian and bike paths and trails, school bus stops/shelters, park and ride lots, and other transit or multimodal related facilities, and other transportation improvements.” *The Concept Development Plan is still deficient in showing all “external and internal traffic ways, including existing and proposed rights-of-way, travel lanes, major pedestrian and bike paths and trails, school bus stops/shelters, park and ride lots, and other transit or multimodal related facilities, and other transportation improvements.”*

*The applicant has responded that this detail is not required. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.*

2. Depict the planned extension of Trailview Blvd. to the west from the intersection with Crosstrail Blvd. across the subject property, to its proposed connection to the planned location of Keystone Blvd. within the Town’s Corporate Limits as shown on the Countywide Transportation Plan and the Town of Leesburg, Town Plan. (Sht. 3). *Planned roads are still not depicted on the Concept Development Plan. Note that since this site is included in a potential annexation area for the Town of Leesburg, all roads shall be constructed to public street standards. The applicant is currently proposing private road construction without the planned connection of Trailview Blvd. to Keystone Blvd. with this ZMAP.*

*The applicant continues to maintain that Trailview does not need to be incorporated into this plan. Please see Transportation Comments of this comment letter for a full staff response to the applicant.*

3. Update the ZMAP to depict items noted in section K.3. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include an overlay of “proposed land use items and transportation elements over the existing conditions information” as stated. Review the intent of the overlay as

stated in the checklist; “Intended to show the changes in topography, drainage, water features, trees and vegetation, etc. anticipated as a result of the proposed development.” (Sht. 3). *No overlay of the existing topography showing required drainage and topographic changes (grading) was provided with this submission.*

***Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.***

4. Update the ZMAP to depict items noted in section K.4. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a “proposed plan for all major sanitary sewer improvements and a means of providing water service; the approximate location and estimated size of all proposed stormwater management facilities and a statement as to the type of facility proposed.” Notes (Notes 10, 12 and 15, Sheet 1) currently provided on the plan do not provide the appropriate level of detail required by the checklist. Also note that water and sewer services for this area will be provided by the Town of Leesburg. (Sht. 3). *No proposed sanitary sewer or water mains are depicted on the Concept Development Plan. Also, notes provided on the ZMAP still indicate that utilities will be provided by Loudoun Water. Correct the notes on the coversheet to indicate Town of Leesburg will provide utility services for this site and show the proposed alignment of the necessary water and sewer facilities.*

***The preliminary sewer and water service map now incorporated into the proposed plan set does not address how the proposed waterline is to be looped in order to provide adequate pressure for the overall development and ensure water quality. See Utility comments.***

5. Update the ZMAP to depict items noted in section N. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a Phasing Plan for the proposed development. The proposed number of units will likely not be constructed within a single building season. (Sht. 3). *No phasing plan has been included with the ZMAP submission.*

***The proffers state that Crosstrail will be constructed prior to the 361<sup>st</sup> occupancy permit. Staff continues to recommend more information about the land development and infrastructure phasing schedule.***

6. Update the Vegetative Cover Map to include a legend describing the purpose of the shading and line types shown. (Sht. 4). *No legend or key was provided with this submission. (Sht. 5).*

***This comment has been addressed.***

7. Explain the labeling of Crosstrail Blvd. as “Rt. 653 Relocated” on the ZMAP. (Sht. 3). *Note that Crosstrail Blvd. is a planned “major arterial” roadway and not a “collector” street as currently represented on the Concept Development*

*Plan. The application does not address the construction phasing of the portions of Crosstrail Boulevard that this project proposes to construct, including the bridge over the Tuscarora Creek that will complete Crosstrail Boulevard to Russell Branch Parkway. This portion of Crosstrail Boulevard is located almost entirely on the Applicant's property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated). The Town of Leesburg is extremely concerned that if the applicant does not construct all four lanes, the traffic from this development will be diverted to existing town roads (which could be problematic) and any missing links would need to be constructed at the Town of Leesburg's taxpayer expense at a later date should this property ever be brought into the Town's Corporate Limits. Therefore, staff recommends that the applicant proffer to design, phase and build a 4-lane section of Crosstrail including the bridges that complete Crosstrail Boulevard to Russell Branch Parkway and all required turn lanes along Crosstrail Boulevard. Regarding phasing, staff recommends that the Applicant design the entire 4 (four) lane section and build a minimum of 2 (two) lanes as well as the required turn lanes of Crosstrail Boulevard including all bridges from its' terminus near Russell Branch Parkway through the entirety of the Applicant's property prior to the issuance of the "first" residential occupancy permit. The remaining portion of the 4 (four) lane section of Crosstrail Boulevard would then need to be constructed (including all bridges and associated turn lanes) prior to the issuance of the 541<sup>st</sup> (75%) residential occupancy permit for this development.*

*AS was previously noted, this portion of Crosstrail Boulevard is located almost entirely on the Applicant's property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated) the developer of Tuscarora Crossing needs to construct all 4 lanes of Crosstrail Boulevard. The proffer language provided with this submission is unclear as to what portions are to be constructed in what order and thus should be clarified. In addition, all required ROW, and any required Permanent and Temporary Easements necessary to construct Crosstrail Boulevard should be dedicated with the first phase of the development.*

8. *Update the ZMAP to show how access will be provided to the property of the "United States of America", PIN 150-46-4822 located in the middle of the subject property. Access via a planned public road is still not shown with this submission. Access is still not shown. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.*
9. *Show proposed roads and lot layouts with conceptual grading tied into existing Loudoun County topography. Complete roadway layouts and conceptual grading not included with this submission. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.*

10. Provide a conceptual utilities layout plan to show how stormwater will drain from this site; the location of proposed water and sanitary sewer lines; any future pump stations, etc. that may be required. *No drainage plans included with this submission. Conceptual utilities plan is still not provided. Also see Utilities comments.*
11. Provide additional notes and/or design calculations to demonstrate how both water quality and water quantity requirements will be met under the new stormwater regulations. *No information regarding stormwater management/BMP was provided with this submission. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.*

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. Transportation referral – Calvin Grow, Transportation Engineer, Dept. of Public Works
2. Utilities referral – Aref Etemadi, Deputy Director, Utility Dept.
3. Engineering referral – Dennis Darnes, Section Chief, Dept. of Plan Review

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  
Marantha Edwards, Director, Economic Development  
Scott Coffman, Airport Manager



*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 *CA*  
**DATE:** September 13, 2013  
**RE:** Tuscarora Crossing, 3<sup>rd</sup> Submission (ZMAP 2012-1011)

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 August 13, 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 indemnified two (2) 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

**Town Plan – Transportation**

1. Crosstrail Boulevard – The Town Plan and the Countywide Transportation Plan both show Crosstrail Boulevard bisecting the subject property in the general alignment as depicted on the applicant's Concept Development Plan. The road is designated as a major arterial in 120 feet of right-of-way with an ultimate condition of 6 lanes.

The applicant has proffered 2 lanes of Crosstrail Boulevard. The Applicant's rationale is that the proposed use will generate fewer trips than the current industrial zoning and therefore this proposal should only be responsible for 2 lanes. The proffers state that 2 lanes of Crosstrail Boulevard will be constructed prior to the issuance of the 289<sup>th</sup> Residential Occupancy Permit.

Crosstrail Boulevard is the only access to this site planned by the applicant and staff recommends that the applicant proffer to improve Crosstrail Boulevard to a 4-lane section from the existing terminus at Russell Branch Parkway to the western property boundary. This improvement is anticipated in the Town Plan and the Countywide Transportation Plan as an interim condition.

Additionally, the applicant's proposal does not specify enough detail regarding how the phasing of road construction to the site will be provided as development of the residential property proceeds. The commitment to provide 2 lanes prior to issuance of the 289<sup>th</sup> Residential Occupancy Permit does not explain how access will be phased up to the 289<sup>th</sup> unit. This means that access to the site will come from Russell Branch Parkway. More information is requested on the phasing of the road and lane improvements needed at the intersections of Crosstrail Boulevard and Russell Branch Parkway to maintain LOC "C" (see previous comment).

2. Trailview Boulevard and Keystone Drive – The Countywide Transportation Plan shows an extension of Trailview Boulevard in the County connecting from the east to Crosstrail Boulevard as planned through the subject property. The Roadway Network Policy Map in the Town Plan further extends Trailview Boulevard from this point through the subject property connecting to planned Keystone Drive, which is also planned to connect to Russell Branch Parkway. This road network was planned in conjunction with the land use in the JLMA area which depicts office and industrial uses.

Trailview Boulevard is designated as a major arterial and planned as a 4-lane facility with acceleration and deceleration lanes within 120 feet of right-of-way. Keystone Drive is designated as a through collector and planned as a 4-lane undivided facility with acceleration and deceleration lanes within 90 feet of right-of-way.

The applicant's response letter states that the subject proposal does not include Trailview Boulevard or Keystone Drive citing the rationale the residential development of the subject property does not warrant the construction of Trailview Boulevard or Keystone Drive. As such, the Traffic Impact Analysis (TIA) shows a reduction in trips based on the proposed residential uses versus the trip generation with the PDGI uses. Staff is not supportive of the proposed land use based on guidance from the Town Plan. Further, Keystone Drive and Trailview Boulevard connections will likely be needed to provide a regional road network that will ultimately provide alternative routes to relieve congestion on East Market Street. Recent traffic counts on East Market Street indicate that a regional network to manage traffic will be necessary. The Keystone Drive and Trailview Boulevard connections will help disperse traffic in the area to address this congestion. The TIA should be revised to include scenarios with Trailview Boulevard and Keystone Drive to assess the area-wide transportation network before any decision is made to delete these road segment.

3. A traffic study would have to be produced in order to justify eliminating this road from the Town Plan and in order to get approval from VDOT. A traffic study would have to evaluate the number of vehicles that would have used the extension and where those vehicles would go if the road was eliminated. Further, it is possible that eliminating this road would increase the trips on Route 7/East Market Street sufficiently to require additional lanes on Route 7. Therefore, the study may also have to evaluate the design for improvements on Route 7 and other adjacent roads.

The traffic study is something that Town staff has requested from the applicant since their original application nearly a year ago. It is not prudent for the Town to eliminate this road without a study and it is not appropriate that the taxpayers pay for a study that results in significant benefit to the developer and little, if any, to the Town.



*The Town of Leesburg*  
INTEROFFICE MEMORANDUM  
DEPARTMENT OF UTILITIES

To: Susan Berry Hill, Director, Planning and Zoning

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

Date: September 12, 2013

Subject: TLCR-2012-0006 Tuscarora Crossing  
TLCI-2012-0006  
3rd Submission

Please forward the following comments to the applicant:

1. Depict the way that the land bays will be served with water service. Show reasonable loops to be accomplished for service reliability and safety. Providing one connection point to the water system will not satisfy this requirement. We are not expecting a complete design at this time. Just a reasonable depiction of adequate service to be refined later with the construction drawings.
2. This submission depicts only one water line connection to serve the entire project. Please note that this property is located in two different water pressure zones and services must hence be provided as such and the zones cannot be mixed and interconnected. Under previous submission I had provided a sketch identifying these zones.
3. Proffer VIII. F states "If the owner.....". Please note that for outfall A depicted on the drawings there is no other option for sewer outfall.



*and other transportation improvements.” In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan.*

- 2.(2) Depict the planned extension of Trailview Blvd. to the west from the intersection with Crosstrail Blvd. across the subject property, to its proposed connection to the planned location of Keystone Blvd. within the Town’s Corporate Limits as shown on the Countywide Transportation Plan and the Town of Leesburg, Town Plan. (Sht. 3). *Planned roads still not depicted on the Concept Development Plan. Note that since this site is included in a potential annexation area for the Town of Leesburg, all roads shall be constructed to public street standards. The applicant is currently proposing private road construction without the planned connection of Trailview Blvd. to Keystone Blvd. with this ZMAP. Staff continues to request that Trailview Blvd. be shown on the Concept Development Plan. This link is still included on the Countywide Transportation Map and shall be accommodated through the subject property. This roadway is to be constructed to a public street standard as was noted in previous comments. (Sht. 3).*
- 3.(3) Update the ZMAP to depict items noted in section K.3. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include an overlay of “proposed land use items and transportation elements over the existing conditions information” as stated. Review the intent of the overlay as stated in the checklist; “Intended to show the changes in topography, drainage, water features, trees and vegetation, etc. anticipated as a result of the proposed development.” (Sht. 3). *No overlay of the existing topography showing required drainage and topographic changes (grading) was provided with this submission. In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan.*
- 4.(4) Update the ZMAP to depict items noted in section K.4. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a “proposed plan for all major sanitary sewer improvements and a means of providing water service; the approximate location and estimated size of all proposed stormwater management facilities and a statement as to the type of facility proposed.” Notes (Notes 10, 12 and 15, Sheet 1) currently provided on the plan do not provide the appropriate level of detail required by the checklist. Also note that water and sewer services for this area will be provided by the Town of Leesburg. (Sht. 3). *No proposed sanitary sewer or watermains are depicted on the Concept Development Plan. Also, notes provided on the ZMAP still indicate that utilities will be provided by Loudoun Water. Correct the notes on the coversheet to indicate Town of Leesburg will provide utility services for this site and show the proposed alignment of the necessary water and sewer facilities. The preliminary Sewer and Water Service Map now incorporated into the ZMAP does not address how the proposed waterline is to be looped in order to provide adequate pressure for the overall development and ensure water quality.*
- 5.(5) Update the ZMAP to depict items noted in section N. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a Phasing Plan for the proposed development. The proposed number of units will likely not be constructed within a single building season. (Sht. 3). *No phasing plan has been included with the ZMAP submission. No phasing plan addressing infrastructure elements which*

*are necessary to support the overall development (including phases) has been included with the ZMAP submission.*

- 6.(7) Explain the labeling of Crosstrail Blvd. as "Rt. 653 Relocated" on the ZMAP. (Sht. 3). *Note that Crosstrail Blvd. is a planned "major arterial" roadway and not a "collector" street as currently represented on the Concept Development Plan. Also, who builds the bridges that complete Crosstrail Boulevard to Russell Branch Parkway needs to be clarified to state: "The Applicant shall design the entire 4 lane section and build a minimum of two lanes as well as the required turn lanes of Crosstrail Boulevard including all bridges from its' terminus near Russell Branch Parkway through the entirety of the Applicant's property prior to the issuance of the first residential zoning permit. The remaining portion of the 4-lane section of Crosstrail Boulevard shall be constructed (including all bridges and associated turn lanes) prior to the issuance of the 541<sup>st</sup> (75%) residential zoning permit for this development. As this portion of Crosstrail Boulevard is located almost entirely on the Applicant's property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated) the developer of Tuscarora Crossing needs to construct all 4 lanes of Crosstrail Boulevard as noted above. Otherwise the Town of Leesburg would be required to construct any missing links at taxpayer expense at a later date should this property ever be brought into the Town's Corporate Limits." As was previously noted, this portion of Crosstrail Boulevard is located almost entirely on the Applicant's property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated) the developer of Tuscarora Crossing needs to construct all 4 lanes of Crosstrail Boulevard. The proffer language provided with this submission is unclear as to what portions are to be constructed in what order and thus should be clarified. In addition, all required ROW, and any required Permanent and Temporary Easements necessary to construct Crosstrail Boulevard should be dedicated with the first phase of the development.*
- 7.(8) Update the ZMAP to show how access will be provided to the property of the "United States of America", PIN 150-46-4822 located in the middle of the subject property. *Access via a planned public road is still not shown with this submission. Access to the site via a public road still not addressed with this submission.*
- 8.(10) Show proposed roads and lot layouts with conceptual grading tied into existing Loudoun County topography. *Complete roadway layouts and conceptual grading not included with this submission. In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan.*
- 9.(11) Provide a conceptual utilities layout plan to show how stormwater will drain from this site; the location of proposed water and sanitary sewer lines; any future pump stations, etc. that may be required. *No drainage plans included with this submission. In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan.*
- 10.(12) Provide additional notes and/or design calculations to demonstrate how both water quality and water quantity requirements will be met under the new stormwater regulations. *No information regarding stormwater management/BMP was provided with this submission. In order to avoid problems in the Construction Drawing/Site Plan*

*phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan.*



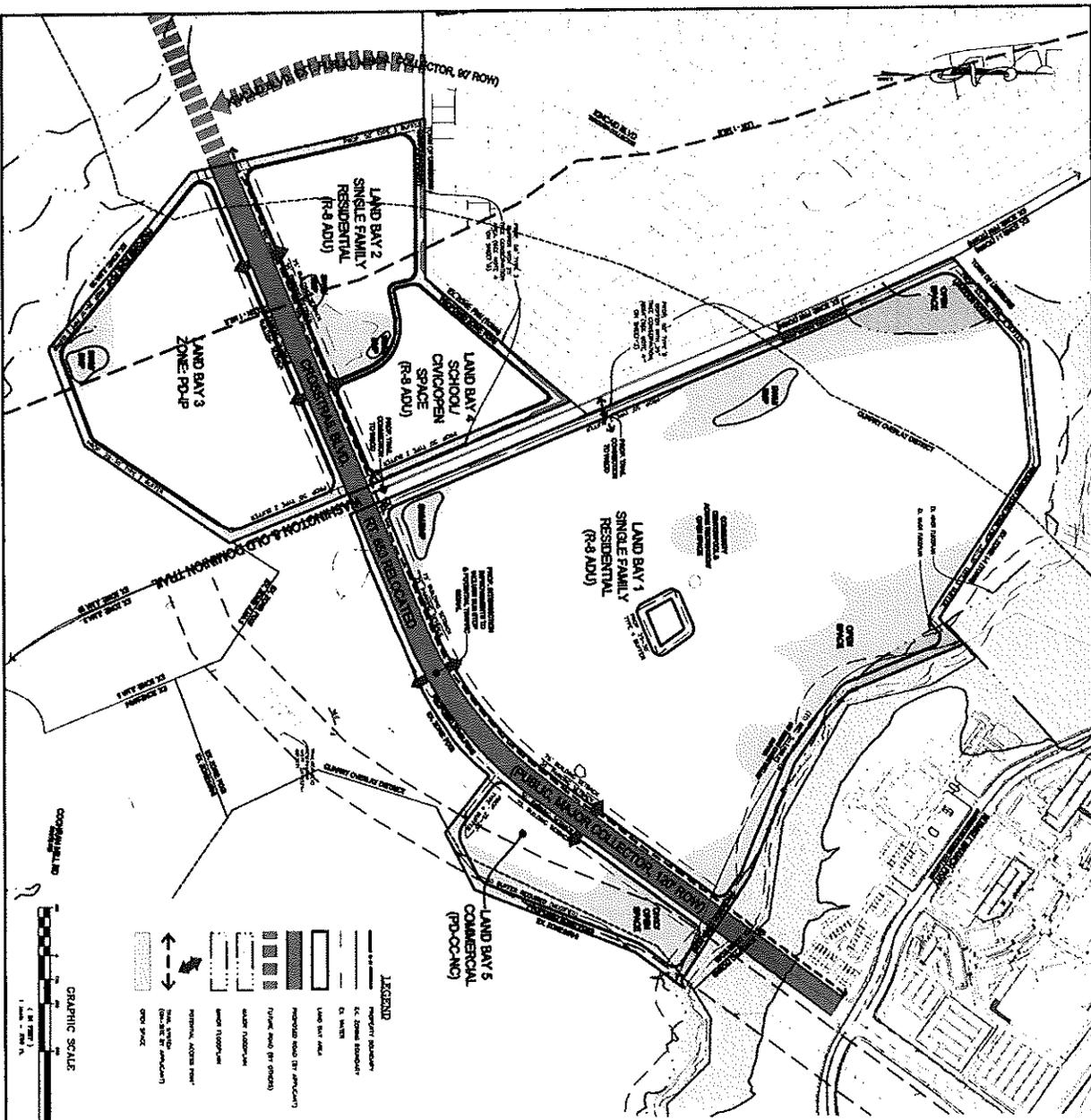
Dennis B. Darnes, P.E.  
Senior Project Manager/Section Chief

- (#) Indicates comment number outstanding from the DPR comment letter dated March 29, 2013. Comment information from second submission is shown in *italics*. Most recent comment information for the latest submission is shown in ***bold italics***.
- (N) Indicates new comment based on either new, or revised information provided with this submission.

DCSM = Design and Construction Standards Manual  
SLDR = Subdivision and Land Development Regulations  
Z.O. = Zoning Ordinance

Cc: William R. Ackman, Jr., P.E., Director of Plan Review

J:\Documents\TLCR\TLCR-2012\TLCR-2012-0006 Tuscarora Crossing ZMAP\Third Sub\TLCR-2012-0006.3final.dbd.doc



**LEGEND**

- Proprietary boundary
- IC Zone boundary
- CL Water
- Land Bay Area
- Proprietary road (R-1/2/3/4/5)
- Public Road (R-1/2/3/4/5)
- Water Features
- Proprietary Access Road
- Water Utility (American)
- Proprietary

**PROPOSED ZONING ORDINANCE MODIFICATIONS**

| SECTION | DESCRIPTION |
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| 1-1000  | ...         |
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| 1-1200  | ...         |
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| 1-4800  | ...         |
| 1-4900  | ...         |
| 1-5000  | ...         |

**NOTES:**

1. All proposed modifications shall comply with the provisions of the Code of Ordinances.
2. The zoning map shall be amended to reflect the proposed modifications.
3. The zoning map shall be amended to reflect the proposed modifications.
4. The zoning map shall be amended to reflect the proposed modifications.
5. The zoning map shall be amended to reflect the proposed modifications.
6. The zoning map shall be amended to reflect the proposed modifications.
7. The zoning map shall be amended to reflect the proposed modifications.
8. The zoning map shall be amended to reflect the proposed modifications.
9. The zoning map shall be amended to reflect the proposed modifications.
10. The zoning map shall be amended to reflect the proposed modifications.

**PROPOSED ZONING ORDINANCE MODIFICATIONS**

**SECTION 1-1000**

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**CONCEPT DEVELOPMENT PLAN**  
**TUSCARORA CROSSING**  
**ZONING MAP AMENDMENT**  
**ZMAP 2012-001**

CATOCTIN ELECTION DISTRICT      LOUDOUN COUNTY, VIRGINIA

**Prepared by:** Bowman Consulting Group, Ltd.  
**191 Rock Street, S.E.**  
**London, Virginia 22704**  
**Phone: (703) 494-6900**  
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**Bowman**  
**CONSULTING**

**DATE:** MAY 06, 2013  
**SCALE:** AS SHOWN  
**PROJECT NO.:** 2012-001  
**DRAWN BY:** JAC  
**CHECKED BY:** JAC  
**DATE:** MAY 06, 2013  
**SCALE:** AS SHOWN  
**PROJECT NO.:** 2012-001  
**DRAWN BY:** JAC  
**CHECKED BY:** JAC

3 of 9



| NO. | DATE     | BY | DESCRIPTION                      |
|-----|----------|----|----------------------------------|
| 1   | 05/01/12 | JM | PRELIMINARY ZONING MAP AMENDMENT |
| 2   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 3   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 4   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 5   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 6   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 7   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 8   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 9   | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |
| 10  | 05/01/12 | JM | FINAL ZONING MAP AMENDMENT       |

ILLUSTRATIVE

## TUSCARORA CROSSING

### ZONING MAP AMENDMENT

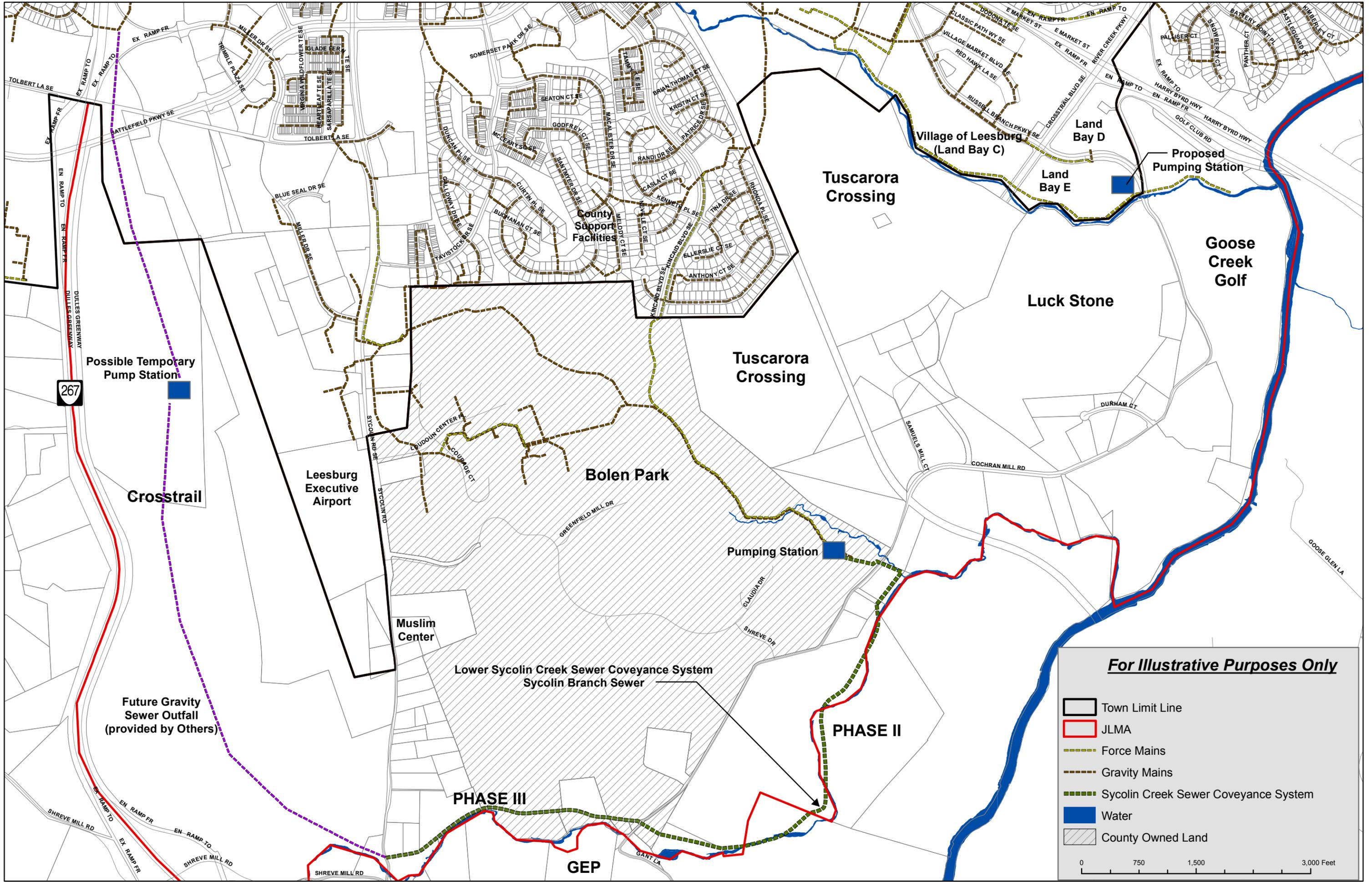
ZMAP 2012-0011

CATOCTIN ELECTION DISTRICT      LOUDOUN COUNTY, VIRGINIA

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# Bowman

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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

