



INTRODUCTION

SERVICE DISTRICT PLAN

Fauquier County Board of Supervisors
Adopted February 8, 2018

The central section of the page features a dark blue background. On the left is the official seal of Fauquier County, Virginia, which depicts an eagle with its wings spread, perched on a globe, with a building in the background. The seal is circular with the text "FAUQUIER COUNTY" at the top, "1759" in the center, and "VIRGINIA" at the bottom. To the right of the seal, the title "INTRODUCTION" is written in large, white, bold, sans-serif capital letters, followed by "SERVICE DISTRICT PLAN" in a smaller, white, sans-serif font. Below the title, the text "Fauquier County Board of Supervisors" is written in white, with "Adopted February 8, 2018" in a smaller, italicized white font underneath.

Introduction **4**
 Land Use Plans – General Information **4**
 Service Districts **4**
Plan Implementation **9**
 Other Planning Facilities **11**
 Service District Plans **12**

Introduction

The preceding chapters have provided background information on the physical characteristics of the County and its demographics. This information helps to explain the foundation upon which the goals and policies in the first chapter were formulated. These goals are the result of a merger between public policy and enlightened owner self-interest; that is, the realization by County government and residents alike of the need to retain the natural beauty of the County for public and private good while accommodating growth. Chapters 6, 7, 8, 9, and 10 translate the Vision, Guiding Principles and Policies of Chapter 1 into Goals, Objectives and Implementation Actions to realize the County's Vision.

Land Use Plans – General Information

In developing the following land use plans, and their supporting fiscal, transportation, and public facility/utility plans, it has been accepted as given that:

1. The County has a variety of physiographies each with attributes worth preserving, sensitivities to development, and, notably, areas suitable to some type of development; and that,
2. Areas suitable for development should be delineated and planned according to general County need, ability to provide services, and the character of the area; and that,
3. Development that burdens the taxpayer and is destructive to the environment and/or character of the County should be minimized.

For the purpose of developing land use plans, the County is divided into three categories: service districts (Chapter 6), villages (Chapter 7), and rural areas (Chapter 8). Areas designated as service districts are designed to accommodate the highest density residential, commercial, and industrial uses in the County. Service districts are either currently served with public utilities or planned for the future provision of some type of public utilities in the form of public sewer, water or both. Village designations have limited and smaller scaled mixtures of residential, commercial, and service land uses.

Over 90 percent of the County, characterized by agricultural uses, open space, wooded tracts, and mountains, is designated as rural area. It is divided for the purpose of zoning into the Rural Agricultural (RA) and the Rural Conservation (RC) districts. The RA land consists predominantly of open agricultural lands; the RC land contains predominantly the wooded mountain and steep slope areas. Both zoning district categories are intended for agricultural or agriculturally related uses. Zoning regulations establish standards that discourage and limit residential development to very low densities not intended to conflict with the agricultural and forestal uses or the environmentally sensitive areas of the County.

Service Districts

Introduction

Since 1967, the underpinning of the Fauquier County planning goal is to concentrate and guide growth into Service Districts. Service Districts are the County's urban growth areas with more intensive use and density. In order to support and promote growth, adequate public facilities and infrastructure, including public water and sewer, have been planned for the service districts.

Where economic, physical or environmental considerations make the provision of all public services infeasible, portions of service districts may be designated to receive only one type of public utility. Those portions of the service district that are not planned for public utilities are designated as “non-sewered” or “non-watered” growth areas. While still part of the overall service district, these areas may be planned for substantially lower densities than the rest of the service district, but more than that in the agricultural areas of the County.

Through the service district concept, County policies and goals of protecting and promoting traditional agricultural uses, rural lifestyles, historic sites and areas, unique open spaces, and preserving the environment can be realized. By concentrating the majority of population growth and non-agricultural industrial and commercial uses in service districts, the County is able to promote other planning goals designed to protect the rural areas from unplanned and destructive growth and also provide public services in a more efficient and cost effective manner.

The County has eight Service Districts. The Service Districts include: Bealeton, Catlett, Marshall, Midland, New Baltimore, Opal, Remington (includes the Town of Remington) and Warrenton (includes the Town of Warrenton). Portions of these districts are currently served or planned to be served, with public sewer and water and have a range of existing or planned public facilities (e.g., fire and rescue, library, parks, schools) associated with smaller town scaled development. There is a range of scale of planned development from the primarily non-residentially focused districts of Opal and Midland, to a village-scale mix of uses in Catlett, up to the more intensely planned remaining districts. The desired scale and mix of development is described in more detail in each individual Service District’s plan.

The incorporated town of The Plains functions as a Service District within its corporate boundaries as an area intended for more intense growth and development than the surrounding rural lands. Portions of Warrenton, Bealeton, New Baltimore and Remington are currently served by public water and sewer, and Opal is served by public sewer while public water service is under development. Marshall is served by a public sewer and has a public water system that was made public after the Fauquier County Water and Sanitation Authority purchased it from Marshall Water. Catlett is served by public water and construction on public sewer is scheduled to start in 2018. Midland has limited public sewer serving the airport, but infrastructure improvements planning is underway to provide public water and a sewer connection to the Remington Wastewater Treatment Plant.

The Village Service Districts are Catlett, and Midland. Public facilities and services are expected to be limited due to the planned village scale and build-out population, resulting in a maximum population much smaller than those found within most of the Service Districts. Catlett is currently served by public water but not sewer. Midland, with the exception of limited public sewer serving the airport, presently has no public sewer and water services. Community growth in Catlett is severely limited by the Occoquan Watershed Sewer Policy and state wastewater treatment, discharge and permitting requirements. There are a significant number of existing businesses and homes with failing drainfields needing limited public sewer service, as outlined within their discrete plan sections. Midland is located in the Occoquan and Rappahannock Watersheds, and faces similar public wastewater treatment constraints.

Urban Development Areas

Section 15.2-2223.1 of the Code of Virginia allows the County to designate Urban Development Areas (UDAs) sized to accommodate 10-20 years of projected growth in the County. With the goal of improving

coordination between transportation planning and land use, UDAs are areas where higher density development is appropriate due to the availability of public water and sewer, proximity to transportation facilities and adjacency to other developed areas. Formerly required by the Code, UDAs are now optional, however, their adoption to promote this coordination is rewarded by increased access to State transportation funding through preferential grant award scoring for projects within or serving designated UDAs. The Code identifies UDAs are for compact, mixed use development, and may have residential densities of at least 4 units per developable acre for single-family, 8 units/acre for townhouses and 12 units/acre for multi-family, and commercial development at a minimum 0.4 FAR (floor area ratio).

By channeling growth and development into denser settlements and maximizing the efficiency of the public infrastructure, the County's Service District concept is analogous to the State's UDAs. However, the service districts' land use plans recommend a variety of densities depending on the district, and, importantly, envision a scale and pattern of development reflective of the Virginia Piedmont. Not all areas within all Service Districts would be appropriate for a higher intensity urban development, especially those with a lower density pattern of development or similar conflicting land use goals. The designation of Urban Development Areas is consistent with the land use plans for the town center core area of the Bealeton Service District, the downtown core (Main Street and Salem Avenue) of the Marshall Service District and the Arrington project in the Warrenton Service District. Land uses within these three areas include mixed-use neighborhoods and a mix of housing types. The specific boundaries of the designated UDAs are shown on the Land Use Plan for the Bealeton Service District (See Figure BE-1), on the Neighborhood Plan for the Marshall Service District (See Figure MA-9) and the Land Use Plan for the Warrenton Service District (See Figure 6-WA-1). Mixed use development and infill development at or above required densities and in an amount to accommodate a minimum of the County's 10-year population growth, but no more than 20 years projected growth, are provided within these designated UDAs. However, in implementation, densities and intensities for individual parcels or groups of parcels may be higher or lower than the general standards noted in the prior paragraph, as long as they are met in some combination within the UDA areas as a whole.

The service district plans for Bealeton, Marshall and Warrenton provide specific guidance for traditional town design standards applicable to the designated UDAs. Generally, these design principles include strong pedestrian scale and orientation in building design and layout, connectivity of streets and pedestrian facilities, positioning of multi-story buildings to create a defined streetscape, parks and civic spaces, as well as other standards to promote and reinforce the traditional town concept, providing a sense of place for the community. It is important that Fauquier's rural land plan be considered a vital ingredient of the UDA designations, as concurrent rural land and farmland preservation is integral to the success of such growth management approaches.

Service Districts: Phase 1, Phase 2, and Phase 3 Areas

The County and the Water and Sanitation Authority (WSA) have undertaken studies to address the provision of water and sewer to the Service Districts. The County monitors population projections, and amends the Service District plans, including phasing, as appropriate. To facilitate the provision of water and sewer services it may be appropriate to redistribute densities within certain areas of the Service Districts. Cost-effective provision of water or sewer may not always be possible, and that could require the re-designation or planning of the affected service district.

It is not intended that the phasing provisions preclude the extension of public water and sewer to correct existing or potential health problems for dwellings, commercial or industrial buildings. Nor does this Plan intend to preclude the extension of public water and sewer to existing or planned governmental facilities that are near or adjacent to service districts.

Changes to Phasing Plans

Phasing areas are included in several district plans. There will almost certainly be a need to make adjustments to timelines and the phasing boundaries based on population growth patterns, as well as recommendations of the Master Water and Sewer Plan and other studies such as transportation assessments. Such changes in phasing areas and timelines should be deliberate decisions made by the Board of Supervisors.

The Board of Supervisors may approve changes to the service district phasing following review and recommendation by the Planning Commission and findings by the Board of Supervisors provided that:

1. The patterns of population growth and development within the service district are nearing build-out capacity; and
2. The expanded area is clearly justified and appropriate for that specific community; and
3. Existing public water and sewer capacity to support the changes are available or scheduled to be provided prior to development in the new area; and
4. Other infrastructure, including roads, is sufficient to accommodate development, is planned to be in place at the time of development, to be provided either by public or private funds or public private partnerships; and
5. The proposed amendment is consistent with the orderly development of the service districts.

Residential rezoning and subdivision applications that meet Comprehensive Plan guidelines and Zoning and Subdivision regulations still present challenges to school capacity. The County has a comprehensive, five-year Capital Improvements Programming (CIP) process, and education and school costs dominate that program. Hence, applicants are expected to provide an acceptable phasing program for any residential rezoning consistent with school seat capacities or planned expansions. The County needs to determine if there are design and density incentives that can be included within the Subdivision and Zoning Ordinances that would encourage developers of by-right subdivisions to phase their projects to make them compatible with existing and planned public facilities and roadway expansions.

Additions to the Service District

Any proposed addition to a service district shall require a Comprehensive Plan amendment. In considering such amendments, the Planning Commission and the Board of Supervisors should examine such factors as: (a) the justification for the proposed expansion of the community; (b) the availability of water and sewer and other infrastructure such as fire and rescue facilities, schools and roads; (c) the fiscal and communitywide impacts of the addition; and (d) the consistency of the proposed expansion with the orderly development of the service district.

Determining Service District Area and Land Use

Another objective of the service district planning concept is to provide sufficient quantities of undeveloped land, either zoned or with the potential for residential development. The service districts should also provide sufficient land for future commercial and industrial growth and for public facilities such as schools, roads, and parks.

A good land use plan should include a mix of residential densities to provide for a variety of residential needs (e.g., single family detached, townhouses, and apartments) and for efficient delivery of services. Equally important and somewhat more complex is the need for community design that reduces dependency on the automobile. This can be as a result of considered school and employment locations relative to residential development. Finally, the plan should provide modest room for service district growth and redevelopment.

Population is a determining element in planning areas. Fauquier County has used a methodology that first converts population projections to dwelling units, and uses the resulting number to determine the planned land area. In a number of service districts, total land planned for residential development exceeds that required to accommodate projected population. Where this over-planning exists it is the result of specific factors in the service district, such as the amount of existing development. It is possible to calculate from the area planned for development theoretical yields of dwelling units.

Land use mix and densities are also important elements of the service district plans. The service district plans include a range of residential densities that include low density (single family detached homes at a density of 1-3 dwelling units per acre), medium density (typically townhouses at a density of 4-6 dwelling units per acre) and high density (garden apartments or low-rise apartments at a density range of 7-20 dwelling units per acre). There are also provisions for a Planned Residential Development (PRD), Planned Development Mixed Use (PDMU) and Mixed Use Bealeton (MU-Bealeton) zoning districts within the Fauquier County Zoning Ordinance. Each are mixed use districts allowing a variety of residential units and densities and commercial uses (including offices) as part of the development.

Any PRD, PDMU or MU-Bealeton zoning application proposal may also need an amendment to the Comprehensive Plan justifying its fit within the designated community, demonstrating that it provides for its public facilities and infrastructure requirements, and meeting other established standards contained both within the Comprehensive Plan and Zoning Ordinance. The Plan provides for Planned Industrial Districts which would allow a mix of offices, warehouses, and light industrial uses, and Planned Commercial/Industrial Districts which would allow a mix of retail uses, offices, and light industrial uses.

The residential densities in this Plan utilize a similar density range as the 1994 plan shown below. The one exception is the Planned Residential Development, which was removed as a category after its adoption into the Zoning Ordinance.

	1994 Plan	2000 Plan	Density Used (for Calculation Area)
Low	1-3	1-3	1
Medium	4-6	4-6	4
High	7-20	7-10	7
Planned Residential	3-6	None specified	0

These density ranges are intended to:

1. Promote more efficient utilization of land;
2. Promote more affordable and diverse housing for all housing types;
3. Support more efficient and cost-effective use of public utilities;
4. Provide more flexibility for impact fees, adequate public facilities and programs (if authorized by State enabling legislation);
5. Provide sufficient density to enable the implementation of limited Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR); and
6. Provide development incentives that will be economical and at the same time foster development patterns that result in desirable communities with a sense of place and community.

The residential build-out estimates resulting from the Service District land use plans and incorporated towns are summarized in the table below.

In-Fill Development

In considering in-fill development within such service districts, the Planning Commission and the Board of Supervisors should consider the following: 1) in-fill development effects on adjacent properties; 2) methods in which the in-fill development may be buffered to alleviate interface problems with less dense parcels; 3) consistency with this Plan; and 4) whether such development is occurring in a consistent, orderly manner such that in-fill development at higher densities than already exist in the area occurs in a natural progression (i.e., from a more central area of higher density to lower densities at the district’s perimeter boundary).

Plan Implementation

Implementation of the service district land use plans will require a commitment to also implement the County’s CIP. The CIP is designed to provide the required infrastructure for development in a timely and coordinated manner, and to provide appropriate land use control mechanisms to assure that development is coordinated with the infrastructure. Chapter 9 is devoted to infrastructure needs and should serve as a general guide for capital improvement programming.

Service District Build-Out Information

Service District	Towns	2010 Dwelling Totals	Dwelling Units/ Build-Out Totals
Bealeton		1,549	3,200
Cattlett		125	150
Marshall		578	2,762
Midland		94	341
New Baltimore		2,772	5,000
Opal		107	200

Remington		551	1,206*
Warrenton		1,292	2,300*
	Remington**	256	300
	The Plains**	105	150
	Warrenton**	3,966	4,215***
Total Dwelling Units		11,395	19,776

* Represents totals for the specified Service District, but excludes the incorporated portion of Remington and Warrenton. The latter is estimated separately.

** Incorporated Town 2000 data is based on the U.S. Census.

*** Based on the Town of Warrenton Comprehensive Plan.

The rezoning process should be utilized to ensure timely development, including phasing projects so demands on schools and other facility capacities are manageable. Rezoning should occur when the applicant can demonstrate how the proposed Zoning meets the intent of the Plan more effectively than the by-right Zoning.

The County should also consider providing incentives in the Service Districts to accomplish the development goals and objectives of the Plan. For example, density incentives could be granted for providing low and moderate income housing, development in a desired pattern such as traditional neighborhood design (TND), or for acquiring development rights for land that creates open space, parkland, and preservation areas in or near the affected service district community as designated within the Comprehensive Plan.

Residential applications are expected to be presented at the low end of each density range for the specified service district location. For example, in the plan designated residential locations where low density development is proposed (1-3 units per acre), any application above 1 dwelling unit per acre should justify those increases with the:

1. Provision of affordable housing (low/moderate income housing); and/or
2. Elimination of lot subdivision potential through easements (Purchase of Development Rights) on: (a) Rural Agricultural (RA) and Rural Conservation (RC) zoned properties generally located within the service district’s magisterial district; (b) property designated as parkland or marked as a hard open space edge along the service district boundary within the service district plan; or (c) a critical future transportation corridor designated by the Board of Supervisors needing protection from further development; and/or
3. Implementation of unique town-scaled designs consistent with the adopted service district plan; and/or
4. Other combinations other than cash/material contributions to the needs of the County.

Future Measures

These land use plans are intended to be general when indicating areas where specific types of zoning are appropriate. No attempt has been made to actually design the individual towns and communities. However, a master design plan is not a static document. It builds upon and improves the community as it exists in the moment and is subject to review and refinement.

Where a strong town character has been established, the community and the County can build on those attributes through expanded and enhanced street, building and general architectural design. In Fauquier County, planning will seek to foster towns by providing opportunities for parks, schools and other public facilities, all carefully linked through a pedestrian friendly transportation network, and a variety of retail and employment services and opportunities. County and community plans will be the result of coordinated efforts among existing residents, local officials, and a wide spectrum of professionals including architects, landscape architects, developers, and planners.

Transfer of Development Rights

Transfer of Development Rights (TDR) was authorized by state enabling legislation in 2006. As the County has not adopted a TDR program consistent with the Code of Virginia, the County, as an adjunct study, should set its priorities for desired open space both as to what types of lands (i.e., water supply sheds, prime agricultural areas, steep slopes, dominant terrain and exceptional viewsheds, areas of unique flora and fauna, and historic areas), where they are located, to where they may be transferred, and the density increase given per acre for each type.

All revised service district plans have open space, parkland, school sites and other associated town or village aspects which set the unique character of that community. One important and active principle is the development of a clear, hard edge of open space and parkland at the perimeter of the districts. An example of that principle's implementation is represented in the Warrenton Service District with the 850+ acre St. Leonard's Farm. Here the approved rezoning application resulted in 41 lots being clustered, or approximately 80 percent of the overall property "by right density" in one location, while leaving 800 acres of the remaining property in a recorded conservation easement. The rezoning resulted in no overall net increase in density. The planned clustered lots are effectively served through public water and sewer, while a valued open space gateway into the Town of Warrenton was preserved. Other districts have similar opportunities through easements and the Purchase of Development Rights Program.

Other Planning Facilities

Water and Sewer

The availability of public utilities (central water and sewer) is critical to the identification of an area as a service district. Without water and sewer, service districts can exist only as villages with low density residential development and limited types of commercial and industrial development.

When planning for public water and sewer, the Occoquan Policy must be taken into consideration. Adopted by the State Water Control Board in 1971, the Occoquan Policy protects the Occoquan Reservoir, a major water supply for Northern Virginia. Over one third of Fauquier County's land area contributes to that watershed and thus falls under the policy's regulations. Five of the eight County service districts are either wholly or partially contained within the Occoquan watershed. New Baltimore and Catlett are entirely within the watershed; Midland, Opal, and the Warrenton service districts are partially within the Occoquan watershed. The Occoquan Policy regulates sewage treatment facilities that discharge within the watershed and new plants that must treat effluent at the highest level that technology now permits.

Transportation Planning

Transportation plans for each of the service districts detail improvements to existing roads necessitated by growth and propose new roads. Alignments for the proposed new roads are shown as dashed lines on the various transportation plans, and are general in nature. These plans will provide the necessary framework for right-of-way acquisition and construction in conjunction with the development process.

There are three major inter-service district arterials which must be carefully planned so that they will continue to function effectively as through-traffic movers. These are U.S. 15/29, Route 17, and Route 28. U.S. 15/29 and Route 17, due to their linkages with I-66, I-81 and I-95, experience the mixing of significant local and regional automobile and truck traffic moving through the Washington Metropolitan Area. There are legs of U.S. 15/29 from the Prince William County line to the Opal Service District where daily traffic volumes in 2013 are exceeding 45,000. The pressures are becoming critical, with the limited availability of existing rights-of-way and funding constraints, to: (1) enforce limitations on the number of new development entrances; (2) close dangerous median crossings; and (3) implement more aggressive and coordinated efforts for expanded turn lanes, service roads, traffic signalization, and traffic calming designs.

In the Catlett and Midland service districts, a major constraint to further development is Route 28 itself. This state primary road's capacity is already stressed by existing traffic loads. It is imperative that the future location and configuration of Route 28 be planned so that, along with the development of these Service Districts, it will continue to function effectively as an arterial highway and at the same time complement the planned communities by providing access. The Service District Plans for these communities have proposed safety improvements to key intersections along Route 28. Those improvements are proposed to alleviate some of the existing volume issues over the next 10-15 years. Any improvements or changes to Route 28 also must consider the historic areas for these communities. As of 2015, 22 towns and villages have been listed on the Virginia Landmarks and National Registers.

On a comprehensive transportation planning level, the County has consistently expressed that the Service Districts will be where our more compact and traditional town or village scale residential densities and business development will occur. This Chapter presents both land use plans and specific transportation elements which portray that Fauquier County vision in more detail. Here such growth can be more effectively served through public facilities, services and utilities, be provided an interconnected public street network (including multi-purpose paths and sidewalks), and be more effectively connected to open spaces, parks, schools and other key public facilities and services. These communities will need a far more improved and linked street network to provide the balanced distribution of vehicle trips, options for future public transit, and pedestrian accommodation envisioned.

Service District Plans

The following are plans for the eight Service Districts (Bealeton, Catlett, Marshall, Midland, New Baltimore, Opal, Remington and Warrenton). Presented in alphabetical order, each district plan provides its boundaries and key features, such as floodplain, parks, roads, schools, streams and railway lines. Planned uses and densities are identified by a legend shown on each Service District Plan, and/or are described within the subsequent text.