



Craig S. Gerhart  
County Executive

## COUNTY OF PRINCE WILLIAM

OFFICE OF EXECUTIVE MANAGEMENT

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July 10, 2006

**TO:** Prince William Board of County Supervisors

**FROM:** Stephen K. Griffin, AICP  
Planning Director

**THRU:** Craig S. Gerhart  
County Executive

**RE:** Public Facility Review (PFR) #PLN2006-00641, Davis Ford Road Middle School  
**Coles Magisterial District**

#### **I. Background:**

- A. Request – This is an appeal of a Planning Commission action on a Public Facility Review (PFR) for a proposed  $\pm 135,309$  square-foot middle school that will serve approximately 1,233 students. The PFR request was found to be substantially inconsistent with the Comprehensive Plan by the Planning Commission. The applicant is the Prince William County School Board.
- B. Location – The proposed site is located at 5901 Davis Ford Road, near its intersection with River Forest Drive (see Attachment A - Area Maps). The property is identified on County maps as GPIN No. 7994-94-6606.
- C. Comprehensive Plan – The site is designated PL, Public Land on the Long-Range Land Use Map.
- D. Schools Plan – The Schools Chapter of the Comprehensive Plan indicates that there is a need for 3 new middle schools in the county by 2010.
- E. Zoning/Acreage – The site is zoned A-1, Agricultural, and is approximately 57 acres.
- F. Use Compatibility - Public facilities are appropriate in all zoning districts.

**II. Current Situation:**

- A. Planning Commission Determination – The Planning Commission made a finding of inconsistency of PFR #2006-00641, Davis Ford Road Middle School. Staff recommends a finding of consistency (see Attachment B - Staff Analysis).
  
- B. Board of County Supervisors Public Hearing – A Board of County Supervisors public hearing has been advertised for July 18, 2006 for this appeal.

**III. Issues:**

- A. Comprehensive Plan
  - 1. Long-Range Land Use Map – Is the proposed public facility consistent with those uses intended by the PL designation?
  - 2. Level of Service – How does the proposal address the Policy Guide for Monetary Contributions (effective June 1, 2004)?
  - 3. Transportation – Are there any impacts from the proposed use on the existing road and the surrounding transportation network?
  - 4. Environment – How does the proposal protect sensitive environmental resources, such as RPAs (Resource Protection Areas, steep slopes, sensitive soils, and existing animal and plant communities)?
  - 5. Schools – How does the proposal address the standards for facilities and level of service in the Schools Chapter?
  
- B. Community Input – Have members of the community raised any issues?
  
- C. Legal Uses of the Property – What uses are allowed on the property? How are legal issues resulting from the Board of County Supervisors' action to be addressed?
  
- D. Timing – When must the Board of County Supervisors take action on this application?

**IV. Alternatives** beginning with the staff recommendation are as follows:

A. Find the PFR consistent with the Comprehensive Plan.

1. Comprehensive Plan

- a. Long Range Land Use – The requested public facility is consistent with the PL designation of the site. This site had previously been designated PL for a sewer treatment plant that already exists on the site. Public schools are compatible uses with the adjacent residential uses planned SRR, Semi-Rural Residential.
- b. Level of Service – LOS contributions are not applicable for public facilities.
- c. Transportation – The PWC Public Schools has provided written commitments (shown in Attachment D) to provide transportation improvements, in order to defray level of service impacts. These improvements include commitments to construct left and right turn lanes along Davis Ford Road, the construction of a raised median, and to delay opening of the school until 8:30 a.m. to reduce impact on the morning peak drive period on Davis Ford Road. The applicant had performed a warrant study to evaluate the possibility of a traffic signal at the site's entrance on Davis Ford Road, but VDOT has determined that a traffic signal cannot be warranted. The applicant has committed to conduct another traffic study, to be submitted before final site plan approval, to show how the impacts of the proposed school can be successfully mitigated without the traffic signal. Final design of transportation improvements will be subject to VDOT review and approval at the time of site plan review.
- d. Environment – The applicant has provided 3 stormwater management ponds, and protected the areas containing RPAs. Intermittent streams are protected in part by additional plantings. Experts have verified that there is no area where small whorled pogonia is found on this site.
- e. Schools Chapter – This proposal will help the School Board meet the need for 3 middle schools by 2010 as shown in the Schools Chapter. The site is currently identified in the School CIP and meets the standards for site selection in the Schools Chapter of the Comprehensive Plan.

2. Community Input – The application has been transmitted to adjacent property owners within 200 feet of the proposed use. The Planning Office has received a number of comments from the community, indicating concerns about the impacts on Davis Ford Road and the environmental resources on the site. In addition, Fairfax County Water Authority has provided comments on the proposal, asking that all review agencies evaluate the impact of this proposal on the regional drinking water supply.
3. Legal Use of the Property – The proposed public facility could be constructed on the site. Legal issues resulting from Board action are appropriately addressed by the County Attorney's office.
4. Timing – A finding of consistency of this proposal on July 18, 2006 would meet the 60-day requirement established by state law for appeals of action by the Planning Commission on Public Facility Reviews. The 60 days are measured from the date of receipt of the applicant's written appeal. The appeal was received on May 25, 2006. The Board of County Supervisors must take action on this case on or before July 24, 2006.

B. Find the PFR inconsistent with the Comprehensive Plan.

1. Comprehensive Plan
  - a. Long-Range Land Use – The site will continue to be designated PL. The Service Authority has advised that it will be closing the existing use on the site. If the use is terminated and no replacement public use is proposed, the Service Authority could propose a sale of the property to a private user, subject to a Comprehensive Plan Amendment.
  - b. Level of Service – No implications.
  - c. Transportation – No implications.
  - d. Environment – No implications.
  - e. Schools Plan – The Prince William County School Board will be required to locate another site to construct a middle school. Such a school may not be ready for occupancy in order to meet the anticipated enrollment of area middle school students by 2009.

2. Community Input – The application has been transmitted to adjacent property owners within 200 feet of the proposed use. The Planning Office has received a number of comments from the community, indicating concerns about the impacts on Davis Ford Road and the environmental resources on the site. In addition, Fairfax County Water Authority notes that the Occoquan reservoir supplies nearly 40% of the water for Northern Virginia. This agency encourages that all agencies reviewing this proposal consider its impact on the regional drinking water supply.
3. Legal Uses of the Property – The site will remain zoned A-1, Agricultural. The proposed public facility could not be built. Legal issues are appropriately addressed by the County Attorney's Office.
4. Timing – A finding of inconsistency of this proposal on July 18, 2006 would meet the 60-day requirement established by state law for appeals of action by the Planning Commission on Public Facility Reviews. The 60 days are measured from the date of receipt of the applicant's written appeal. The appeal was received on May 25, 2006. The Board of County Supervisors must take action on this case on or before July 24, 2006.

V. **Recommendation** is that the Board of County Supervisors accept Alternative A, which finds the proposed location for the Davis Ford Road Middle School to be substantially consistent with the Comprehensive Plan.

Staff: Debrarae Karnes, 703-792-7373

Attachments

- A. Area Maps
- B. Staff Analysis
- C. Applicant's Letter of Appeal
- D. Applicant's Letter Committing to Improvements
- E. Public Facility Review Plan
- F. Drawing showing Proposed Raised Median
- G. Architectural Renderings of Site
- H. Planning Commission resolution

**MOTION:**

**July 18, 2006  
Regular Meeting  
Ord. No. 06-**

**SECOND:**

**RE: PUBLIC FACILITY REVIEW (PFR) #PLN2006-00641, DAVIS FORD ROAD MIDDLE SCHOOL – COLES MAGISTERIAL DISTRICT**

**ACTION:**

**WHEREAS**, this is an appeal of a Planning Commission action on a Public Facility Review, which determined that the proposed Davis Ford Road Middle School is substantially inconsistent with the Comprehensive Plan pursuant to Virginia Code Section 15.2-2232; and

**WHEREAS**, the site is located at 5901 Davis Ford Road near its intersection with River Forest Drive and is identified as GPIN No. 7994-94-6606; and

**WHEREAS**, the site is designated Public Land in the Comprehensive Plan; and

**WHEREAS**, staff has reviewed the subject application and recommends approval, as stated in the staff report; and

**WHEREAS**, the Prince William County Planning Commission heard this request at its public hearing on May 17, 2006, and determined that this proposal was substantially inconsistent with the Comprehensive Plan, as stated in Res. No. 06-082; and

**WHEREAS**, Virginia Code Section 15.2-2232 provides that the applicant may appeal an adverse decision to the Board of County Supervisors within 10 days of the Planning Commission's decision; and

**WHEREAS**, the Prince William County School Board timely filed a written appeal of this decision to the Board of County Supervisors on May 25, 2006; and

**WHEREAS**, a Board of County Supervisors' public hearing, duly advertised in a local newspaper for a period of two weeks, was held on July 18, 2006, and interested citizens were heard; and

**WHEREAS**, general welfare and good zoning practice are served by the approval of the application;

**NOW, THEREFORE, BE IT ORDAINED** that the Prince William Board of County Supervisors does hereby determine PFR#PLN2006-00641, Davis Ford Road Middle School to be substantially consistent with the Comprehensive Plan;

**BE IT FURTHER ORDAINED** that the Board of County Supervisors' approval and adoption of any conditions does not relieve the applicant and/or subsequent owners from compliance with the provisions of any applicable ordinances, regulations, or adopted standards.

**Votes:**

**Ayes:**

**Nays:**

**Absent from Vote:**

**Absent from Meeting:**

**For information:**

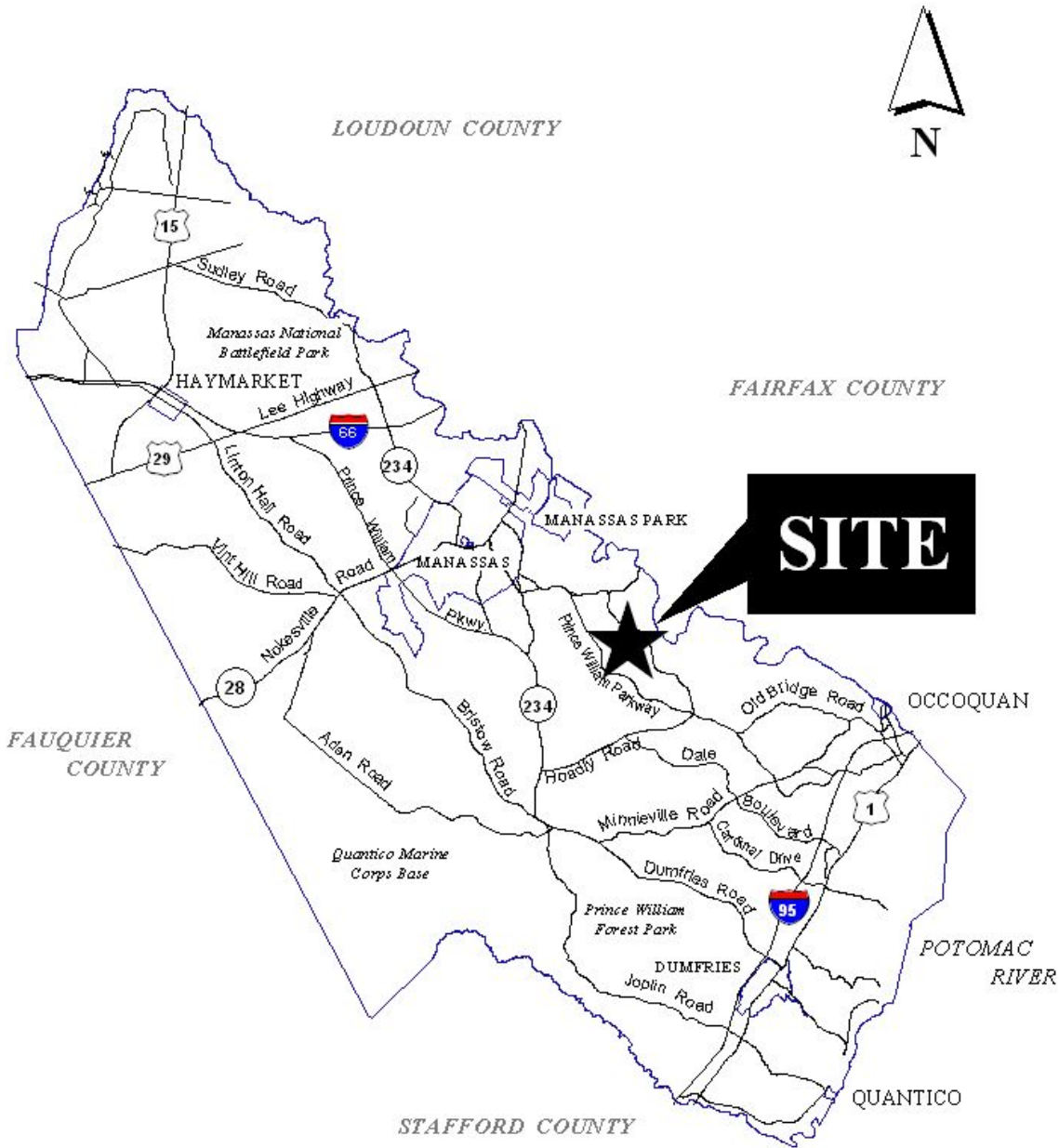
Planning Director

Maureen Hannan  
Prince William County Public Schools  
P.O. Box 389  
Manassas, Virginia 20108

**CERTIFIED COPY**\_\_\_\_\_

**Clerk to the Board**

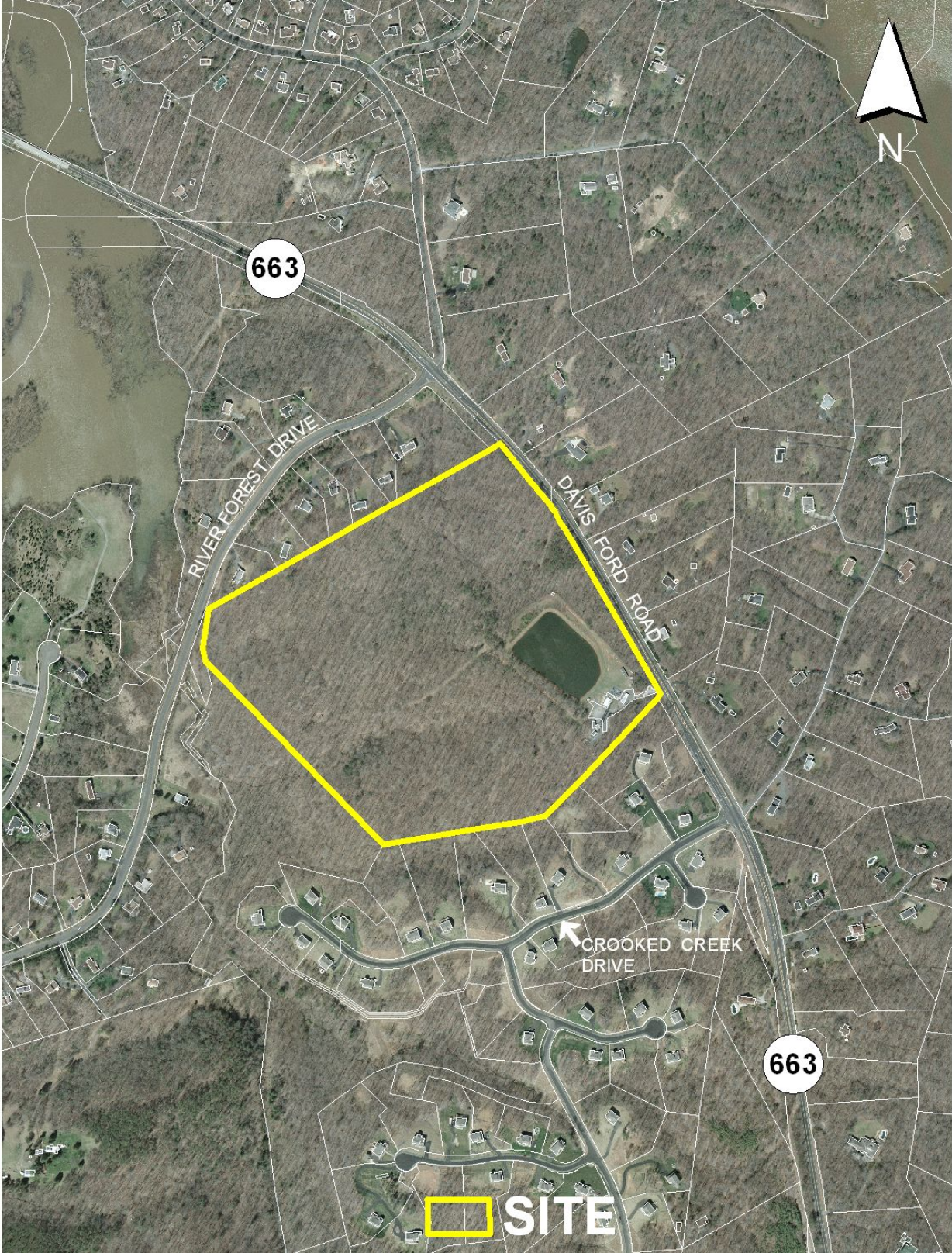
Attachment A – Maps  
VICINITY MAP



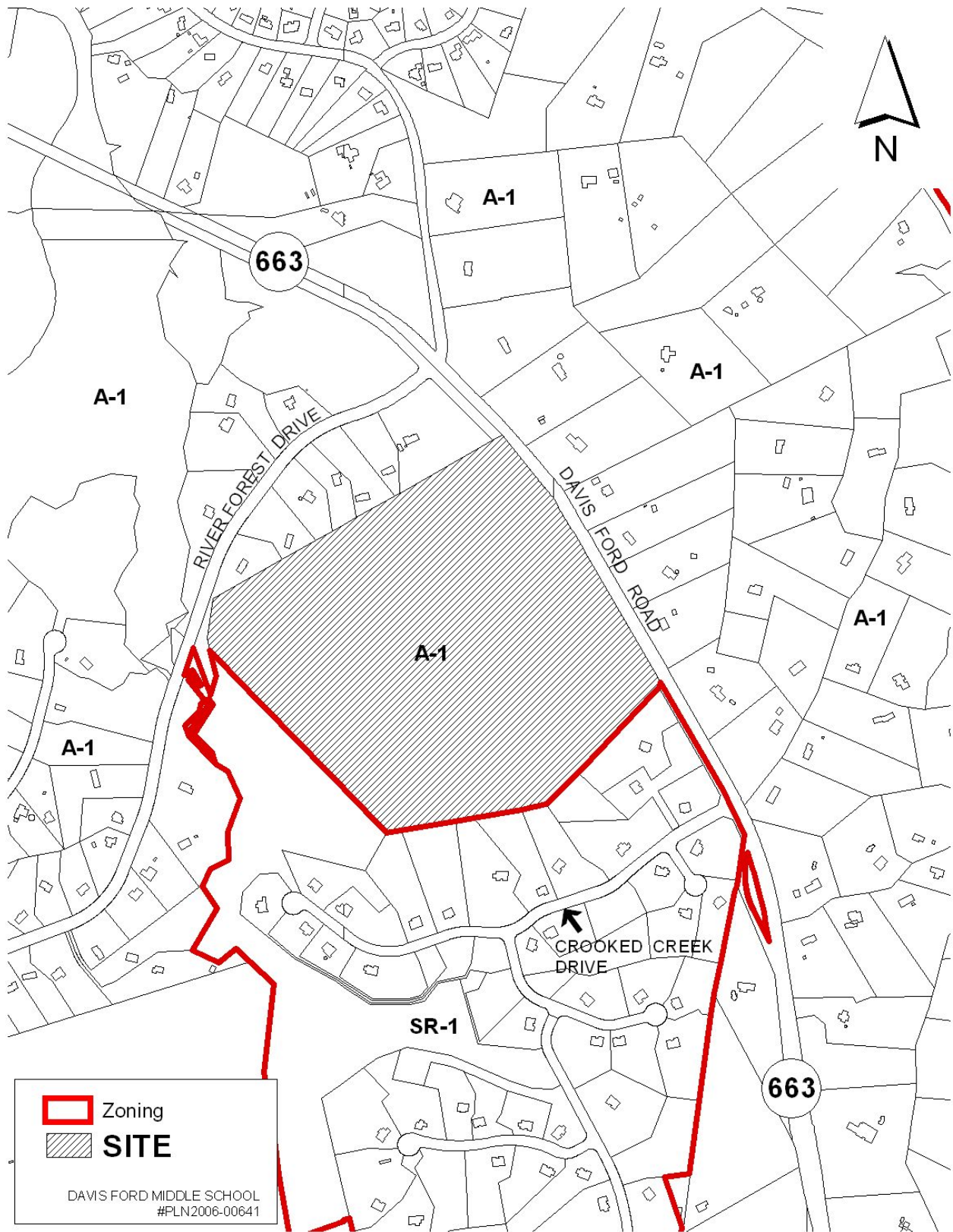
DAVIS FORD MIDDLE SCHOOL #PLN2006-00641



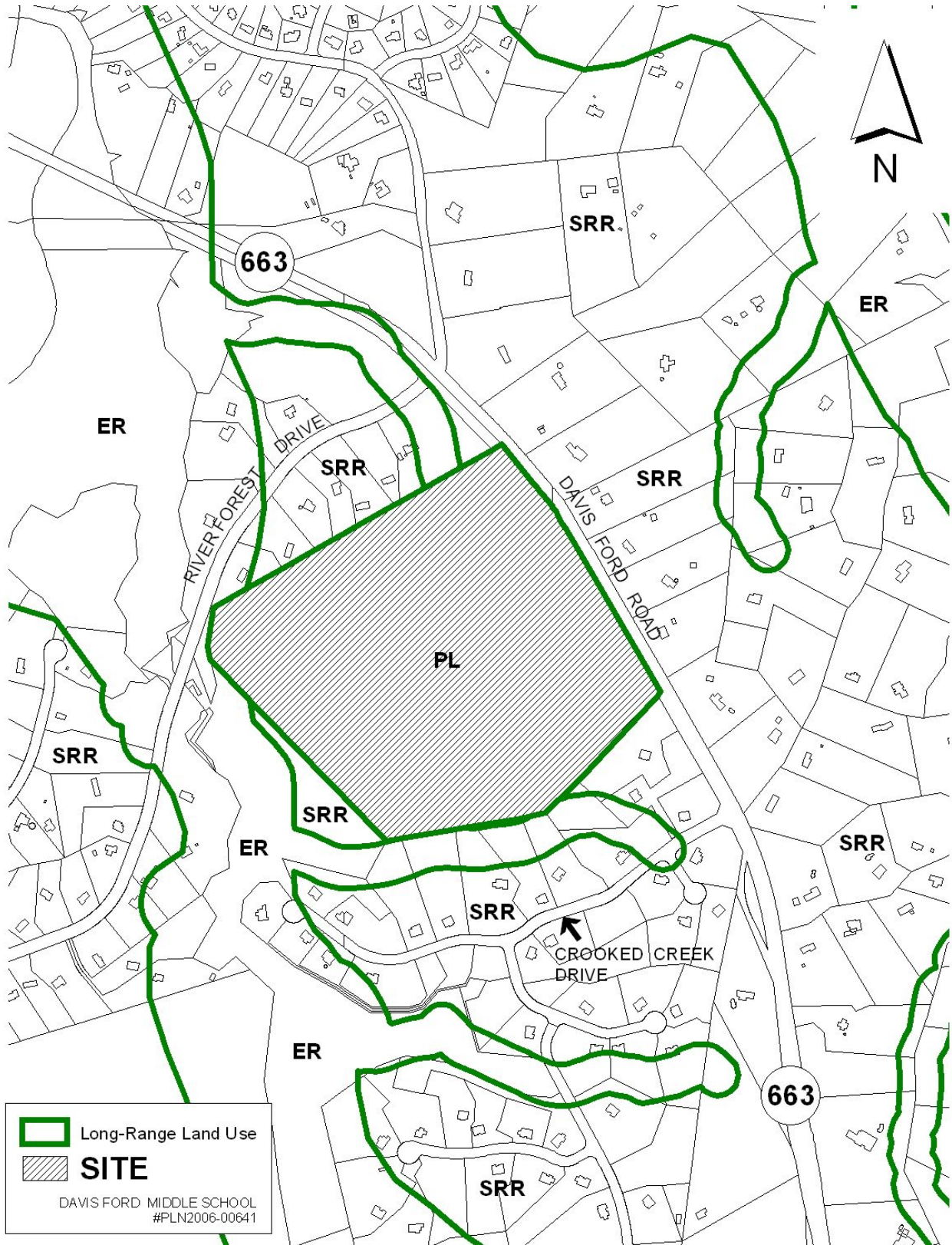
Attachment A – Maps  
AERIAL MAP



Attachment A – Maps  
EXISTING LAND USE AND ZONING MAP



Attachment A – Maps  
LONG-RANGE LAND USE PLAN MAP



<b>I. Summary of Comprehensive Plan Consistency</b>
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**Staff Recommendation: Determination of consistency with the Comprehensive Plan**

The following is a summary of staff’s analysis of this public facility permit request. This analysis is based on the relevant Comprehensive Plan goals, policies, and action strategies. A complete analysis is provided in Part II of this report.

<u>Element</u>	<u>Consistency</u>	<u>Reasons</u>
Land Use	Yes	The proposed public facility is consistent with the Long-Range Land Use Plan.
Community Design	Yes	The applicant has provided buffers and a landscaping plan which provides compatibility with the neighborhood. However, natural landforms and landscaping will not be retained.
Cultural Resources	Yes	No cultural resources are suspected to exist on-site.
Environment	Yes	The applicant has provided conservation areas to protect the existing RPA. Intermittent streams have also been protected by the use of additional plantings. The applicant also has provided 3 stormwater management facilities.
Fire & Rescue	Yes	This site is within the desired response time of the Buckhall Station, which is the first due response station.
Parks & Open Space	Yes	School ballfields will be available to be programmed by the Park Authority for team activities.
Potable Water	Yes	The public facility will be connected to public water extended at the expense of the applicant.
Schools	Yes	The proposed school will help meet the Prince William County Schools needs for 3 new middle schools by 2010. The School meets the LOS standards in the Schools Chapter of the Comprehensive Plan.

## Attachment B – Staff Analysis

<u>Element</u>	<u>Consistency</u>	<u>Reasons</u>
Sewer	Yes	The public facility will be connected to public sewer extended at the expense of the applicant. The Sewer Chapter and Map of the Comprehensive Plan shows this area to be served by a future pump station.
Telecommunications	Yes	The School Board has agreed to install wireless infrastructure within the school which enhances the operation of the County's 800 MHz emergency communication system. The existing telecommunications tower remains, and the compound will be leased to the Service Authority.
Transportation	Yes	The School Board has agreed to construct transportation improvements (left and right turn lanes and a raised median). As VDOT has determined that a traffic signal at the site entrance on Davis Ford Road is not warranted, the applicant has agreed to revise their traffic study in order to show how the impact of the site will be mitigated as a condition of site plan approval.

<b>II. Comprehensive Plan Consistency Analysis</b>
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**Proposal**

The application is a proposal by the Prince William County School Board to construct a ±135,309-square-foot middle school.

The following table summarizes the area characteristics (see maps in Attachment A):

<b>Direction</b>	<b>Land Use</b>	<b>Long-Range Land Use Plan Map Designation</b>	<b>Zoning</b>
North	Riverview Estates ( single-family detached residences)	SRR	A-1
South	Reserve At Crooked Creek (single-family detached residences)	SRR	SR-1
East	Davis Ford Road, Occoquan Oaks (single family-detached residences)	SRR	A-1
West	Riverview Estates (single-family detached residences)	SRR and ER	A-1

**Procedural Information/Background**

Public facility reviews have a somewhat different standard of review than applications for rezonings or special use permits. Va. Code Section 15.2-2232 requires that the Planning Commission review the general location, character, and extent of all public facilities, including school sites, when the proposed facility is not already clearly shown on the Comprehensive Plan map. The purpose of the Planning Commission review is to determine whether the proposed public facility is substantially consistent with the adopted Comprehensive Plan.

The Planning Commission determined that this proposal was substantially inconsistent with the Comprehensive Plan on May 17, 2006, citing concerns about transportation and environmental impact. Va. Code Section 15.2-2232 provides that an applicant can appeal an adverse decision by the Planning Commission to the Board of County Supervisors, provided the applicant files an appeal in writing within 10 days of action by the Planning Commission. The Prince William County School Board timely filed a written appeal on May 25, 2006. The Board of County Supervisors has 60 days from this date to act on this appeal.

**Long-Range Land Use Plan Analysis**

The site is located in the Development Area of Prince William County, as defined and discussed in the Long-Range Land Use Plan. Under this plan, the site is designated PL, Public Land. The Comprehensive Plan defines these classifications as follows:

<b>Long-Range Land Use Plan Classifications</b>	<b>Land Uses Intended</b>
PL, Public Land	The purpose of identifying public lands in the Comprehensive Plan is to provide an indication of existing and planned public facilities, institutions, or other government installations such as – but not limited to – detention/correctional facilities, government centers, judicial centers, and related facilities. The appropriate Comprehensive Plan Chapter (Telecommunications, Potable Water, Sewer, Transportation, Fire and Rescue, or Schools) should be consulted for a more complete presentation regarding these public facilities. Where necessary, public facility reviews with public comment – as outlined in the Virginia Code – shall be conducted to determine conformance of specific proposed facilities with the Comprehensive Plan. A public facility review with public comment shall be mandatory where a public facility is not addressed in the Comprehensive Plan, unless such facility is exempt from review by that code section.

**Proposal’s Strengths**

- Comprehensive Plan Consistency – Public Facilities are consistent in all parts of the County. School sites are specifically compatible in all residential areas.

**Proposal’s Weaknesses**

- None identified.

**On balance**, this application is found to be consistent with the relevant components of the Land Use Plan.

### Community Design Plan Analysis

The Community Design Plan recommends that site, architectural, signage, and landscape designs are of a high quality and are compatible with the overall design character of the proposed development and any adjacent development; to provide a quality visual environment throughout Prince William County for residents, businesses, and visitors. This compatibility is to be addressed in generalized development plans submitted by applicants for rezoning, special use permit, and public facility reviews. Good community design is also an objective for public and private spaces, corridors, roadways, “gateways,” and other built and natural features. The Community Design Plan also addresses appropriate designs for Rural Area and Development Area sites.

#### Proposal’s Strengths

- Buffers and Tree Save Areas Provided – The applicant has provided variable width buffers and tree save areas around the perimeter of the property. The minimum width of the buffer along Davis Ford Road is 30 feet, which is the minimum required by the DCSM. However, in most areas, it is larger. On the southern side of the property, adjacent to the football field, the proposed buffer is 60 feet. In most portions, the buffer is also a tree save area.

#### Proposal’s Weaknesses

- Failure to Retain Natural Landscape – The Community Design Chapter of the Comprehensive Plan encourages fitting new development into natural landforms and preserving and restoring natural landscapes. This site contains mature forests and substantial slopes. The applicant will be clear cutting the site and not retaining much of the existing landscaping that exists outside of the buffer and tree save area.
- Inadequate Landscaping & Buffering Along Davis Ford Road – The applicant does not provide uniform landscaping and buffering along Davis Ford Road. The landscaping will use the existing trees on the site, and does not provide supplemental landscaping, which will create uneven landscaping.
- No Entrance Feature – The applicant has not shown an entrance design for the school, which would include the signage, lighting, and landscaping proposed at the Davis Ford Road entrance.

**On balance**, this application is found to be consistent with the relevant components of the Community Design Plan.



### Cultural Resources Plan Analysis

Residents of and visitors to Prince William County are aware of the important links of the County today with the rich heritage of the past because of the preservation and enhancement of our cultural resources. The Cultural Resources Plan sets out policies and action strategies that further the County's goal of identifying and protecting our historical, archaeological, architectural and cultural resources, including those significant to our minority community, for the benefit of citizens and visitors. The plan includes recommendations relating to the identification of assets, preservation through the use of federal, state, local and private initiatives, mitigation of negative impacts, and public education/awareness programs. Land use applications should include appropriate records review for prehistoric and historic resources, as well as Phase I, II, and III level archaeological studies as appropriate.

#### Proposal's Strengths

- No Existing Cultural Resources Identified – No cemeteries or cultural resources are suspected to exist on the site. Although the site is located in an area that has a high probability for pre-historic significance, the County's archaeologist has determined that whatever historical significance that once existed was destroyed when the Occoquan treatment plant was constructed.

#### Proposal's Weaknesses

- None identified.

On balance, this application is found to be consistent with the relevant components of the Cultural Resources Plan.

### Environment Plan Analysis

Prince William County has a diverse natural environment, extending from sea level to mountain crest. Sound environmental protection strategies will allow that natural environment to co-exist with a vibrant, growing economy. The Environment Plan sets out policies and action strategies that further the County's goal of preserving, protecting and enhancing significant environmental resources and features. The plan includes recommendations relating to the incorporation of environmentally sensitive development techniques, improvement of air quality, identification of problematic soil issues, preservation of native vegetation, enhancement of surface and groundwater quality, limitations on impervious surfaces, and the protection of significant viewsheds.

The site is wooded and sloping. Approximately 10 percent (5.3 acres) has been confirmed as Resource Protection Area (RPA per field verification through PASA #06-00186). About 9.6

## Attachment B – Staff Analysis

acres qualify as Environmental Resource based on the steep slopes adjacent to the streams on this site.

An environmental constraints analysis (ECA) was prepared by the applicant. About 19% of the site (approximately 11 acres) contains slopes greater than 25%. About 30% of this site (about 17 acres) contains slopes between 15 and 25%. There are two types of soils identified on site: 19C Eliok Loam (generally suitable for building, but may require strengthening for vehicular support) and 23 E Gail Sandy Loam (considered poorly suited to building site development.) The latter soil is generally located on the northwest corner of the site near River Forest Drive as well as the school's entrance on Davis Ford Road.

The western half of this site is located in Subwatershed #416 which drains into Crooked Creek in the Occoquan River watershed.

The applicant's plan contains 3 stormwater management areas within the site, which are generally located near the headwaters of the intermittent streams on the site.

### **Proposal's Strengths**

- **On-site Watershed Management** – The applicant is providing 3 stormwater management facilities on-site.
- **Conservation Area** – The site contains a perennial stream and wetlands adjacent to wooded slopes between 15% to 25% and greater than 25% with soil types 23E, which are considered highly erodible. The applicant has set aside a “tree save” area to protect the RPA and existing stream.
- **Drinking Water Protection** – The end result of this proposal will be the replacement of an existing aging sewage treatment plant with a sewer pump station, which will provide better protection against run-off of pollutants into the nearby watershed.
- **No Small Whorled Pogonia on-site** – A portion of the site has been identified as a potential location for small whorled pogonia habitat. The applicant has submitted a study which verifies that it does not exist on site.
- **Additional Protection for Intermittent Streams** – There are three intermittent streams on site that will be disturbed. However, stormwater management ponds have been placed near the intermittent streams. The ponds will serve as a forebay providing additional protection to RPA corridors. Also, additional plantings have been provided (called BMP plantings on the PFR plan) to provide additional plant protections to the intermittent streams.
- **Water Quality Monitoring** – The applicant has agreed to contribute \$75.00 per disturbed acre for the water quality monitoring program.

### **Proposal's Weaknesses**

- **Site Impact** – The applicant's development plan will clear cut the majority of the site and will destroy existing tree communities.
- **Intensity of Development** – The applicant is disturbing approximately 40 of the 57 acres on site. The 17 acres which will not be disturbed consists of perimeter buffer, RPA, the communications tower compound, and increased buffering around the intermittent streams. The intensity of the development on the remaining acres is relatively high. The applicant should reduce the intensity of the development, and the impact on the steep slopes on the site, by redesigning the site. Final recommendations/mitigation shall be considered in conjunction with the final site plan review.

**On balance**, this application is found to be consistent with the relevant components of the Environment Plan.

### **Fire and Rescue Plan Analysis**

Quality fire and rescue services provide a measure of security and safety that both residents and businesses have come to expect from the County. The Fire and Rescue Plan sets out policies and action strategies that further the County's goal of providing timely response to fire, medical, hazardous material and natural disaster emergencies. The plan includes recommendations relating to equipment and facility needs to meet desired levels of service and encouraging the use of fire and safety features beyond the minimum required by the Virginia Uniform Statewide Building Code.

The proposed development is closest to the Buckhall Fire and Rescue Station #16, which is currently serving below its capacity. Emergency vehicle travel time from the station to the site is about 3.2 minutes, which meets the recommended time standard of 4.5 minutes.

The Fire and Rescue Plan encourages maintaining an acceptable LOS for emergency response vehicles. These standards are not to be considered as actual requirements to be met by all proposals, or the County, on all occasions. These standards represent desired levels of service and should not be interpreted as being one hundred percent attainable with every particular incident.

The plan also recommends that proposed developments offset impacts on fire and rescue work loads by providing one or more of the following: fire suppression systems (sprinklers), land for future fire stations, road connections to improve emergency vehicle travel time, and/or monetary contributions for the construction and/or maintenance of existing fire stations.

**Proposal’s Strengths**

- Response Time – The first unit travel time for the Buckhall Fire and Rescue Station #16 is about 3.2 minutes, which meets the recommended LOS standard for new Fire and Rescue facilities.

**Proposal’s Weaknesses**

- None identified.

**On balance**, this application is found to be consistent with the relevant components of the Fire and Rescue Plan.

**Potable Water Plan Analysis**

The Potable Water Plan recommends that all development in Prince William County be connected to public water service within the Development Area, and that developers incur all financial responsibilities for making such connections.

The school will require a 12-inch water main to be installed, which is consistent with the Water Plan Map in the Comprehensive Plan.

**Proposal’s Strengths**

- Water Connection – The public facility will be connected to public water, and the School Board will be responsible for the design and construction of all on-site and off-site public water facilities needed to serve the use.

**Proposal’s Weaknesses**

- None identified.

**On balance**, this application is found to be consistent with the relevant components of the Potable Water Plan.

**Schools Plan Analysis**

One of the most important services that Prince William County can provide to its citizens is a countywide education system that meets the highest educational standards. An inventory of school sites and facilities that meet established level of service (LOS) standards is a major facto

## Attachment B – Staff Analysis

in providing this high-quality education. Such an inventory is also valuable in attracting quality economic development and employers who seek the best public facilities available for their employees. It is the intent of the Schools Plan to acquire sufficient and appropriate educational facilities to serve current residents as well as new populations generated by new residential development, and in locations that best serve County school children.

### **Proposal's Strengths**

- Need for Additional Facility – The Schools Chapter of the Comprehensive Plan shows that 3 new middle schools are needed by 2010. This proposed site will provide one new site.
- Meets Schools Chapter LOS Standards for School Facilities -- The proposed site meets the LOS standards for school sites as shown by the table below:

LOS Standards	Middle School Standard	Davis Ford Proposal
Minimum Size Site	40 acres	57 acres
Frontage Minimums & Access	1,100 feet, preferably on collector road	1,600 feet on collector road
Optimum Shape	Rectangular	Rectangular
Student Capacity	1,250 students	1,233 students

### **Proposal's Weaknesses**

- None identified.

**On balance**, this application is found to be consistent with the relevant components of the Schools Plan.

### **Sewer Plan Analysis**

The Sewer Plan recommends that all development in the “Development Area” be connected to public sewer service and that developers incur all financial responsibilities for making such connections.

This site currently holds the Occoquan Sewage and Disposal facility, which will be retired. Construction of a sewage pumping station will be required when this existing facility is retired. The Sewer Plan Map in the Comprehensive Plan calls for a future pump station in this general area.

### **Proposal's Strengths**

- Sewer Connection – Public sewer is available to the site. The School Board will be required to connect to public sewer, and the applicant will be responsible for the design and construc-

tion of all on-site and off-site public facilities needed to serve this use, including the sewage pumping station.

**Proposal’s Weaknesses**

- None identified.

**On balance**, this application is found to be consistent with the relevant components of the Sewer Plan.

**Telecommunications Plan Analysis**

The Telecommunications Plan is intended to ensure the adequate provision of telecommunications infrastructure that will support economic growth and public safety, and provide other essential communications services in a manner that is compatible with adjacent and nearby land uses. This plan encourages the following: sharing of new telecommunications facilities by several providers, setbacks from roads and dwellings, the use of public land for telecommunications facilities, and removal of telecommunications facilities when they are no longer needed.

**Proposal’s Strengths**

- **Wireless Infrastructure to be Installed** – The Prince William County School System has committed to install wireless infrastructure that will enhance the County’s 800 MHz communication system within the large school building. Specifically, the School System has agreed to include 2-inch vertical conduits electrically bonded to ground in the central part of the building between all floors and emergency through the roof of the building. Also, the Schools have committed to plan a Bi-Directional (Radio Frequency – “RF”) Amplifier (BDA) system to relay RF signals in and out of the building using exclusively the aforementioned conduits, which will be powered with a backed-up electrical AC power source, to be tailored to work on Prince William County’s specific 800 MHz frequency.

**Proposal’s Weaknesses**

- None Identified.

**On balance**, this application is found to be consistent with the relevant components of the Telecommunications Plan.

**Transportation Plan Analysis**

The Transportation Plan establishes levels of service (LOS) standards for roads countywide, based on volume-to-capacity ratios (LOS “A” to LOS “F”). The Transportation Plan recommends that proposed developments offset impacts on transportation systems by one or more of

## Attachment B – Staff Analysis

the following measures: maintain an acceptable capacity of the adjacent and nearby road network to manage projected traffic (i.e., LOS “D” or better); through providing needed right(s)-of-way or construction of roadways and/or providing monetary contributions for off-site transportation improvements.

In addition to the installation of the “wink-a-matics” that are provided at either side of the School’s entrance to require that traffic be slowed to 25 mph, the Prince William County Schools has agreed to access the site from one entrance on Davis Ford Road. Davis Ford Road is a two-lane road classified as a minor collector in the Thoroughfare Plan with a posted speed limit of 45 mph. This portion of Davis Ford Road is currently operating at LOS D. The latest TIA was submitted based on the assumption that a traffic signal would be located at the site’s entrance on Davis Ford Road. VDOT has since stated that a traffic signal is not recommended at this time. The applicant will be required to submit a revised signal warrant analysis this fall, and a revised TIA at site plan to show that the impacts of the project on Davis Ford Road can be satisfactorily mitigated.

The site contains a secondary entrance into the Telecommunications Compound. The School Board has committed to restrict this access to employees maintaining the telecommunications facility.

The Prince William County Public Schools has agreed to construct/implement the following mitigation measures:

- Construction of a dedicated right and left turn lanes;
- Construction of a raised median (see rendering of raised median shown at Attachment G);
- Dedication and/or acquisition of necessary rights of way for the road construction, and
- Delay of the opening time of the school from 8:15 a.m. to 8:30 a.m.

### **Proposal’s Strengths**

- Transportation Improvements –The applicant has proposed improvements/mitigation measures which will provide for safe access of the site from Davis Ford Road.
- Final Design of Improvements - Final design of transportation improvements will be subject to VDOT review and approval at the time of site plan review.
- Pedestrian Access – The applicant has committed to escrow funds to cover the cost of construction of sidewalks and a Class II bike trail by the County or VDOT on Davis Ford Road.

### **Proposal's Weaknesses**

- Raised Median – The raised median, although it does significantly enhance the safety of turning movements into and out of the site, will prevent two neighboring homeowners from making left turn movements outside of their homes.

**On balance**, this application is found to be consistent with the relevant components of the Transportation Plan.

### **Materially Relevant Issues**

This section of the report is intended to identify issues raised during the review of the proposal which are not directly related to the policies, goals, or action strategies of the Comprehensive Plan, but which are materially relevant to the County's responsibilities in considering land use issues. The materially relevant issues in this case are as follows:

- Security Concerns – The Prince William County Police Department should be consulted prior to site design to determine what measures should be taken to ensure the safety of all school users.
- Existing Telecommunications Tower – The site contains an existing telecommunications tower. The land containing the leased compound will be transferred to the School Board as part of the 57 acre site. However, the School Board will continue to lease the compound to the Service Authority, who will continue to lease the compound to the telecommunications companies. The Prince William County School Board will be subject to the conditions imposed as part of the approval of the telecommunications tower by the Board of County Supervisors in SUP 99-0026. These conditions include a condition that requires adjacent trees to be retained and that the base of the facility shall be landscaped/screened with a 15-foot wide buffer.

### **Minimum Design Criteria**

The development proposal will be reviewed for compliance with all minimum standards, including the following, at the time that the applicant submits detailed site development plan information prior to the issuance of construction permits.

- Existing Sewage Treatment Plant – This site contains the existing Occoquan Sewage and Disposal facility. Before this proposed school can be constructed, the current owner of the site (the Service Authority) will be required to submit and receive approval for a closure



## Attachment B – Staff Analysis

process through the Virginia Department of Environmental Quality. This process may involve a requirement that the ground lay “fallow” or undisturbed for a period of time. The applicant will not be permitted to obtain site plan approval and ground disturbance permits until the County has received evidence that the closure plan has been completed in compliance with the DEQ permit.

- Construction of Off-Site Facilities Required for Water and Sewer Service – Construction of offsite facilities will be required to provide water and sewer service to this proposed site. A sewage pumping station will be required to serve this site. In addition, construction of additional water mains may be required in order to ensure fire protection hydrant coverage and fire flows. The School Board will be responsible for design and construction of offsite facilities.

### Agency Comments

The following agencies have reviewed the proposal and their comments have been summarized in this report. Individual comments are in the case file in the Office of Planning:

- Prince William County Department of Public Works, Transportation Division
- Prince William County Department of Public Works, Watershed Management Division
- Prince William County Historical Commission
- Prince William County Archaeologist
- Prince William County Urban Designer
- Prince William County Police Department
- Prince William County Service Authority
- Prince William County Health Department
- Prince William County Office of Information Technology
- Prince William County Department of Fire & Rescue
- Prince William County Office on Aging
- Prince William County Park Authority

**Attachment C - Applicant's Submission  
APPLICANT'S LETTER OF APPEAL**



RECEIVED  
2006 MAY 25 P 3:54  
PLANNING COMMISSION  
PRINCE WILLIAM COUNTY

May 25, 2006

Board of County Supervisors  
Prince William County  
c/o Phil Campbell, Clerk  
Office of the County Executive  
1 County Complex Court  
Prince William, VA 22192

RE: Petition of Appeal of Prince William County Planning Commission May 17, 2005  
Decision on Public Facility Review #PLN2006-00641, Davis Ford Road Middle  
School (Coles Magisterial District)

Dear Honorable Members of the Board of County Supervisors:

On May 17, 2006, the Prince William County Planning Commission determined that the general or approximate location, character and extent of PFR #2006-00641, the Davis Ford Road Middle School site, is not substantially in accord with the Comprehensive Plan. Please regard this as a Petition of Appeal of that decision pursuant to Va. Code Ann. § 15.2-2232(B).

As grounds for the appeal, the School Board sets forth the reasons stated by the Prince William County Planning Staff in its May 5, 2006 Staff Report (the "Staff Report") recommending that the Planning Commission find general or approximate location, character and extent of the proposed Davis Ford Road Middle School substantially in accord with the Comprehensive Plan. Specifically, the School Board refers the Board of County Supervisors to the analysis of the County Planning Staff set forth on Page 2, Paragraph IV (A) of the Staff Report.

As explained by County Planning Staff in the Staff Report, the proposed Davis Ford Road Middle School would be consistent with the Public Land ("PL") designation of the site, having previously been designated PL for a sewer treatment plant that already exists on the

PRINCE WILLIAM COUNTY SCHOOL BOARD  
Lucy S. Beauchamp, *Chairman At-Large* • Betty Covington, *Vice Chairman, Dumfries District*  
Milton C. Johns, *Brentsville District* • Grant Lattin, *Occoquan District* • Julie C. Lucas, *Neabsco District*  
Michael Otaigbe, Ph.D., *Coles District* • Denita S. Ramirez, *Woodbridge District* • Don P. Richardson, *Gainesville District*

P.O. BOX 389, MANASSAS, VA 20108 • WWW.PWCS.EDU • 703.791.8709, FAX 703.791.7332

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## Attachment C - Applicant's Submission APPLICANT'S LETTER OF APPEAL

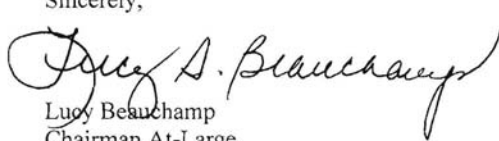
site. County Staff also observed in the Staff Report that Public Schools are compatible uses with the adjacent residential uses planned SRR, semi-rural residential. Furthermore, the School Board had provided written commitments (set forth in Attachment D to the Staff Report) to provide transportation improvements in order to defray the level of service impacts. These improvements included the commitments to construct left and right turn lanes along Davis Ford Road and to delay the opening of the school until 8:30 a.m. to reduce the impact on morning peak drive periods on Davis Ford Road. As explained in the Staff Report, the final design of the transportation improvements would be subject to Virginia Department of Transportation (VDOT) review and approval at the time of the site plan review process.

As further explained by Staff on page 3 of the Staff Report, the School Board would provide three (3) storm water management ponds and protect areas containing RPAs. Furthermore, the School Board would verify and avoid the Small Whorled Pogonia as a condition of site plan approval. The School Board submits that these commitments demonstrated that the proposed school would be substantially in accord with the Environmental Chapter of the Comprehensive Plan.

The proposed Davis Ford Road Middle School will assist the School Board in meeting the need for additional middle schools as set forth in the School Division's Chapter of the Comprehensive Plan. The site is currently identified in the School Capital Improvements Program and meets the standards for the site selection in the School Division's Chapter of the Comprehensive Plan.

For the above reasons, and for other reasons that the School Board will submit at the time of the hearing on this appeal, the School Board hereby petitions the Board of County Supervisors pursuant to Va. Code Ann. § 15.2-2232(B) to overrule the recommendation of the Prince William County Planning Commission that the approximate location, character and extent of the proposed Davis Ford Road Middle School is not substantially in accord with the Prince William County Comprehensive Plan. The School Board requests a decision by the Board at the earliest possible time, but no later than sixty (60) days of the date that this appeal is filed as required by Va. Code § 15.2-2232(B).

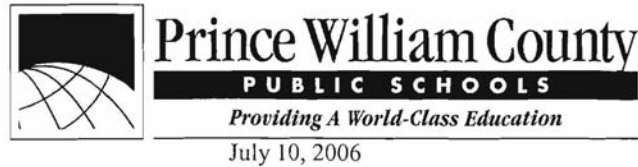
Sincerely,



Lucy Beauchamp  
Chairman At-Large  
Prince William County School Board

cc: Craig Gerhart, County Executive  
J Stephen Griffin, AICP, Director, PWC Planning Office

**Attachment D - Applicant's Submission**  
**APPLICANT'S LETTER OF COMMITMENT**



Ms. Debrarae Karnes  
Prince William County Planning Office  
1 County Complex Court  
Prince William, VA 22192

RE: PFR PLN2005-00532-Davis Ford Middle School

Dear Debrarae:

You have previously received 15 copies of the revised PFR plan for the proposed Davis Ford Middle School. As noted on the Determination Request of May 19, 2005, this proposal includes the construction of a 135,309 square foot school building with supporting sports facilities and parking. The school is designed to house 1,233 students in grades 6-8. This proposed middle school will be located at 5901 Davis Ford Road in the Coles Magisterial District.

The proposed school will be built in substantial conformance with the Public Facility Review plan revised 6/27/06. The public facility is consistent with the PL designation of the site. The School facility is a compatible use with adjacent residential use planned SRR.

The following summarizes the earlier commitments made by the Prince William School Division.

1. A revised TIA and Traffic Warrant were provided. The revised TIA and PFR Plan show a raised median. The School Division will commit to the following traffic improvements required by VDOT and Prince William County Transportation:

- The School Division commits to revise the TIA to show that the impacts of the school at the site entrance can be mitigated if a signal is not installed at the entrance. A traffic signal warrant study will be performed again after the school opens.
- The School Division will provide mitigation measures towards the River Forest Drive intersection and show documentation that these measures adequately mitigate the impacts of the school site upon resolution of the signal at the school site entrance.
- The School Division commits to conducting a signal warrant analysis for the intersection of Davis Ford Road @ River Forest Drive when requested by VDOT or Prince William County staff. If a signal is warranted and accepted by VDOT, the School Division commits to the installation of the signal.

Construction and Planning Services

P.O. BOX 389, MANASSAS, VA 20108 · 703.791.7313 · FAX 703.791.8018

## Attachment D - Applicant's Submission APPLICANT'S LETTER OF COMMITMENT

Kames  
Page 2

- The School Division confirms that sufficient right-of-way exists to the north and south of the proposed school site. Right-of-way was dedicated with the Reserve at Crooked Creek subdivision per Deed Book 2745 at Page 169 and 110 feet of right-of-way was dedicated with Riverview Estates, Section 1 per Deed Book 1172 at Page 578. Additional right-of-way will be dedicated across the frontage of the school site. The School Division will not need to acquire any right-of-way through eminent domain.
  - Installation of 'wink-o-matics' are also committed. An analysis of posted 'wink-o-matic' speed limit is not possible. However, based on the 2-lane Davis Ford Road, 25 mph is recommended for the 'wink-o-matics'.
2. The School Division commits to delaying the opening bell time to 8:30 a.m. from an 8:15 a.m. opening. Current middle school opening bell times range from 7:59 a.m. to 8:30 a.m.
  3. Sufficient right-of-way exists to the north and south of the proposed school site. Right-of-way was dedicated with the Reserve at Crooked Creek subdivision per Deed Book 2745 at Page 169 and 110 feet of right-of-way was dedicated with Riverview Estates, Section 1 per Deed Book 1172 at Page 578.  
Additional right-of-way will be dedicated across the frontage of the school site. The School Division will not need to acquire any right-of-way through eminent domain.
  4. A sidewalk is not planned at this time because the sidewalk would not connect to anything. The School Division shall escrow funds, in accordance with the county standards, for construction of a sidewalk and class 2 trail along Davis Ford Road, adjacent to the school site, for sometime in the future.
  5. The School Division does not intend to have an entrance off River Forest due to environmental and engineering constraints.
  6. The School Board is acquiring all 57.9 acres from the Prince William Service Authority. The School Board will provide an easement to the Service Authority around the Service Authority's communication tower and pump station. Access to the Service Authority easement area is restricted solely for access to the communication tower and pump station. The area will be fenced in, providing no through movement to the school site. Landscaping is proposed between the easement area and school site.
  7. The Department of Environmental Quality (DEQ) has been notified of the proposed use as a school site and has indicated no concerns about the proposed use. A closure plan, provided by the Prince William Service Authority, will be reviewed and approved by DEQ.  
The Service Authority has assured the School Division that they will conform to all DEQ closure requirements.
  8. The School Division is purchasing the site from the Prince William County Service Authority for approximately \$4.2 million, or \$74,591 per acre, versus an average of \$125,000 per acre the School Division paid for the last four sites acquired. The School Division also evaluated the following sites:

**Attachment D - Applicant's Submission**  
**APPLICANT'S LETTER OF COMMITMENT**

Karnes  
Page 3

a. McCoart Center

Prince William County paid approximately \$15 million for 70 acres. The County did not purchase an additional 40 acre site due to the high acquisition costs.

The School Board would have to pay the County for the land and the per acre price of approximately \$215,000 is prohibitive and not feasible for the Schools.

A development plan has not been designed and no infrastructure exists, therefore development costs would be extremely expensive.

b. Chinn Center

A preliminary wetland study consisted of reconnaissance, stream evaluation and resource protection area analysis.

RPA identified is larger than what County has mapped; extends through middle of site, splitting property in half.

Major traffic concerns at Old Bridge and Prince William Parkway intersection have not been addressed.

9. The School Division contracted with Wetland Studies and Solutions to verify if any small whorled pogonia exists on the site. The study, conducted on June 6, 2006 did not identify any small whorled pogonia. A copy of the study is attached.

10. The School Division shall make a monetary contribution to the Prince William Board of County Supervisors in the amount of \$75.00 per acre of the property for Water Quality Monitoring. Said contributions shall be paid prior to and as a condition of final site plan approval and shall be based on the disturbed acreage reflected on final plan.

11. The steep slope areas have been identified for tree restoration/BMP plantings. BMP plantings require no maintenance and help filter out pollutants. The School Division will work with Prince William County Watershed to identify the most appropriate plantings.

12. Due to the existing slopes and RPA's, the fields have been located and designed to minimize the impact on these environmental constraints. The fields, as well as the parking area, will all connect by walking paths.

13. The site design provides an internal trail system which could eventually tie into other trail systems. Landscaping around the perimeter is buffering from the adjacent neighborhoods and Davis Ford Road.

14. Per the Comprehensive Plan, the Level of Service Standards for Fire and Rescue Facilities in Travel Time for Semi-rural and Suburban areas is 4.5 minutes. The site falls within the required 4.5 minute response time. The site is modeled at 3.2 to 3.8 minutes.

15. The site slopes meet ADA requirements. An asphalt trail provides access for emergency vehicles.

16. The conduits requested will be provided as part of the School construction. The design and provision of the Bi-Directional Amplifier System(BDA) will be coordinated with Prince William County Schools Risk Management.

**Attachment D - Applicant's Submission**  
**APPLICANT'S LETTER OF COMMITMENT**

Karnes  
Page 4

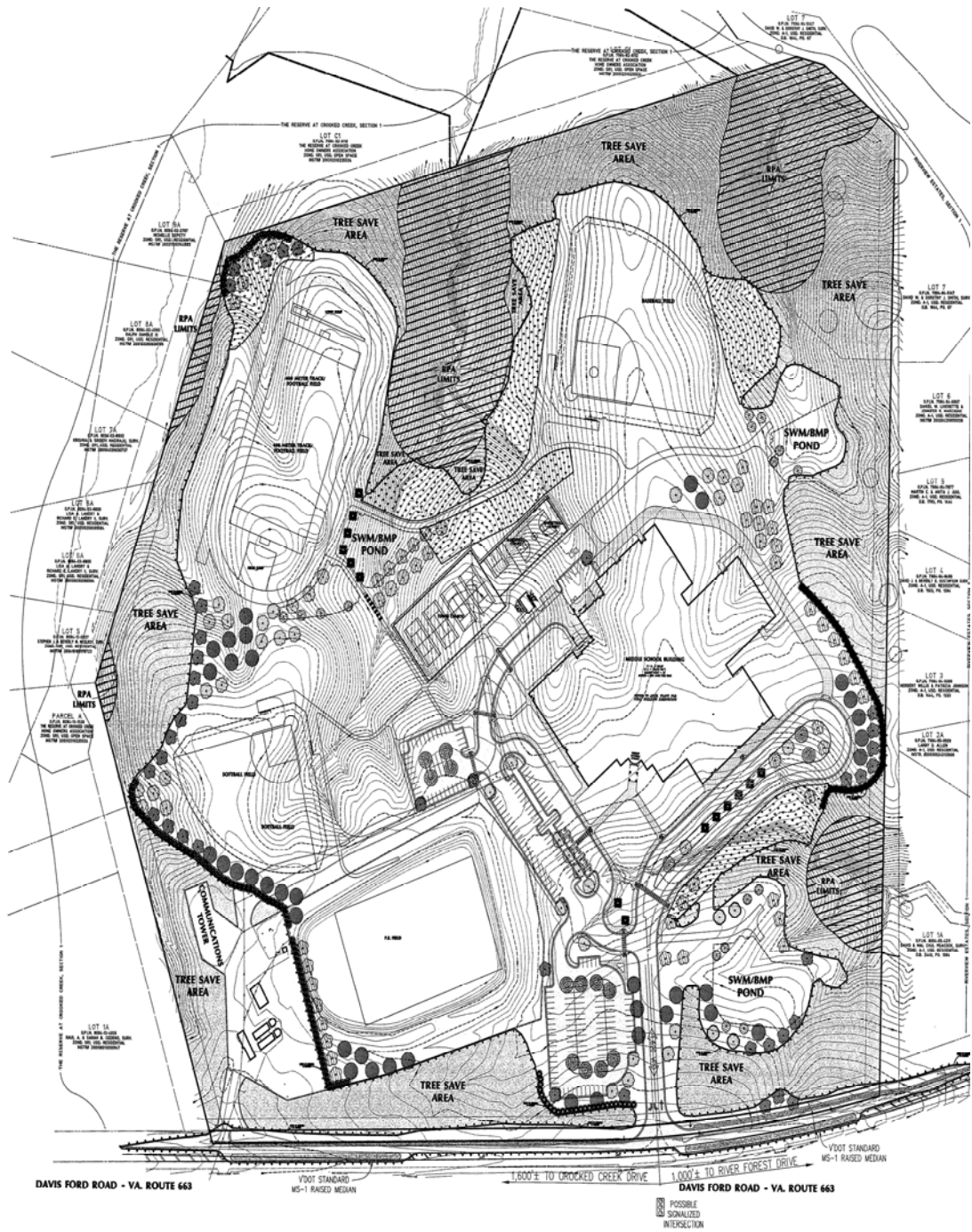
Thank you for your assistance. We look forward to receiving the finalized staff report and to the public hearing before the Prince William Board of County Supervisors on July 18, 2006.

Sincerely,



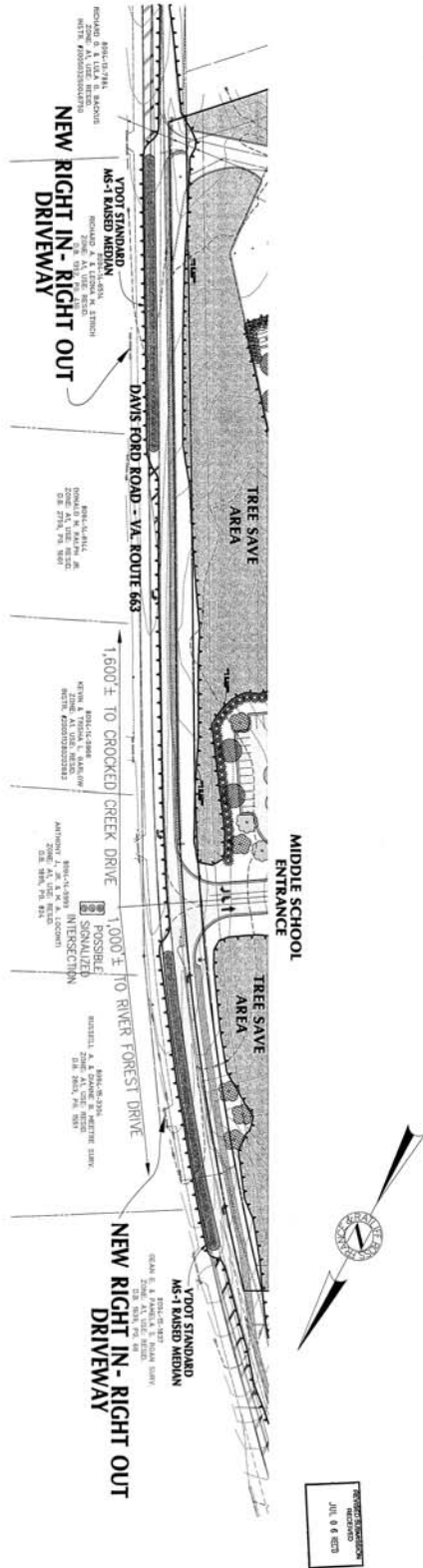
Maureen Hannan  
Supervisor, Land Acquisition & CIP Planning

# Attachment E - Applicant's Submission PUBLIC FACILITY REVIEW PLAN





# Attachment F - Applicant's Submission Proposed Raised Median



Rattiff, Ltd.	DRIVEWAY	DAVIS FORD ROAD MIDDLE SCHOOL BRUCE WILLIAM COUNTY SCHOOL BOARD
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**Attachment F - Applicant's Submission  
Proposed Raised Median**



# Attachment H- Planning Commission Resolution

## PLANNING COMMISSION RESOLUTION

**MOTION:** GONZALES May 17, 2006  
Regular Meeting  
Res. No. 06-082  
**SECOND:** FRY  
**RE:** PUBLIC FACILITY REVIEW #PLN2006-00641, DAVIS FORD ROAD  
MIDDLE SCHOOL, COLES MAGISTERIAL DISTRICT  
**ACTION:** SUBSTITUTE MOTION  
FOUND TO BE INCONSISTENT WITH THE COMPREHENSIVE PLAN  
MOTION CARRIED

**WHEREAS,** pursuant to Section 15.2-2232 of Code of Virginia, Ann., the Planning Commission was to determine the consistency with the Comprehensive Plan for a 135,309 square foot middle school with supporting sports facilities; and

**WHEREAS,** the site is located at 5901 Davis Ford Road, near its intersection with River Forest Drive identified on County maps as GPIN 7994-94-6606; and

**WHEREAS,** the site is designated PL, Public Land on the Long-Range Land Use map in the Comprehensive Plan; and

**WHEREAS,** the Prince William County Planning Commission duly ordered, advertised, and held a public hearing on May 17, 2006, at which time public testimony was received and the merits of the above-referenced public facility were considered;

**WHEREAS,** the Planning Commission identified components of this proposal that were inconsistent with the goals and action strategies of the transportation and environmental chapters of the Comprehensive Plan;

**NOW, THEREFORE, BE IT RESOLVED,** that the Prince William County Planning Commission does hereby find that the location, character, and extent of the proposed Public Facility Review #PLN2006-00641, Davis Ford Middle School, to be inconsistent with the adopted Comprehensive Plan.

**Votes:**

**Ayes:** Fry, Gonzales, Hendley, Holley, Hosen, Burgess

**Nays:** None

**Absent from Vote:** None

**Absent from Meeting:** Bryant, May

**MOTION CARRIED**

CERTIFIED COPY M. C. Thompson  
Clerk to the Commission

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