

## **Department of Community Development Staff Report**

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**REQUEST:** COMA-16-004693 – Comprehensive Plan Amendment – Update Chapter 6 – Catlett and Calverton Service Districts

**DATE:** August 18, 2016

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The ability of the Catlett and Calverton Service Districts to develop and thrive is inextricably tied up in their ability to be served by public sewer. Poor soils have led to a number of existing drainfields failing, and for new ones not to be viable. This has essentially prevented any development within the Districts to support the adopted vision for them as lively village communities. The Board is presently exploring three different options for sewer provision: a private/public partnership with Northwest Cascade for a decentralized system that would serve Catlett and Calverton only with a capacity cap of 308 equivalent dwelling units (EDUs), or 80,000 gpd; a force main sewer line that would tie into the proposed expansion of the sewer lines to the Airport and Midland Service District and ultimately be treated at the Remington Wastewater Treatment Plant with a to-be-determined, but constrained, capacity; and a gravity fed sewer line that would also tie into the proposed expansion and ultimately be treated in Remington that too would have a constrained capacity.

There is no certainty regarding any of the options, but what they do all have in common is a capacity smaller than what was proposed in the 2009 draft. The 2009 draft at ultimate build-out would have a sewage demand of 1,350,000 – 2,000,000 gpd. Even as the draft was being developed, it was recognized that this number was too high, and it was recommended that land use designations and service district boundaries be adjusted to support 150,000 gpd for each service district. Ultimately that was not done as the citizens contributing to the plan were optimistic that technological advances would allow for larger capacities. The Planning Commission ultimately did recommend some contraction, but that was only to reach the 1,350,000-2,000,000 gpd figures listed above. The Staff report and full draft plans have been included for your consideration.

The 308 EDU/80,000 gpd figure was reached by looking at the existing structures within the two Service Districts and allowing for approximately 20% additional infill development. The primary purpose of this proposal was to address the existing failed systems within the area. It is not sufficient to support the identified land uses within the Plans today or proposed in 2009.

As the County moved forward with the Northwest Cascade proposal in 2014-2016, there was a mixed response from the property owners within the two Service Districts as far as their willingness to commit to sign up for sewer service and the costs associated with it. As a result of this, the Board of Supervisors (BOS) extended an invitation to property owners on the periphery of the districts to apply to withdraw from the districts, recognizing that they would also be down-zoned to Rural Agriculture (RA) if they were not already so zoned. The window for these applications to be received closed on February 1, 2016. When the 50 parcels for which applications had been received were mapped, there appeared to be some similarities to some of the reductions proposed within the 2009 draft.

In February 2016, the Fauquier County Planning Commission initiated an amendment to the Comprehensive Plan pertaining to the Catlett and Calverton Service Districts. This report represents a start to the dialogue as to the appropriate approach to take regarding the development of viable plans to best serve the communities of Catlett and Calverton. As noted above, the provision of public sewer is vital to the development of these plans and as the Board makes strides in reaching its decision of how best to provide the service to this portion of the County, so too will this analysis adjust to reflect that input.

Staff believes that there are three scenarios that should be analyzed in moving forward with this update. All have their strengths and weaknesses, but are important for consideration by the Commission as they deliberate on their desired approach. The first is to reexamine the 2009 draft. This is a well-crafted plan that contains significant citizen input and does begin to contract the two Service Districts. There would be support from some of the property owners that oppose the sewer and have requested to be removed from the Service Districts as it does remove some of those properties. Those who remain in, however, would likely protest their inclusion. Additionally, this draft still envisions significantly more growth than likely can be supported by whatever route the Board of Supervisors elects to go. Even if the ultimate solution is the provision of 150,000 gpd for the two districts, which is nearly twice what was proposed by Northwest Cascade, this still represents just a tenth of what is planned in the 2009 draft. It appears that the belief held at that time that technology and/or regulation changes would allow for significant sewer capacity will not be coming to fruition in the foreseeable future, and the plans should reflect an outcome that can reasonably be expected to occur. These plans can always be revisited in the future as the anticipated technological advances occur.

If we then accept that the 2009 draft is too large in its scope for what can reasonably be expected to be supported by sewer provision, we can look to more recent input for a different approach to examine. Looking at the withdrawal applications received by February 1, 2016, we can see that of the 50 parcels requesting removal, two are already located outside of the Service Districts and one is completely central to the Calverton Service District. The remaining 47 parcels could be excluded from the Service Districts with the addition of approximately 10 parcels that did not request removal. This would again help to contract the Service Districts, though not to the extent necessary to bring them into accord with the anticipated sewer capacity. There would be support from the owners of the 49 properties that would be outside of the Service Districts, though likely some opposition from the 10 properties also excluded as some of those have requested sewer service. There are options to work around this including the provision of sewer service to those properties through a grandfathering provision. Again, though, the key consideration is that this contraction still would leave the majority of the Service Districts intact and with land use designations that upon build-out, far exceed the anticipated sewer capacity. The planned vision would not be able to be realized.

If the BOS is intending to provide very limited sewer service to the Districts, significant down-planning of the Service Districts should take place. The 2009 plan has an ultimate sewer demand for 550,000 – 1,000,000 gpd for Catlett and 800,000 – 1,000,000 gpd for Calverton. These figures are simply no longer feasible and the Comprehensive Plan's land use should reflect this. The 2009 draft identifies a Phase I plan for 37,500 gpd per District and a Phase II plan with an additional 37,500 gpd per district. This total capacity of 150,000 gpd may be palatable to the BOS and the significant revisions to the 2009 draft to reflect this ultimate capacity can be initiated. The identified Phase I and II areas would provide a starting point, but it is important to note that there could be constrictions from even these reduced areas as these were simply identified to reflect the areas with the known failing systems, and not anticipated to represent enough

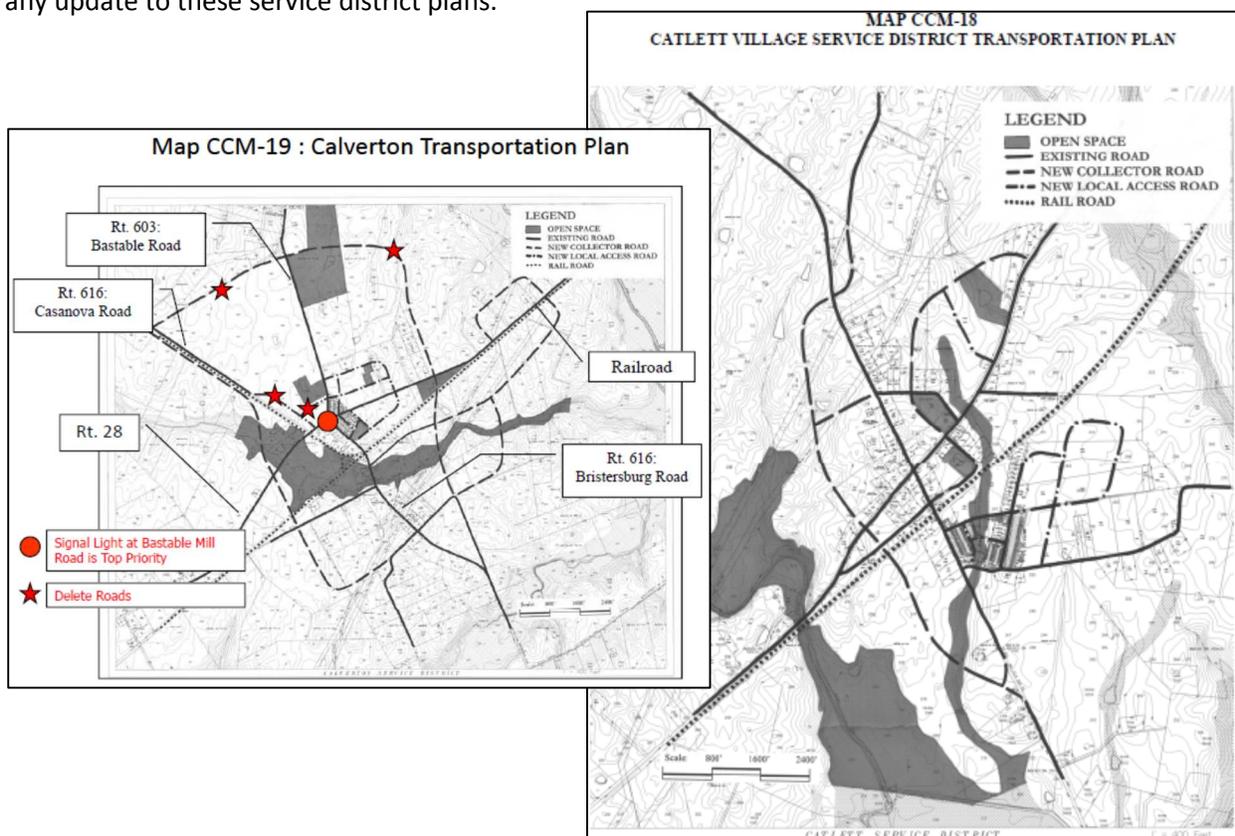
capacity to support full build-out of these areas. Working from the analysis performed for the Northwest Cascade approach, it can be assumed that approximately 64,000 gpd is necessary to help remediate existing systems. This would allow for approximately 86,000 gpd for planned future growth.

This could either be allocated within one or more denser areas, or the proposed land use densities and intensities could be significantly down-scaled to allow for sewer to be provided throughout the existing districts to properties needing it based on their existing uses, without significantly expanding the development potential.

Ultimately, a decision will need to be made based upon a combination of good planning practice and fiscal considerations of the cost of infrastructure, as to the future of Catlett and Calverton. Will they continue to be Service Districts, or will they be reduced to Villages? At this time, it appears that the most prudent approach is to embrace the Village Service District concept which represents areas of limited water and sewer service provision, but without the anticipated or permitted growth potential of the other Service Districts.

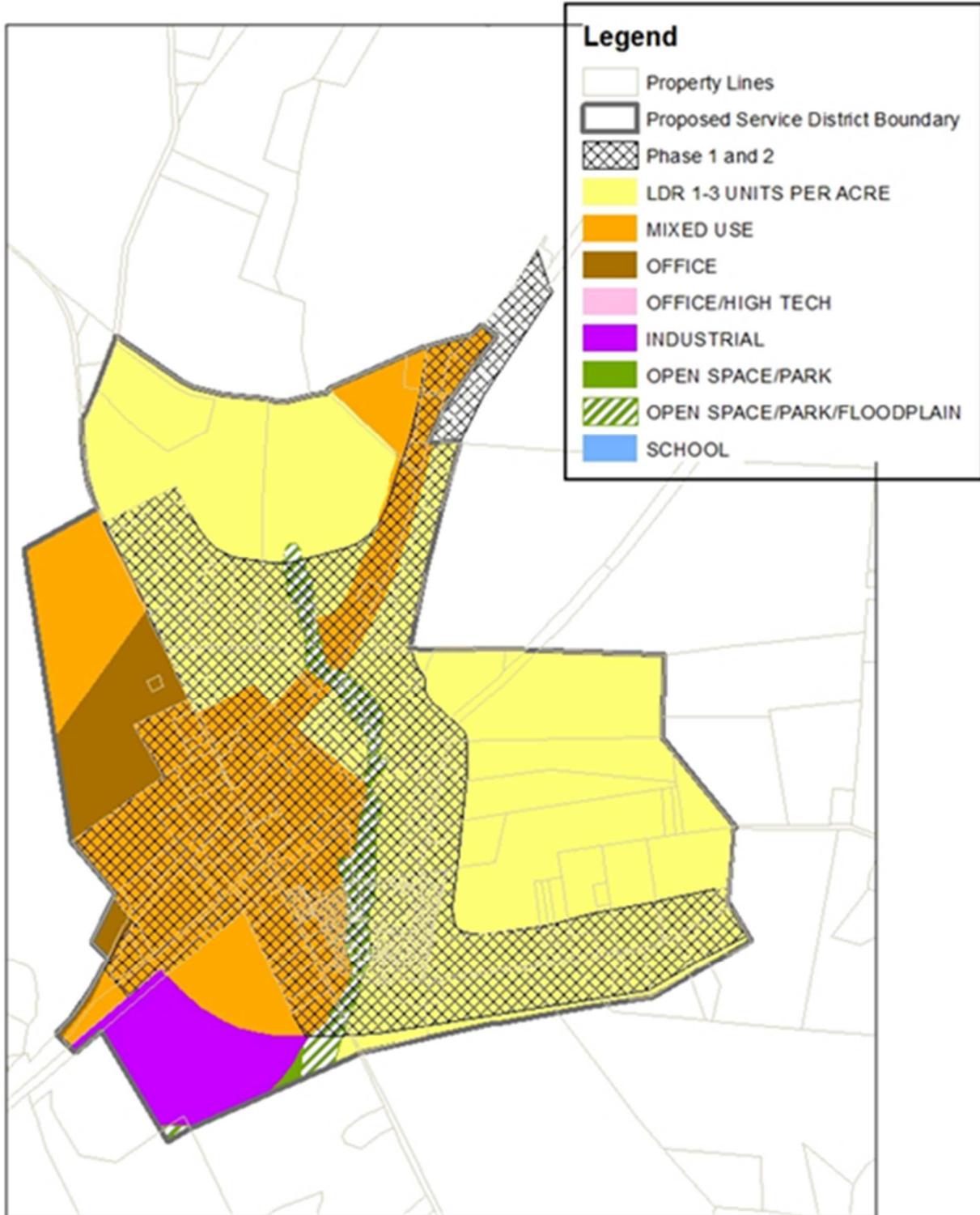
The other significant consideration of the 2009 draft are the transportation recommendations. The 2009 draft recommended a change from the adopted plan with regards to Route 28. It advocated that the road not be widened from two lanes to four. It also called for significant new collector and access roads to help alleviate the traffic volume on Route 28 (Maps are included for illustrative purposes but larger versions are available in the attached draft plan). These roads may no longer be feasible in light of changes in availability of funding for transportation infrastructure as well as the potential reduced scope that is envisioned for Catlett and Calverton.

Per Virginia State Code section 15.2-222.1, all comprehensive plans and updates thereof affecting transportation on state-controlled highways must be submitted to the Virginia Department of Transportation (VDOT) for their review and comment. VDOT has been an advocate for widening Route 28 based upon the volume of traffic on the road and will almost certainly take that position when reviewing any update to these service district plans.



MAPS – included as they have been cleaned up from 2009 draft

### Catlett - 2009 Proposal

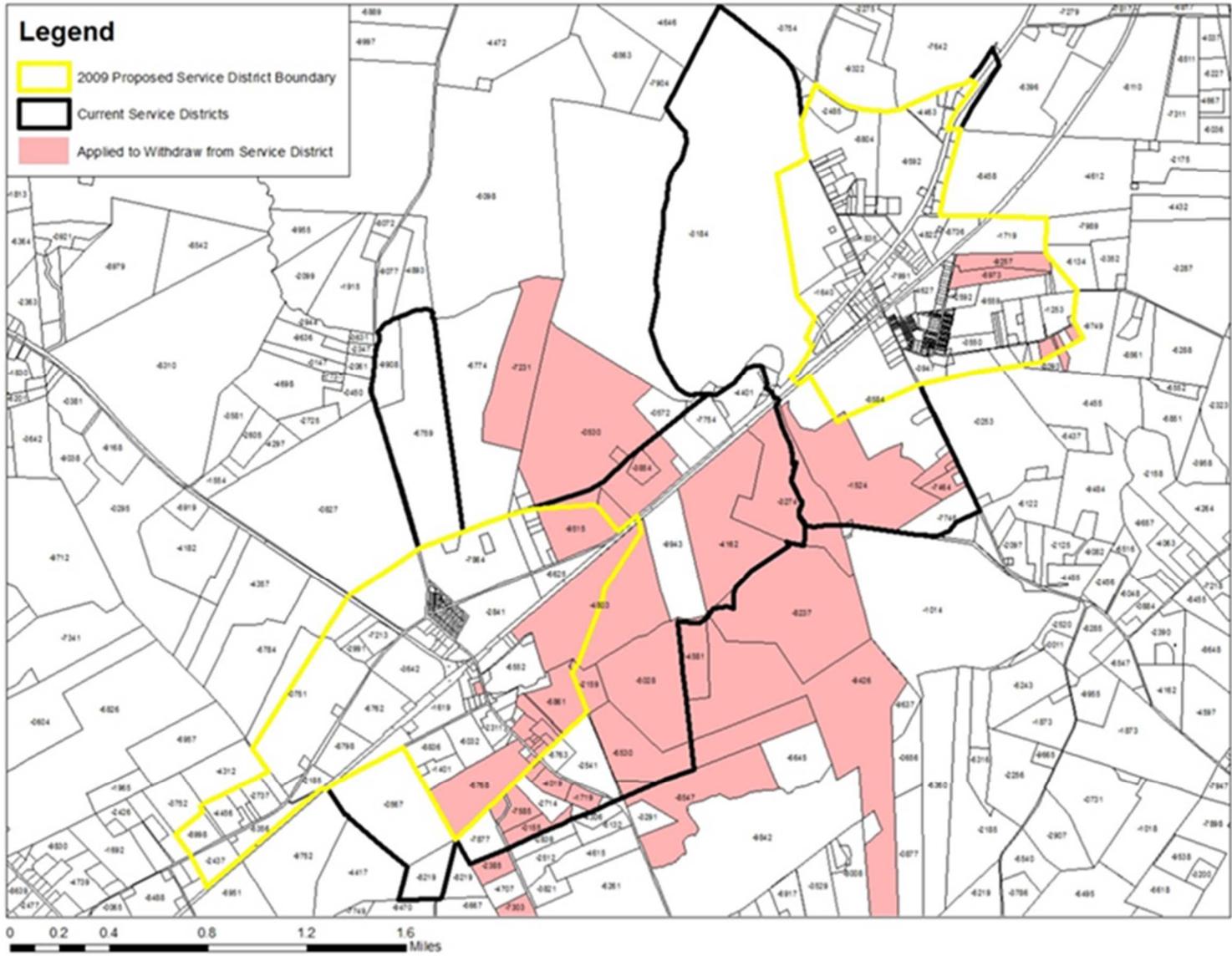


# Catlett - 2009 Proposal

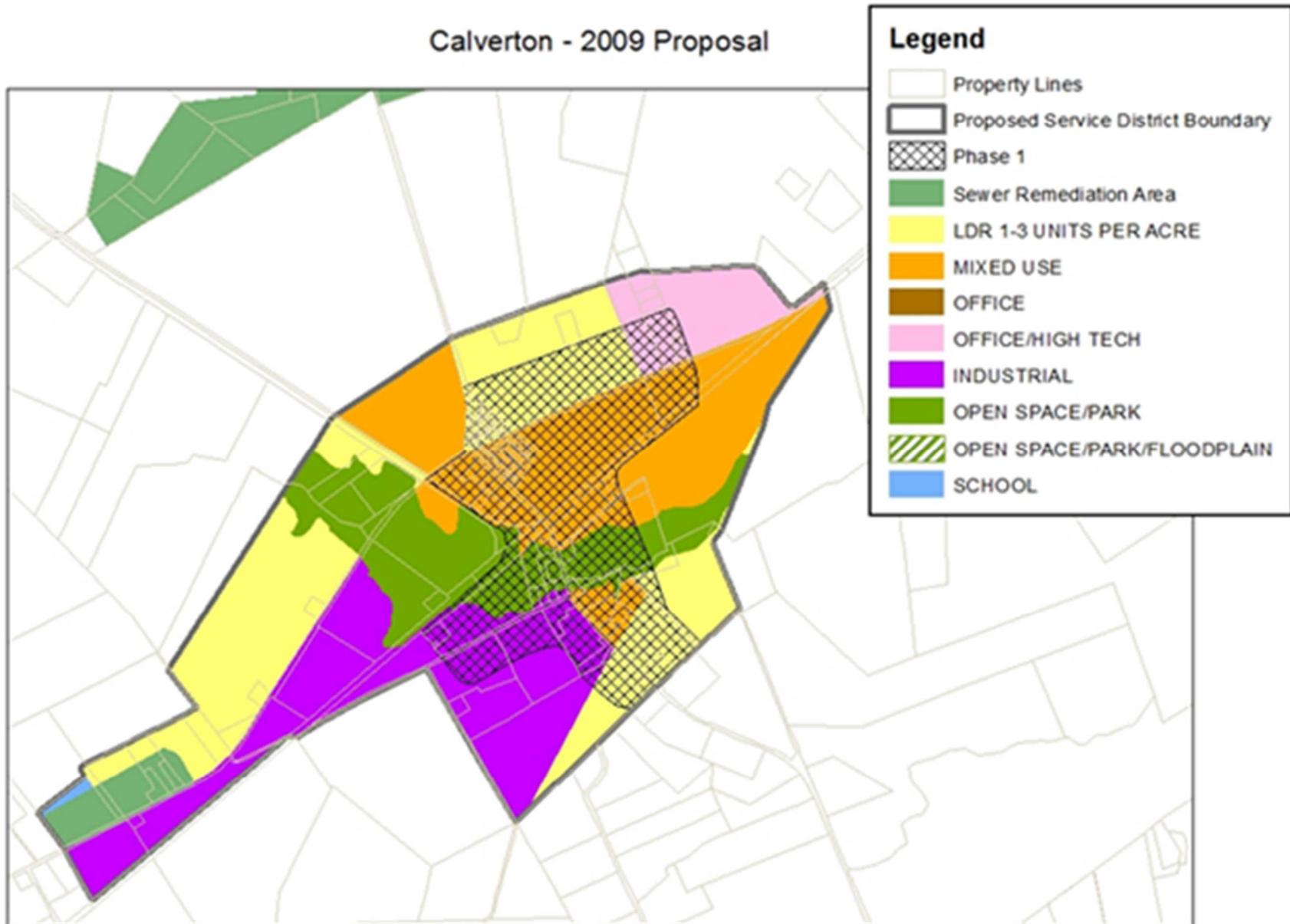




Catlett and Calverton Properties Applying For Sewer and Withdrawal From Service District



## Calverton - 2009 Proposal



## Calverton - 2009 Proposal

