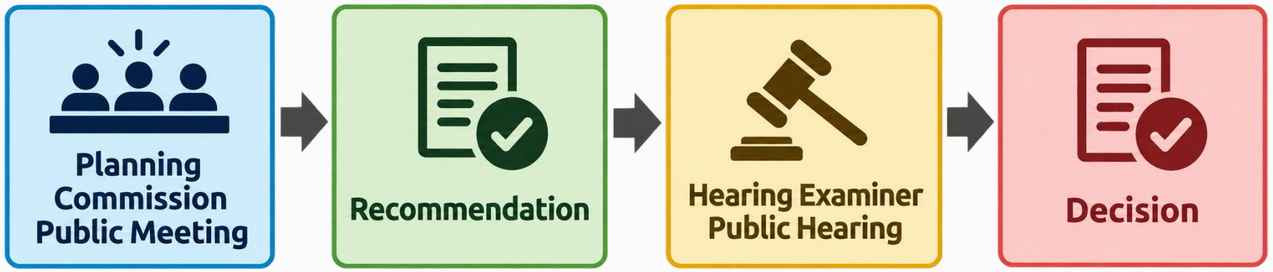
Pinnacle at Liberty Bay

Planned Residential Development, Preliminary Subdivision, and Critical Area Review

Planning Commission Public Meeting | November 17, 2026 | P-06-20-25-03

Nikole Coleman, Planning Manager

Review Authority



- Type III consolidated land use application.
- Hearing Examiner is the decision-making authority.
- Planning Commission provides a recommendation to the Hearing Examiner.
- Purpose of Today's Meeting:
  - ✓ Review the Pinnacle at Liberty Bay application and staff analysis.
  - ✓ Receive information from staff and the applicant.
  - ✓ Receive public comment.
  - ✓ Provide an opportunity for Planning Commission discussion.
  - ✓ Consider the applicable review criteria and recommended Conditions of Approval.
  - ✓ Make a recommendation to the Hearing Examiner.

What Does “Preliminary” Mean?

PURPOSE OF PRELIMINARY REVIEW

- Evaluates the general layout, lot configuration, access, infrastructure, and consistency with applicable regulations.
- Determines whether the subdivision can meet City standards and approval criteria.
- Establishes conditions that must be satisfied during subsequent stages of development.

WHAT PRELIMINARY APPROVAL DOES NOT MEAN

- It does not constitute approval of final engineering or construction plans.
- It does not require every technical detail to be finalized.
- It does not waive applicable development standards or future permit requirements.

WHAT HAPPENS AFTER PRELIMINARY APPROVAL?

- Detailed engineering and construction plan review.
- Final design of roads, utilities, stormwater facilities, grading, and critical area mitigation.
- Verification of compliance with conditions of approval.
- Final plat review and approval.

SUBDIVISION/PLAT PROCESS

Planning and Economic Development Department
200 NE Moe Street | Poulsbo, Washington 98370
(360) 394-9748 | fax (360) 697-8269
www.cityofpoulsbo.com | plan&econ@cityofpoulsbo.com

STEP 1: PRE-APPLICATION CONFERENCE

Planning and Economic Development Department (lead) | PMC 19.30.010

STEP 2: PRELIMINARY SUBDIVISION REVIEW

Planning and Economic Development Department (lead) | Final Approval by Hearing Examiner | Chapter 17.60 PMC

Includes Public Notice and Environmental Review (SEPA)

Preliminary approval will contain specific conditions that applicants must complete before applying for final approval. Commonly these conditions relate to needed infrastructure improvements and other code requirements.

STEP 3A: GRADING (CIVIL REVIEW)

Engineering Department (lead) | Final Approval by City Engineer and Planning Director | Chapter 15.35 PMC

Generally, plats require new roads, sidewalks and drainage improvements. Following preliminary approval, applicants will submit construction (civil) plans, detailing infrastructure improvements.

STEP 3B: TREE CUTTING AND CLEARING

PED Department (lead) | Final Approval by PED Director | Chapter 15.35 PMC

Tree Cutting and Clearing plans (if required) shall include sequence for tree removal, schedule for installation and removal of all TESC measures, and outline of the methods to be used in clearing vegetation. City Arborist will review and provide comment on the proposed plan.

Before an applicant requests final plat approval, Grading and Tree Cutting and Clearing permits shall be "closed-out".

STEP 4: FINAL PLAT REVIEW

Engineering Department (lead) | Final Approval by City Council | Chapter 17.70 PMC

The main objectives of a final plat review are (1) to ensure the required improvements have been installed to City standards, (2) surveys and documents to be recorded are complete and correct, (3) all conditions of approval have been met, and (4) all fees have been paid.

STEP 5: PLAT RECORDING

Engineering Department (lead) | PMC 17.70.070

All final plats shall be recorded within 120 days after final approval is granted by the city council. Approval shall expire if the final plat is not recorded within this time limit.

STEP 6: BUILDING PLAN REVIEW

Building Department (lead) | Final Approval by Building Official | Chapter 15.04 PMC

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RCW 58.17.020 (14) and PMC Chapter 17.20 - "Preliminary plat" is a neat and approximate drawing of a proposed subdivision showing the general layout of streets and alleys, lots, blocks, and other elements of a subdivision consistent with the requirements of this chapter. The preliminary plat shall be the basis for the approval or disapproval of the general layout of a subdivision.

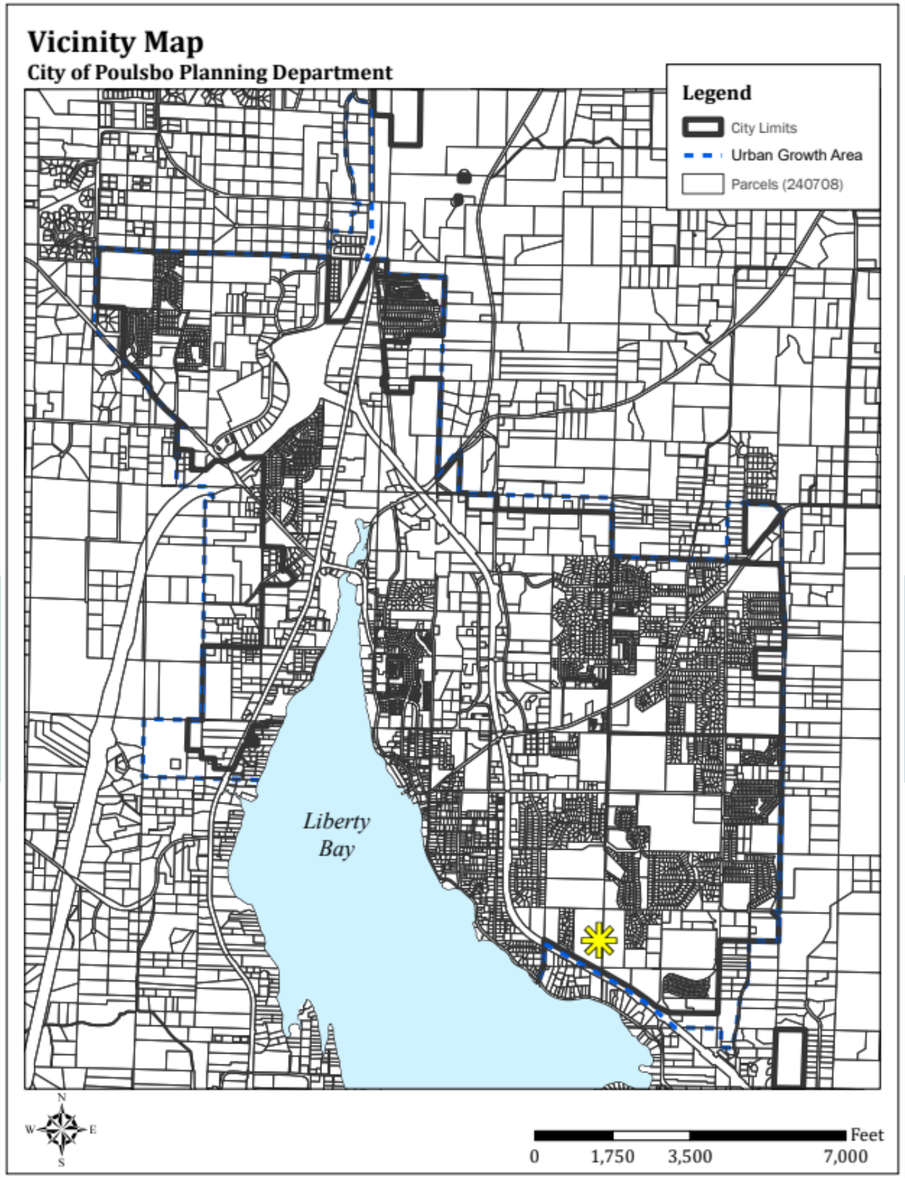
Project Timeline

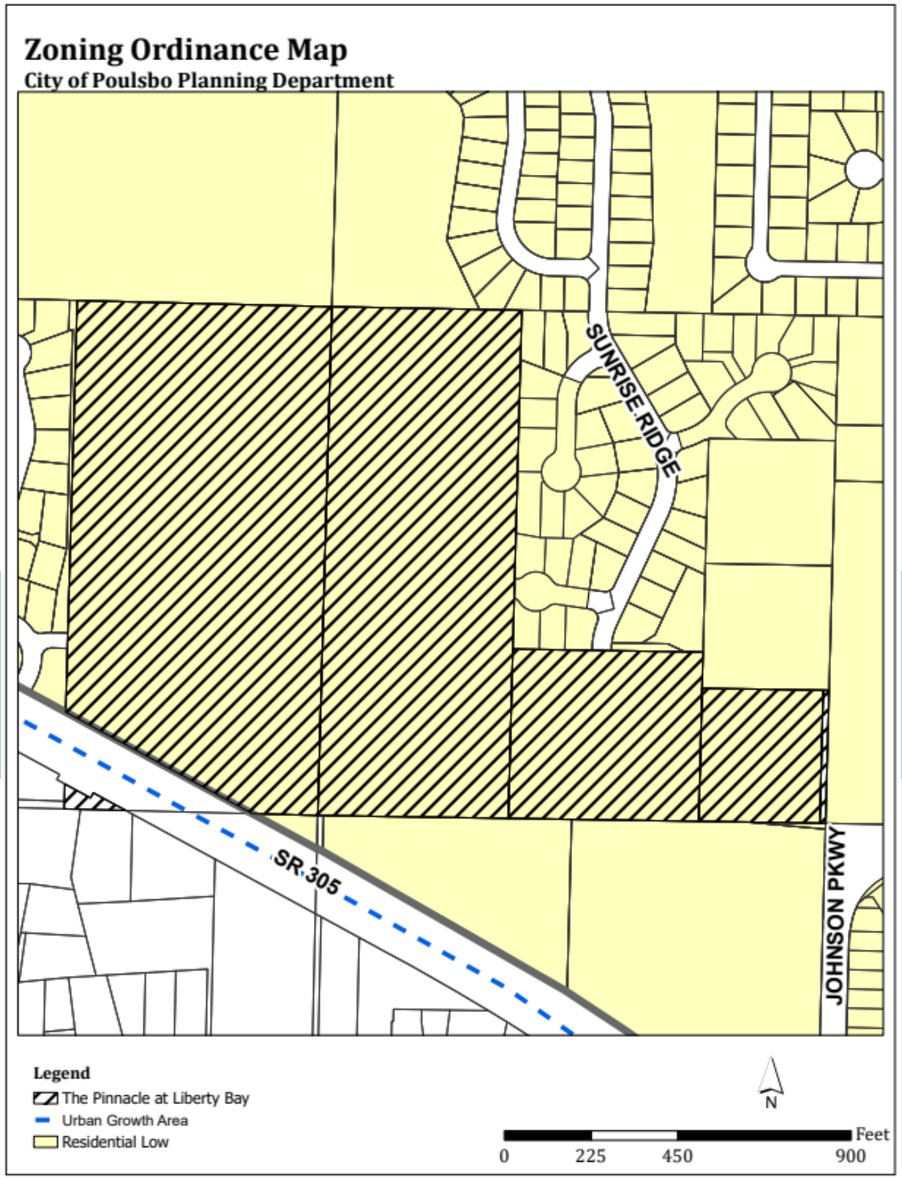
Total days in review by staff = 138 (290 days allowed per PMC)
Total days with applicant = 332

Review Step	Date
Pre-Application Conference	November 11, 2024
Neighborhood Meeting Held	April 21, 2025
Application Counter Complete	July 18, 2025
Technically Complete	August 14, 2025
Notice of Application	August 27, 2025
Multiple Technical Review and Revision Cycles	2025-2026
Revised Notice of Application w/ Optional DNS	June 17, 2026
SEPA Determination Issued	November 2, 2026
Public Meeting Notice Issued	November 9, 2026
Staff Report Issued	November 6, 2026
Planning Commission Public Meeting	**November 17, 2026**
Hearing Examiner Public Hearing	TBD - 2027

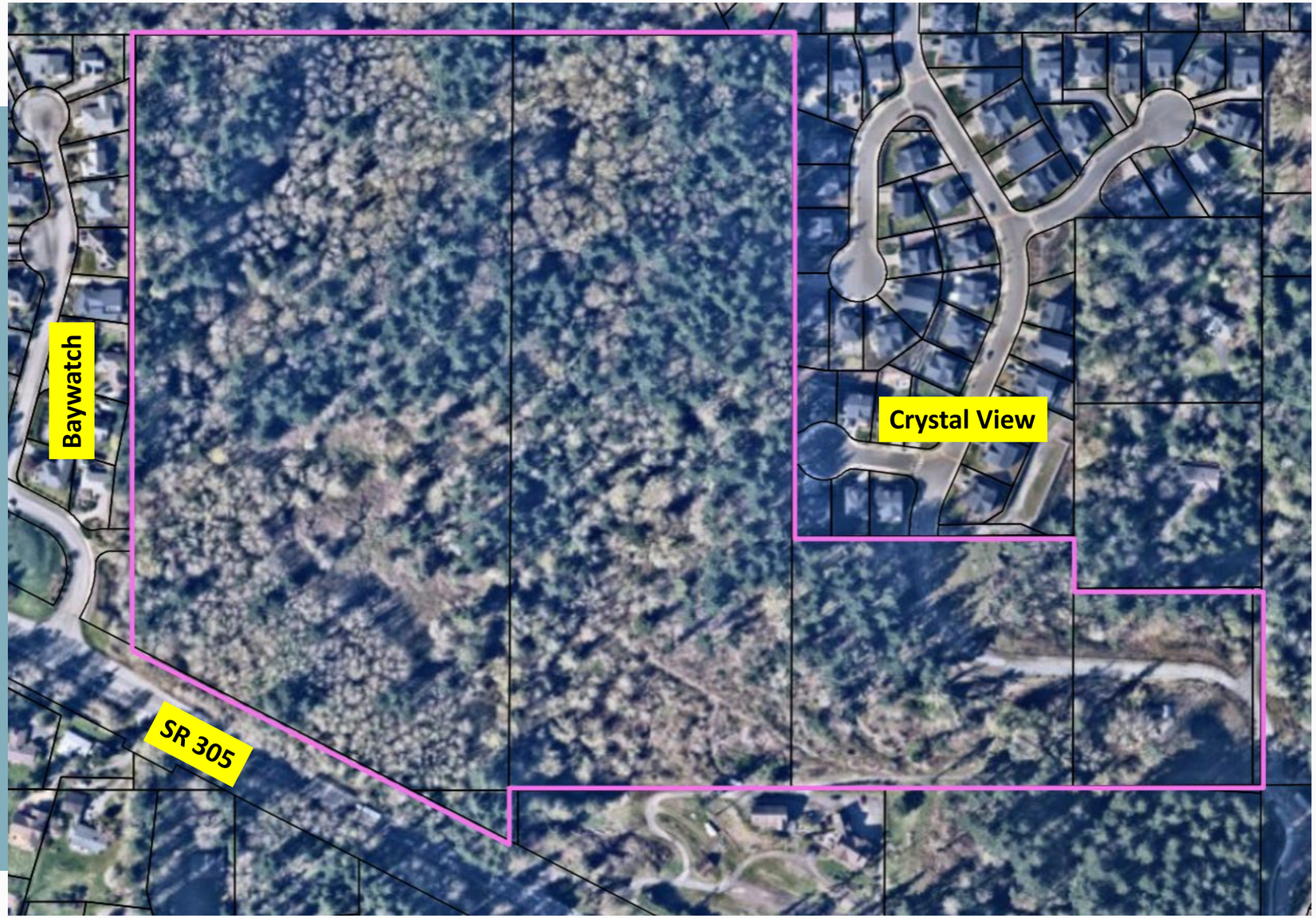
Location

- 41.41 acres
- 5 Existing Parcels
- RL Zoning





Location



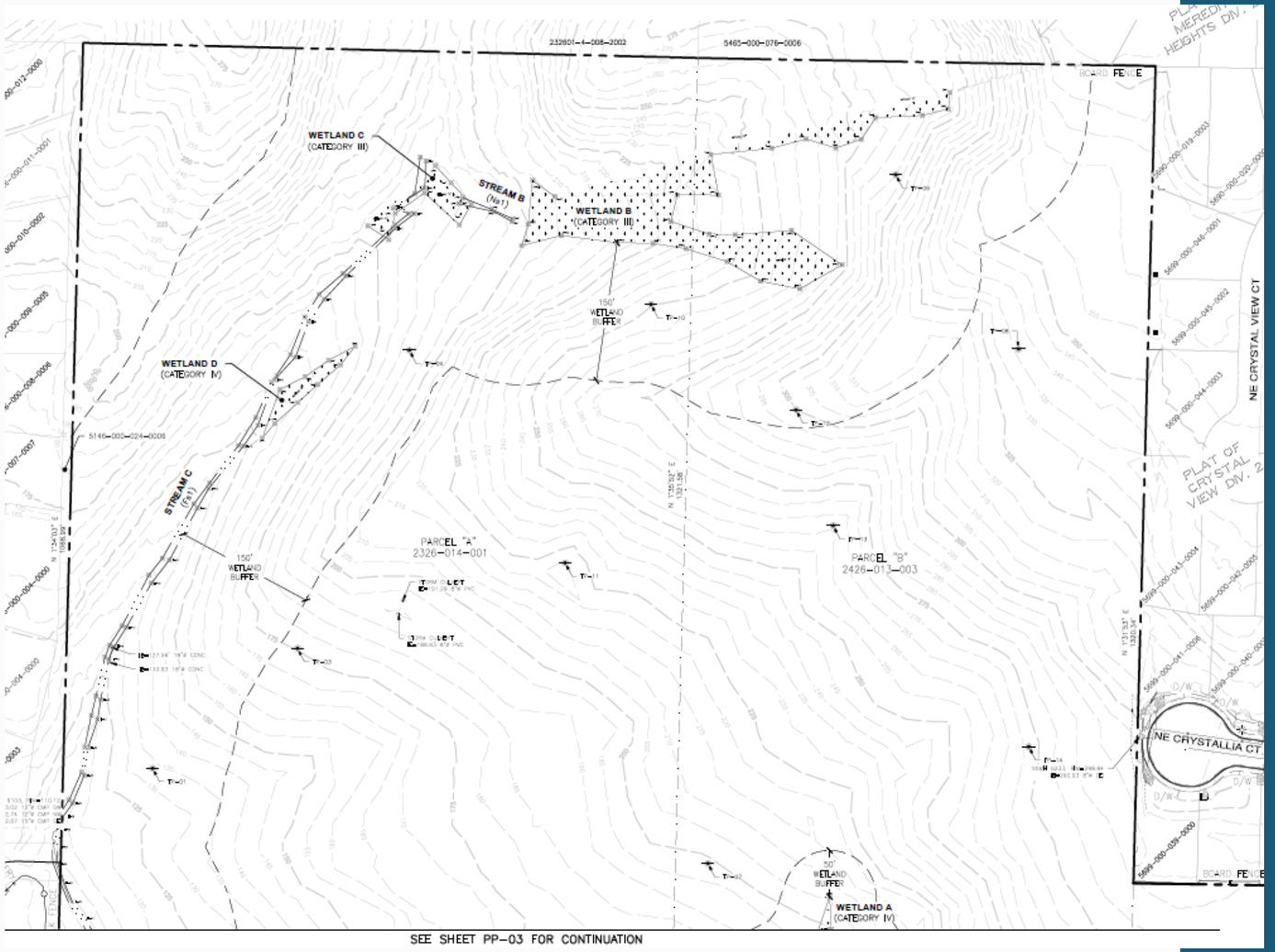
Existing Site Conditions

Topography

- Approximately 223 feet of elevation change
- Steep hillside terrain
- Geologically hazardous areas

Vegetation

- Predominantly forested
- Mature second-growth forest
- Significant existing tree canopy



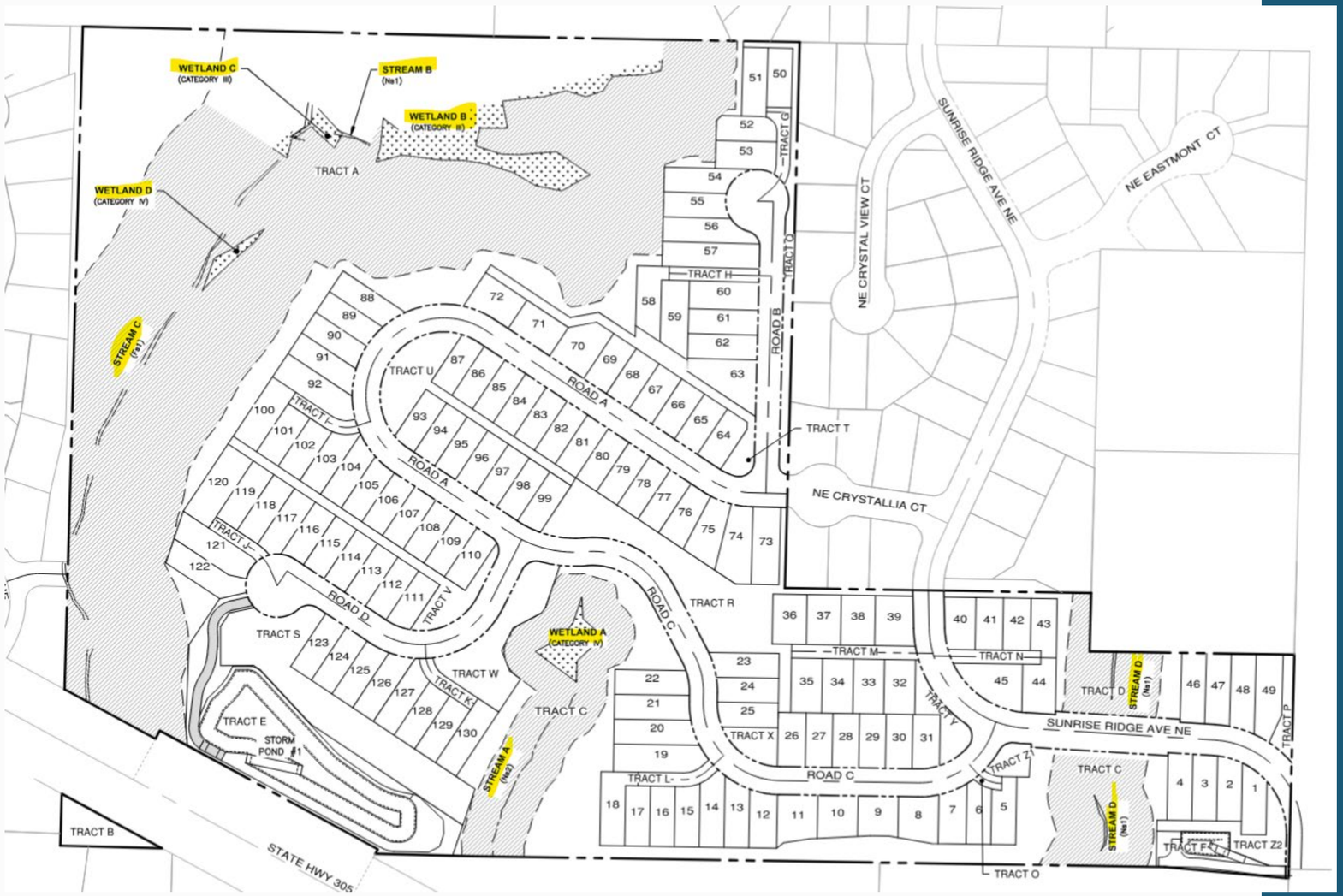
Existing Site Conditions

Wetlands

- Wetland A: Category IV | 50' buffer
- Wetland B: Category III | 150' buffer
- Wetland C: Category III | 150' buffer
- Wetland D: Category IV | 50' buffer

Streams

- Stream A: Type Ns2 | 50' buffer
- Stream B: Type Ns1 | 75' buffer
- Stream C: Type F | 150' buffer
- Stream D: Type Ns1 | 75' buffer

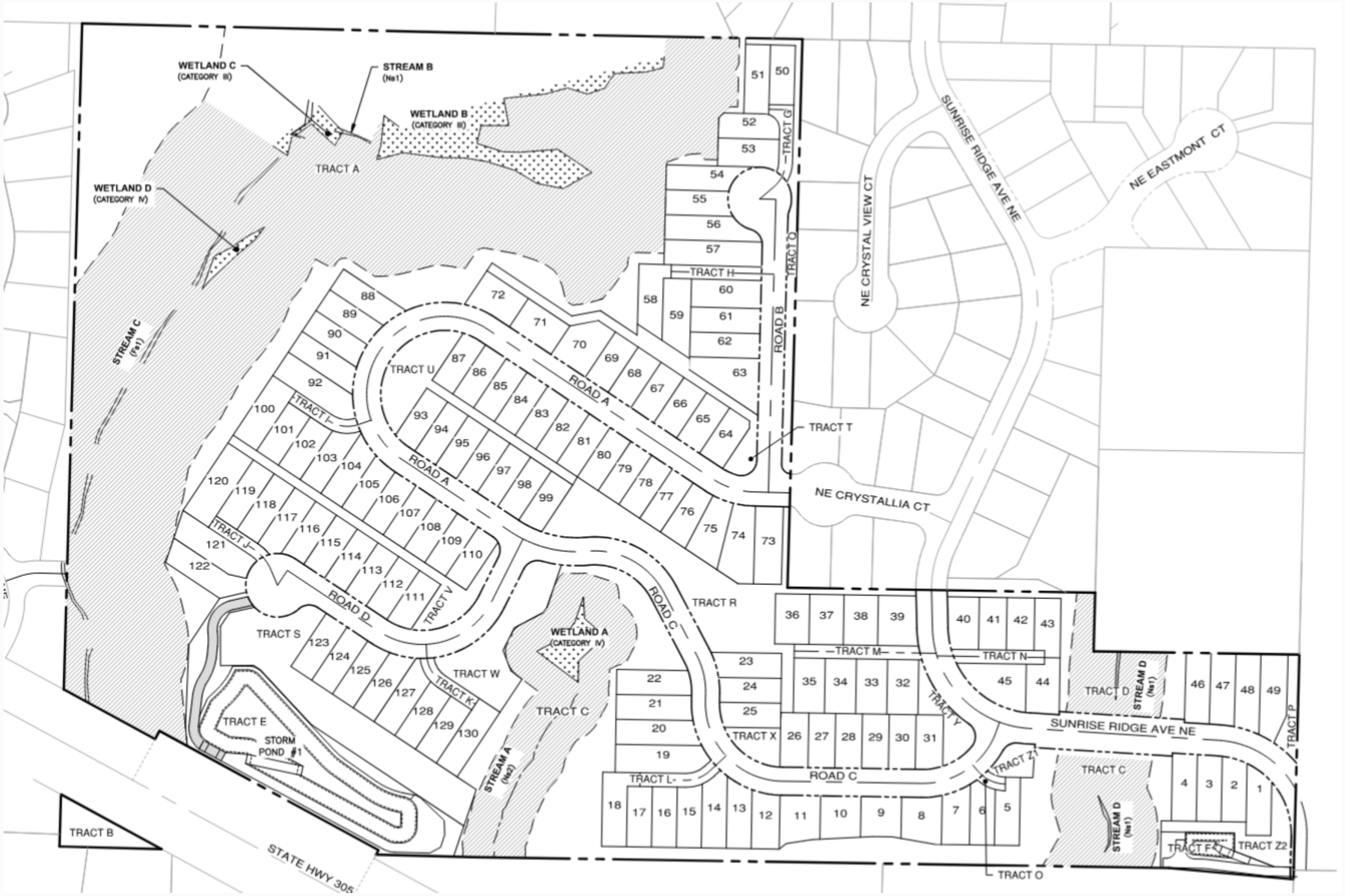


History of the Site

- Originally part of the Frank Johnson (“Liberty Place”) homestead.
- The property later passed to his daughter, Edith Johnson Pitsenberger, who owned it from ~1930–1974.
- The existing residence was constructed around 1935 and may have served as a seasonal or vacation home while the family lived primarily in Alaska and later Oregon.
- Subsequent owners included Diane Swearingen, the Stewart family, and the Lisa Leah Lang Trust.
- Current ownership began in 2022.



Proposed Site Plan



Project Summary

130 Lots (207 permitted per zoning) | 41.41 Acres | 3 Phases | RL Zone / PRD

OPEN SPACE + AMENITIES

- Active and passive open space (19.35 acres or 48% of the project site).
- Critical area tracts, buffers, and tree-retention areas.
- Pocket parks, play areas, gathering spaces w/ trails.
- Fitness areas, viewpoints, and other recreational amenities.

ROADS + CIRCULATION

- Sunrise Ridge Avenue NE and NE Crystallia Court access.
- New internal streets, sidewalks, and pedestrian connections.
- Baywatch Court/NR-12 public road connection required by the City.

INFRASTRUCTURE

- Public water and sanitary sewer.
- Stormwater detention, treatment, and conveyance
- Grading, retaining walls, landscaping, and critical area protection.

Phase 1

Initial residential development, roadway access, utilities, and associated improvements.



Phase 2

Continued residential development, phased infrastructure, open space, and recreational improvements.



Phase 3

Remaining residential development and completion of applicable infrastructure and amenities.



Purpose Statement

The applicant requests approval of a Planned Residential Development, Preliminary Subdivision, and Critical Area Review to divide approximately 41.41 acres into 130 single-family residential lots. The proposal includes three development phases, public and private infrastructure, roadway and pedestrian improvements, stormwater facilities, recreational amenities, landscaping, critical area protection, and permanent open space.

What is a Planned Residential Development

A PRD allows flexibility in certain residential development standards to encourage coordinated site design and preservation of open space.

WHAT CAN BE MODIFIED?

Under **PMC 18.260.050,** a PRD may modify certain development standards, including:

- **Lot size + width**
- **Building setbacks**
- **Street design**
- **Open-space configuration**

All other applicable standards of the underlying RL zone remain in effect unless specifically modified through the PRD.

WHAT DOES THE PRD REQUIRE?

The flexibility is paired with additional project-wide requirements for:

- **Common open space**
- **Active + passive recreation**
- **Pedestrian connectivity**
- **Architectural variety**
- **Landscaping + neighborhood compatibility**
- **Coordinated street and infrastructure design**

PINNACLE PRD

Standard RL Lot:
7,500 SF

↓

PRD Minimum:
3,750 SF

↓

Proposed Minimum:
3,753 SF

The project uses PRD flexibility for smaller lots and reduced setbacks while providing substantial open space and recreational amenities.

No density bonus is requested.

Applicable Poulsbo Municipal Code Summary

- **Title 16, Environment.** Critical areas, wetlands, streams, geologic hazards, and environmental protection.
- **Title 17, Land Division**. Preliminary subdivision approval criteria, public facilities, and plat requirements.
- **Title 18, Zoning**. Residential Low district standards, PRD requirements, open space, recreation, and tree retention.
- **Title 19, Project Permit Procedures**. Type III review, public notice, Planning Commission recommendation, and Hearing Examiner decision.

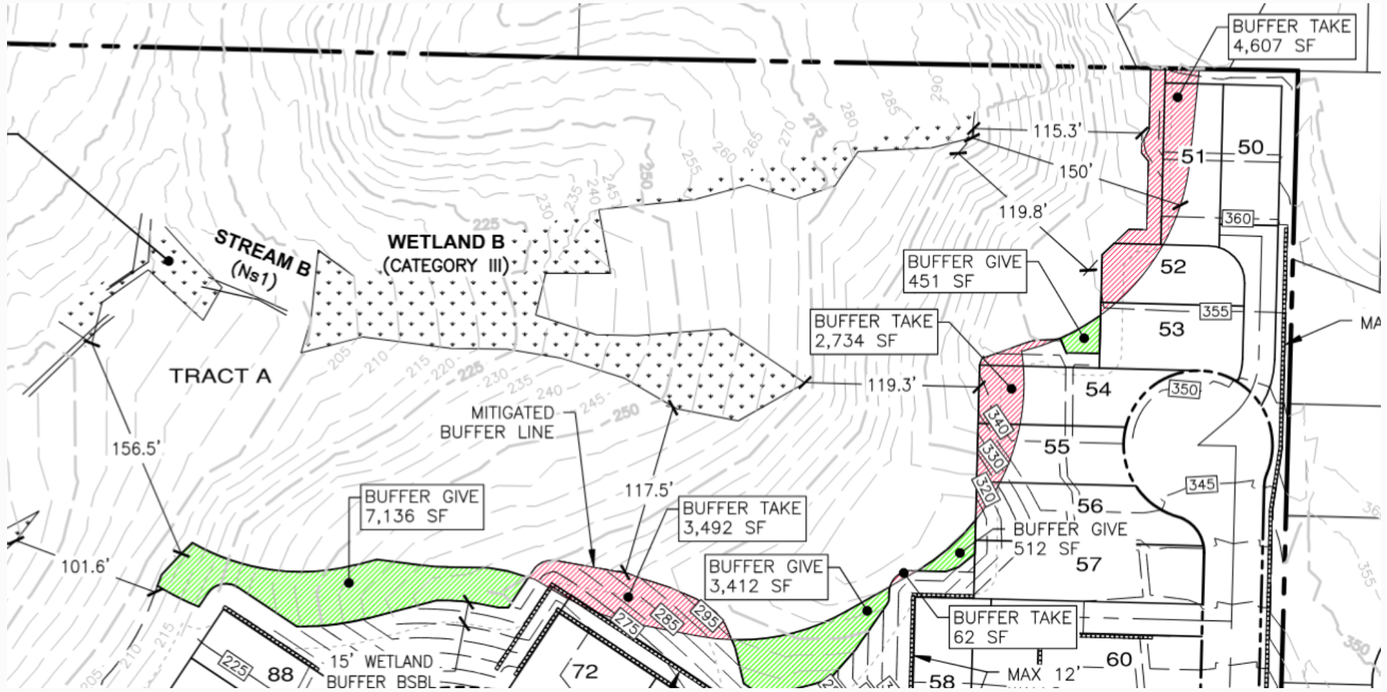
Review is based on the applicable regulations in effect when the application was determined technically complete on August 14, 2025.

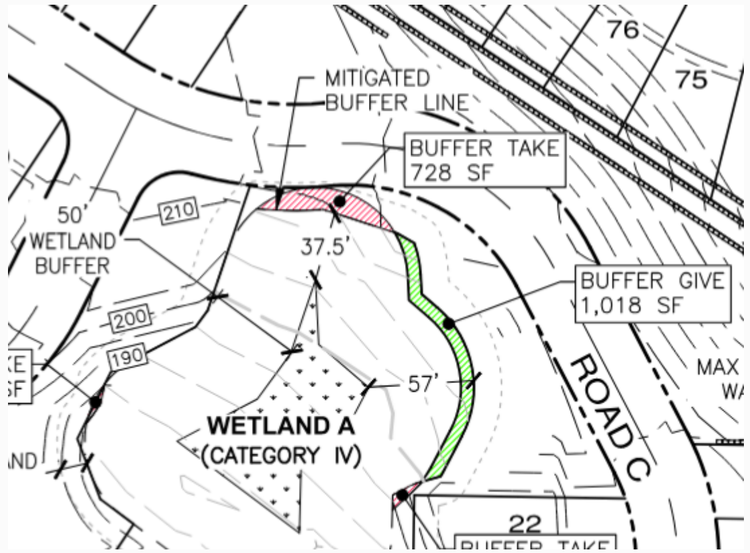
Staff Analysis

- Four wetlands identified on or adjacent to the project site.
- Wetlands A and D: Category IV, 50-foot buffers.
- Wetlands B and C: Category III, 150-foot buffers.
- Wetland buffer averaging proposed for Wetlands A and B.
- Revised plans and critical area addenda evaluated through independent peer review.
- Wetlands and associated buffers influence the lot layout, grading, infrastructure, and open space design.
- Conditions require protection, mitigation, monitoring, and final plan consistency.

Staff Finding: The proposal can comply with applicable wetland regulations, subject to the recommended conditions of approval.

Staff Analysis





Wetland locations, required buffers, and proposed buffer averaging are reflected in the revised critical area plans. Final construction plans must remain consistent with the approved critical area documentation and applicable conditions of approval.

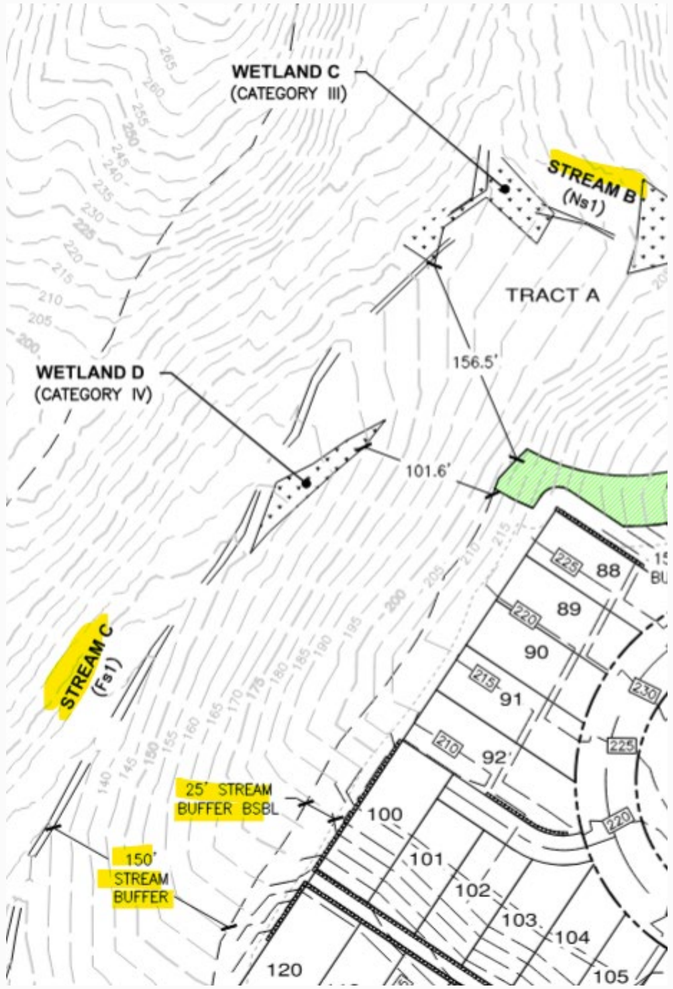
Staff Analysis

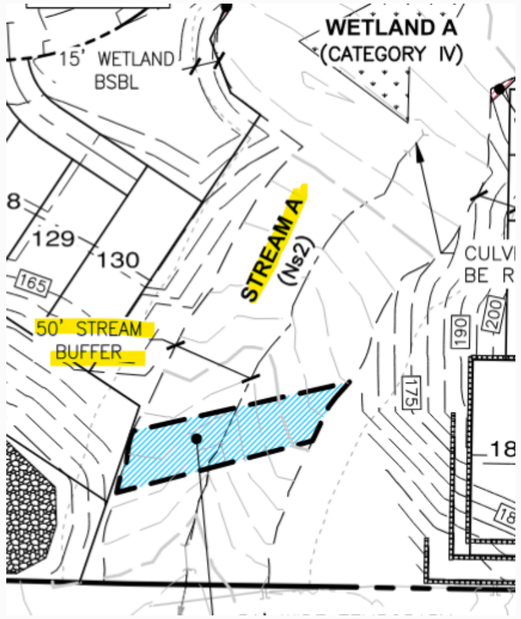
- Four streams identified on or adjacent to the project site.
- Stream A: Type Ns2, 50-foot buffer.
- Streams B and D: Type Ns1, 75-foot buffers.
- Stream C (Barrante's Creek): Type F, 150-foot buffer.
- Stream classifications and buffers were revised following independent technical review.
- Proposed utility crossings, stormwater improvements, and the required Baywatch Court connection require additional technical evaluation.
- Final designs must address stream impacts, avoidance and minimization, mitigation, and applicable agency permits.

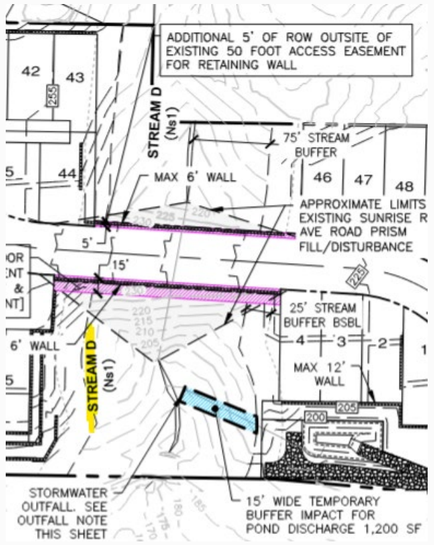
Staff Finding: The proposal can comply with fish and wildlife habitat conservation requirements, subject to conditions and subsequent review.

Staff Analysis

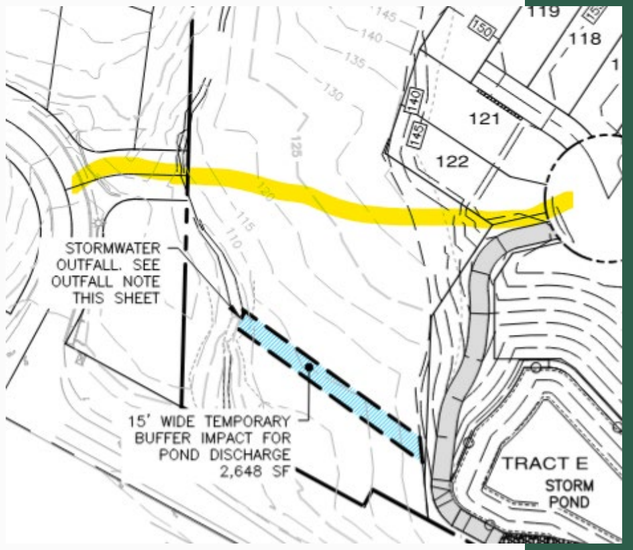
Title 16, Critical Areas, Streams







Stream C (Barrante's Creek) is a primary environmental constraint. The required Baywatch Court/NR-12 roadway connection will necessitate additional engineering, environmental review, and permitting for the stream crossing.



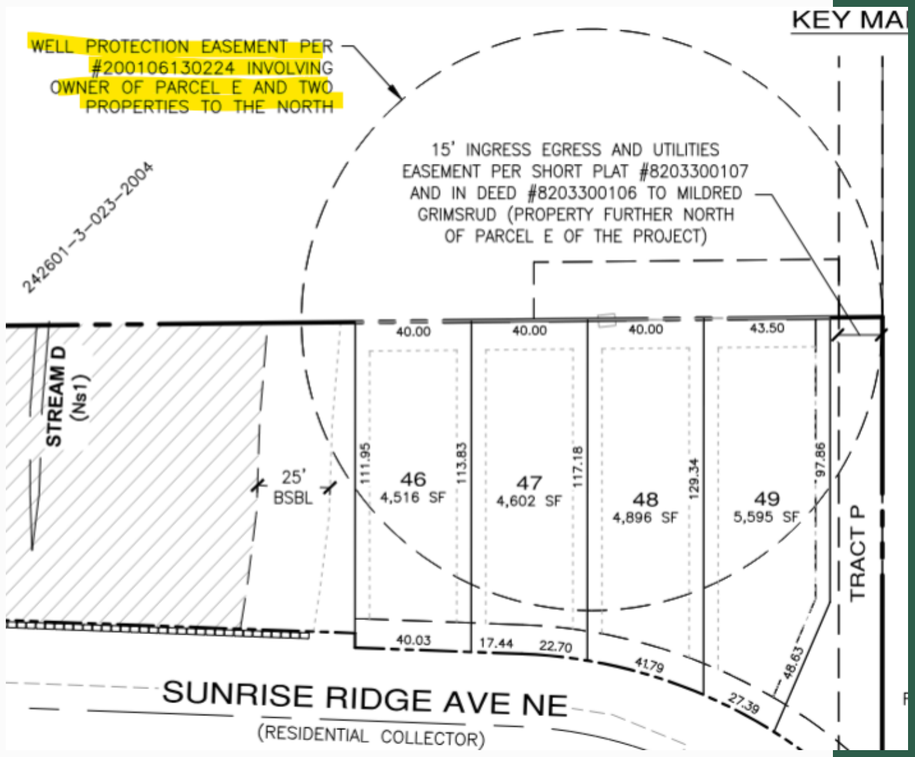
Staff Analysis

- Significant topographic variation and mapped geologically hazardous areas.
- Multiple geotechnical studies and addenda prepared, with peer review by HWA GeoSciences.
- Evaluations address slope stability, groundwater, grading, roadways, utilities, foundations, and retaining walls.
- Revised plans eliminate previously proposed 35’ walls; current walls are generally 10–12’ or less.
- Walls within individual lot setbacks are limited to 6’ under the proposed design.
- Final engineered plans must address structural design, drainage, pedestrian safety, and long-term maintenance of retaining walls.
- Additional geotechnical review may be required if construction-level designs or site conditions change.

Staff Finding: The site can be developed subject to implementation of geotechnical recommendations and conditions.

Staff Analysis

- The entire site is within an Aquifer Recharge Area of Concern (ARAC) under PMC Chapter 16.20.
- Stormwater design uses detention, treatment, and localized dispersion to protect groundwater and maintain site hydrology.
- The proposed residential development is not identified as a groundwater-threat activity requiring a hydrogeologic report under PMC Table 16.20.515.
- An existing Group B public water system well north of the project has a 100-foot sanitary control radius extending into the subdivision.
  - Lots 46–49 are affected and may be restricted from development while the well remains classified as an active public water system. The restrictions may be removed in the future if the well is reclassified or formally decommissioned by Kitsap Public Health District.



Staff Analysis

Staff evaluated:

- Consistency with applicable subdivision and zoning standards.
- Provision of streets, utilities, drainage, and public infrastructure.
- Safe and adequate access and circulation.
- Protection of critical areas and environmental resources.
- Compatibility with surrounding development.
- Public health, safety, and welfare.

Staff Finding: The preliminary subdivision approval criteria can be satisfied through the revised proposal and recommended conditions, including the required Baywatch Court/NR-12 connection.

Staff Analysis

- 41.41-acre site exceeds the minimum 3-acre PRD requirement.
- Detached single-family residences are permitted in the RL zone.
- PRD provisions allow reduced lot sizes and modified setbacks.
- No residential density incentive is requested.
- Open space, critical area protection, and recreational amenities are incorporated into the development.
- Individual Identity Plan provides architectural variety and neighborhood design standards.
- Perimeter compatibility with existing residential neighborhoods was evaluated under PMC 18.260.070(A).

Staff Finding: The proposal can satisfy PRD requirements, subject to the recommended conditions of approval.

Staff Analysis

RL Development Standards and PRD Modification of Development Standards Combined			
Development Standard	**RL zone (PMC 18.70.050.A)**	**PRD (PMC 18.260.050)**	**Project Proposal**
Minimum Density	4 dwelling unit/gross acres	Per underlying zoning district	3.14
Maximum Density	5 dwelling unit/net acres		7.01
Minimum Lot Size/Area	7,500 SF	3,750 SF	3,753 SF
Maximum Lot Area	10,890 SF	None	6,432 SF
Minimum Lot Width	60 feet at the midpoint of the lot (each lot shall have a minimum of 20 feet of frontage)	30 feet	40 feet
Maximum Building Lot Coverage	50 percent		To be reviewed with building permit
Front Yard Setback*	20 feet from main building façade (25 feet from attached garage facade if protrudes streetward)	10 feet	
Rear Yard Setback*	10 feet	5 feet	
Side Yard Setback	5 feet, with combined total of 15 feet	5 feet	
Street Corner Yard Setback	10 feet (or greater if necessary, for sight distance)		
Maximum Building Height	No building or structure may exceed 35 feet in height.		

Staff Analysis

Required

- 20% of the gross project area.
- Approximately 360,764 square feet.

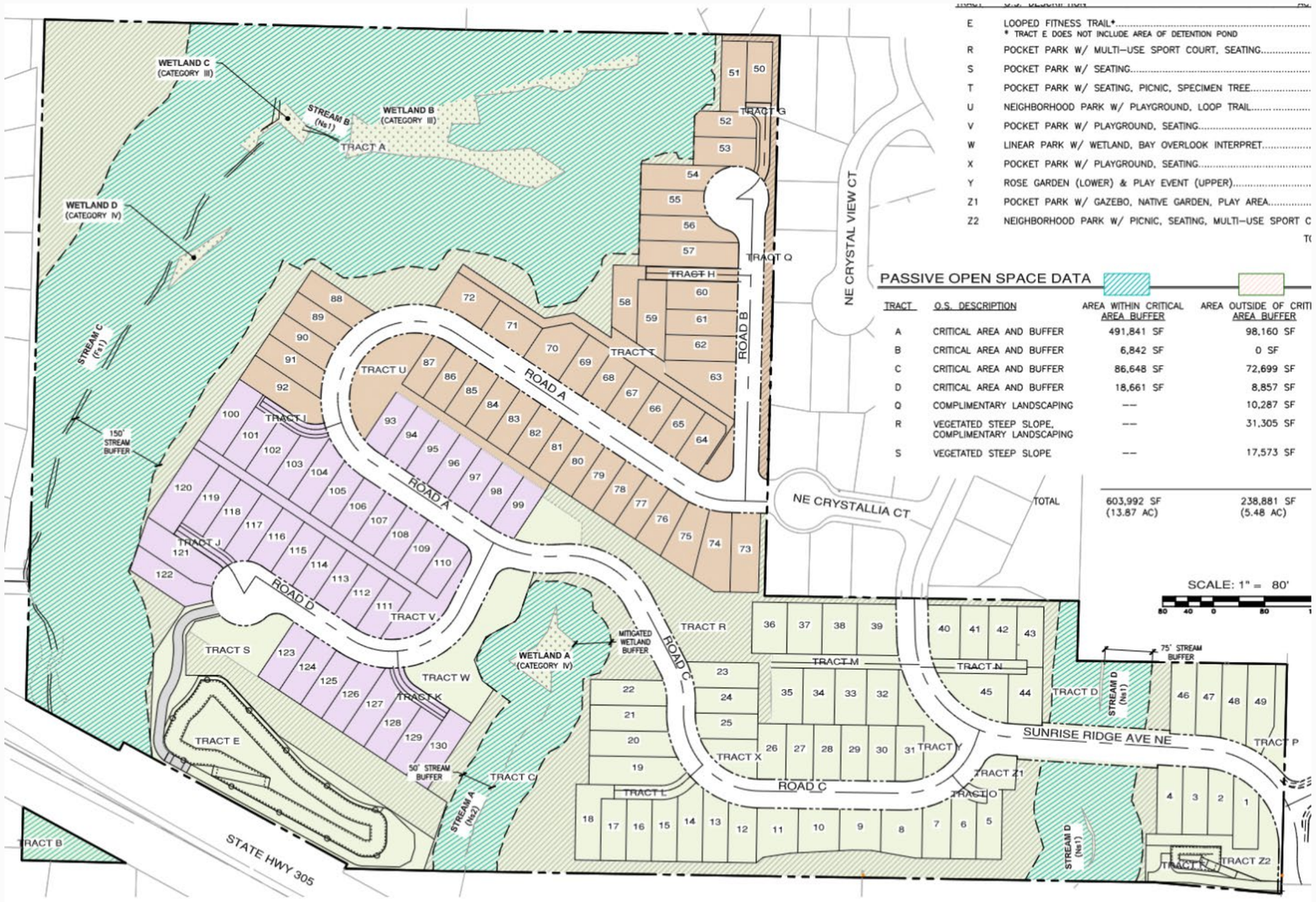
Proposed

- Approximately 842,873 square feet (19.35 acres).
- Includes critical areas, buffers, natural vegetation, landscaped tracts, and recreation.
- Critical area credit toward the minimum requirement is limited under PMC 18.260.090.
- Open space compliance is evaluated cumulatively by development phase.

Staff Finding: The proposed open space exceeds the minimum PRD requirement, subject to the applicable critical-area credit limitations.

Staff Analysis

PMC 18.260.090, Open Space



Staff Analysis

Required for 130 Residential Lots

- Three Group 1 recreational amenities.
- Two Group 2 recreational amenities.

Proposed Amenities

- Pocket parks, seating, and picnic areas.
- Pedestrian and soft-surface trails.
- Exercise and fitness stations.
- Open lawn and gathering areas.
- Interpretive features and passive recreation areas.

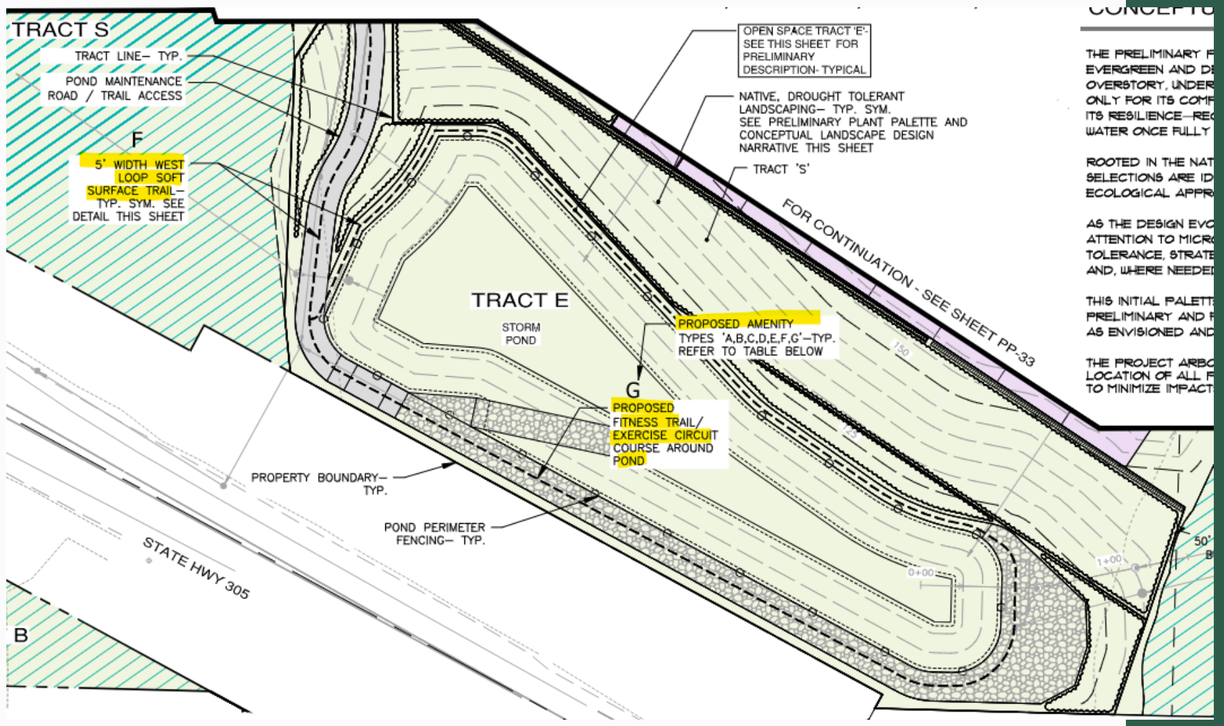
Staff Finding: The proposed recreational amenities exceed the minimum PRD requirements and are appropriately distributed throughout the development. The phasing plans demonstrate cumulative compliance, with final design, installation, and ongoing HOA maintenance addressed through conditions of approval.

Staff Analysis

AMENITY DESCRIPTIONS

THIS PROJECT IS REQUIRED TO PROVIDE: (3) ACTIVE GROUP AMENITIES AND (2) ACTIVE GROUP 2 AMENITIES

LETTER	AMENITY TYPE	AMENITY DESCRIPTION
A	PASSIVE GROUP 1 ACTIVITIES	PASSIVE SEATING AREAS CONNECTED BY A WALKING PATH AND/ OR OPEN LAWN
B	PASSIVE GROUP 1 ACTIVITIES	PICNIC AREA WITH IMPROVED SEATING AREA AND MIN. 2 PICNIC TABLES AND OPEN PLAY AREA LAWN
C	ACTIVE GROUP 1 AMENITIES	PLAYGROUND WITH LARGE PLAY STRUCTURE AND CURB CONTAINMENT
D	ACTIVE GROUP 1 AMENITIES	MULTI-PURPOSE SPORT COURT OR OTHER TYPE OF SPORT COURT (PICKLEBALL, SHUFFLEBOARD, ETC.)
E	PASSIVE GROUP 2 AMENITIES	NATURE INTERPRETIVE AREAS/ VIEWING AREAS/ GARDENS WITH TRAIL AND EDUCTIONAL SIGNAGE
F	PASSIVE GROUP 1 AMENITIES	5' WIDTH SOFT SURFACE TRAIL/ WALKING PATH
G	ACTIVE GROUP 2 AMENITIES	OUTDOOR EXERCISE CIRCUIT WITH TRAIL AND STRETCHING STATIONS



Staff Analysis

- The site contains extensive existing forest and significant trees.
- Tree retention is incorporated into critical area tracts, open space, and preserved vegetation areas.
- Washington Forestry Consultants prepared the Tree Retention Plan.
- Sound Urban Forestry completed independent arborist review.
- The City's arborist concluded the project appears capable of satisfying minimum tree retention requirements.
- Conditions require tree protection fencing, arborist monitoring, and reassessment of trees near clearing limits.
- Final tree retention and protection measures will receive additional review through the Tree Cutting and Clearing Permit.

Staff Finding: Tree retention requirements can be satisfied, subject to the recommended conditions and final permit review.

Staff Analysis

- Planned Residential Development, Preliminary Subdivision, and Critical Area Review are consolidated Type III applications.
- Application determined technically complete August 14, 2025.
- Public notice and opportunities for comment provided throughout the review process.
- Planning Commission conducts a public meeting and forwards a recommendation.
- Hearing Examiner conducts the public hearing and issues the land use decision.
- Subsequent civil, grading, building, and other permits remain required.

Next Step: Hearing Examiner public hearing tentatively scheduled for December 3, 2026.

Engineering/Infrastructure

Roadways and Access

- Primary access proposed from Sunrise Ridge Avenue NE and NE Crystallia Court.
- Internal roadway network includes Roads A through D.
- Sunrise Ridge Avenue extension is required as part of Phase 1.
- City Engineering requires the public Baywatch Court/NR-12 roadway connection.
- Independent Parametrix review found the connection feasible at the preliminary design level.

Utilities and Site Improvements

- Water and sanitary sewer infrastructure.
- Stormwater detention, treatment, and conveyance.
- Roadway grading, retaining walls, and pedestrian improvements.
- Final engineering plans, construction permits, and required agency approvals.

Key Point: Preliminary feasibility does not constitute final engineering approval. The Baywatch connection must be designed, permitted, constructed, and accepted in accordance with the conditions of approval.

Engineering/Infrastructure

Amended Condition of Approval E52:

In accordance with PMC 17.80.060, 18.260.140(J) and required SEPA mitigation, the Project shall design, permit and construct new roadway NR-12 connection to the existing Baywatch subdivision to the residential collector standard. The connection shall comply with applicable critical area requirements including any necessary supplemental technical review, mitigation and agency permitting. If the project is approved in divisions, this connection shall be constructed with the first division **that exceeds 30 units in the area served by the Road A-C loop** unless sufficient additional mitigation is approved by the City Engineer and Fire Code Official.

SEPA

Environmental Review Process

- Revised Notice of Application with Optional DNS issued June 17, 2026.
- Additional technical reports, peer reviews, and revised plans considered.
- Public and agency comments incorporated into the environmental record.
- Mitigated Determination of Nonsignificance (MDNS) issued November 2, 2026.
  - ✓ Appeal received from applicant 11/16 - to be heard by the Hearing Examiner.

Principal Areas Evaluated

- Wetlands, streams, and wildlife habitat.
- Grading, geotechnical hazards, and stormwater.
- Tree removal and groundwater protection.
- Transportation, emergency access, and construction impacts.
- Archaeological and cultural resources.

SEPA Determination: Identified probable environmental impacts can be adequately addressed through mitigation measures, development regulations, conditions of approval, and subsequent construction-level review.

Public Comments

Primary Areas of Public Concern:

- Transportation and access: Traffic impacts, emergency access, and the Baywatch Court connection.
- Neighborhood compatibility: Density, lot sizes, building heights, privacy, and perimeter screening.
- Environmental impacts: Tree removal, wetlands, streams, wildlife habitat, and critical areas.
- Infrastructure and construction: Stormwater, grading, retaining walls, utilities, and construction impacts.

Staff Finding: Public comments informed additional technical studies, independent peer reviews, revisions to project plans, and recommended conditions of approval. All substantive issues were evaluated against applicable development regulations and approval criteria.



Agency Comments

- City Engineering: Roadway connectivity, transportation, stormwater, grading, utilities, and construction standards.
- City Public Works: Water system capacity, utility infrastructure, and required improvements.
- Fire and Emergency Access Review: Emergency access, circulation, and roadway redundancy.
- Kitsap Public Health District: Group B water system sanitary control area and affected lots.
- Suquamish Tribe: Stream and habitat protection, archaeological sensitivity, and cultural resources.
- WSDOT: Transportation and applicable infrastructure considerations.
- Independent Consultants: Critical areas, geotechnical, transportation, stormwater, water, and tree retention peer reviews.

Staff Response: Agency comments and technical recommendations have informed the revised plans, findings, mitigation measures, and conditions of approval.

Decision Framework

The Planning Commission evaluates whether the proposal can satisfy applicable approval criteria, including:

- Preliminary subdivision requirements.
- Residential Low zoning and PRD standards.
- Critical area protection and environmental regulations.
- Street connectivity, emergency access, and public infrastructure.
- Compatibility with surrounding development.
- Public health, safety, and welfare.
- Applicable conditions of approval.

Key Consideration: Where compliance depends upon additional measures, staff has identified requirements through the recommended conditions of approval.

Staff Findings

Following multiple rounds of technical review, revised plans, agency coordination, independent peer review, and SEPA evaluation:

- The proposal has been substantially revised to address identified development and environmental issues.
- Staff finds the applicable approval criteria can be satisfied with conditions.
- Roadway connectivity and emergency access remain principal considerations.
- The City Engineer requires the Baywatch Court/NR-12 connection.
- Independent review determined the connection is feasible at the preliminary design level.
- Final engineering, environmental analysis, permitting, and construction remain required.

Staff Finding: Approval with conditions is supported, provided the development complies with all required improvements, mitigation measures, and conditions of approval.

Key Conditions of Approval

Transportation and Emergency Access

- Design, permit, construct, and obtain City acceptance of the Baywatch Court/NR-12 connection.
- Complete supplemental engineering and environmental review for the roadway and Stream C crossing.
- Comply with Engineering and Fire Code Official requirements.

Environmental Protection

- Implement wetland and stream protection, mitigation, and monitoring.
- Complete required archaeological survey before ground disturbance.
- Incorporate geotechnical recommendations and required tree protection measures.

Infrastructure and Development

- Obtain approval of final civil, utility, stormwater, and grading plans.
- Provide required open space and recreational amenities by phase.
- Establish long-term ownership and maintenance responsibilities for applicable facilities and improvements.

Key Point: Preliminary approval does not waive subsequent engineering, environmental, or construction permitting requirements.

Planning Commission Closing

Role of the Planning Commission

- Consider the application, staff report, public comments, and applicable review criteria.
- Discuss the proposed development and recommended conditions.
- Forward a recommendation to the Hearing Examiner.

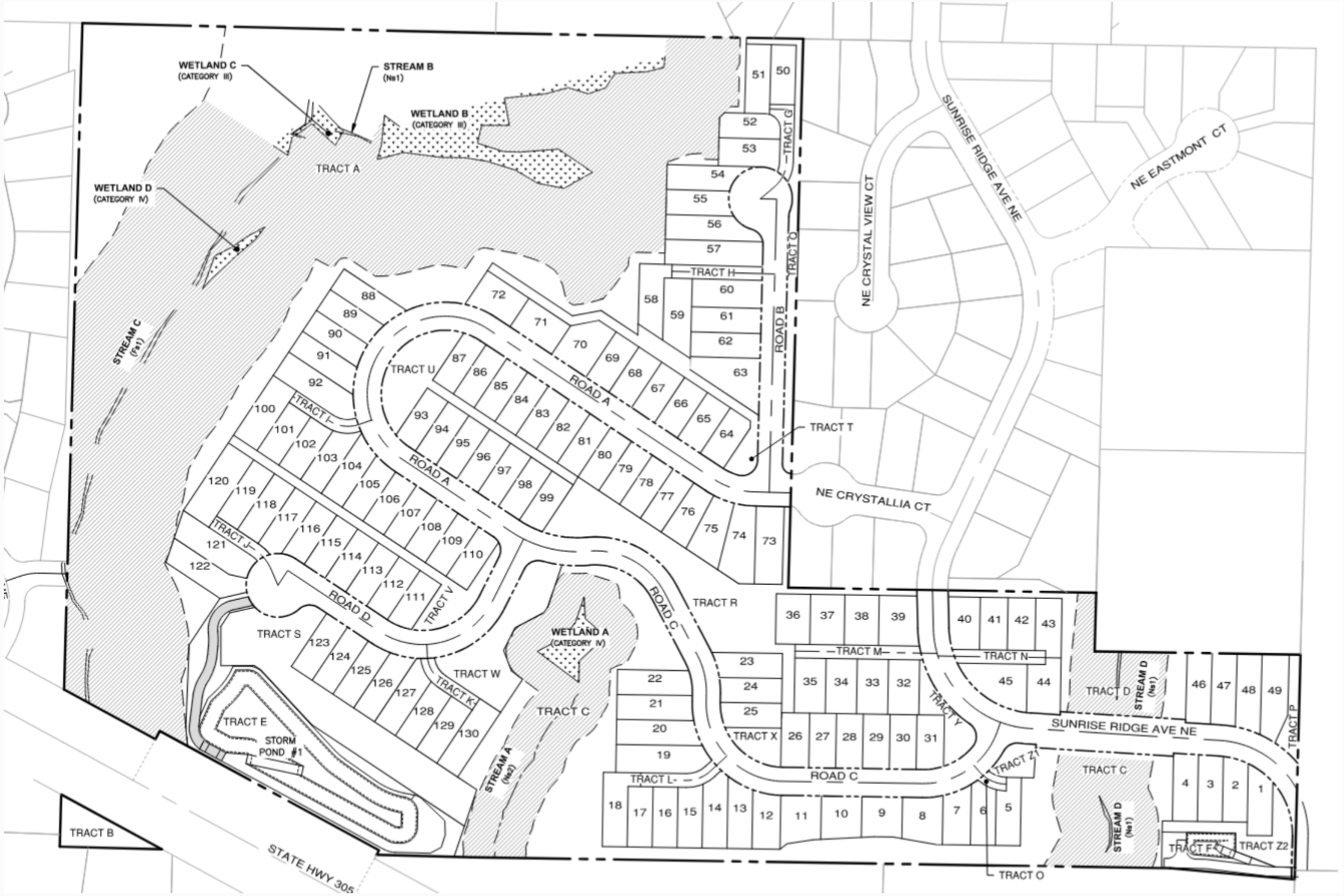
Staff Recommendation

The Planning and Economic Development Department recommends **approval with conditions** of the Pinnacle at Liberty Bay Planned Residential Development, Preliminary Subdivision, and Critical Area Review, Planning File P-06-20-25-03.

Recommended Motion

I move that the Planning Commission recommend approval with conditions**, as modified**, to the Hearing Examiner of the Pinnacle at Liberty Bay Planned Residential Development, Preliminary Subdivision, and Critical Area Review, Planning File P-06-20-25-03, based on the findings and subject to the Conditions of Approval contained in the November 10, 2026, Staff Report, and authorize the Chairperson to sign the Planning Commission Findings of Fact, Conclusions, and Recommendation.

Site Plan



WETLAND C (CATEGORY III)
STREAM B (Ns1)
WETLAND B (CATEGORY III)
TRACT A
WETLAND D (CATEGORY IV)
STREAM C (Fs1)
TRACT G
TRACT O
TRACT H
ROAD B
NE CRYSTAL VIEW CT
SUNRISE RIDGE AVE NE
NE EASTMONT CT
TRACT U
ROAD A
TRACT I
TRACT T
NE CRYSTALLIA CT
TRACT J
ROAD D
TRACT V
TRACT R
ROAD C
TRACT S
WETLAND A (CATEGORY IV)
TRACT W
TRACT K
TRACT C
TRACT E
STORM POND #1
STREAM A (Ns2)
TRACT M
TRACT N
TRACT D
STREAM D (Ns1)
TRACT Y
TRACT X
TRACT L
TRACT Z1
TRACT P
TRACT F
TRACT Z2
TRACT B
STATE HWY 305