

**County of Loudoun**  
**Department of Planning**  
**MEMORANDUM**

**DATE:** February 16, 2010

**TO:** Loudoun County Planning Commission

**FROM:** Sophia Fisher, Project Manager

**SUBJECT:** February 18, 2010 Planning Commission Worksession – CMPT 2008-0020 & SPEX 2008-0061, White’s Ford Park

**Background**

At the December 10, 2010 Planning Commission Worksession, the Commission expressed concerns with the condition of Hibler Road. At the worksession, the Commission was given an update that VDOT would possibly consider permitting spot improvements, but that there was no definitive answer at the time. The Commission forwarded the application to a future worksession with the hope that the Hibler Road issue could be resolved.

**Park Phasing**

The applicant has agreed to significantly reduce the programming for the park. Specifically, there will be no motorized boats, no trailers (except for horse trailers), and no RVs permitted in the campground. This reduction both reduces the number of anticipated trips and means that the park will have a lower overall impact on the road network than previously calculated.

In addition, the applicant is now proposing to develop the park in two phases. Phase I would be limited to general park visitation, for purposes such as hiking and wildlife viewing, shore launching of canoes and kayaks from a sand or gravel launch area, and tenant occupancy of the existing house. Phase II could include boat rental facilities in the floodplain (which could include the construction of a poured concrete boat ramp), picnic shelters, a 60-site campground with up to 10 cabins, a group camping area, horse trail riding, and special events (voluntarily limited to a maximum of 5 events per year).

**Hibler Road**

Since the December worksession, the applicant has been working with staff and VDOT to determine what improvements to Hibler Road would be most appropriate. VDOT had initially taken the position that Hibler would need to be both widened and paved in order to accommodate the anticipated traffic generated by the proposed uses. The proposal to pave Hibler Road conflicts with the policies of both the Revised General Plan and the Countywide Transportation Plan which call for rural roads to remain unpaved. On January 14, 2010,

VDOT made the determination that Hibler Road could be improved using the Rural Rustic Road Standards, which would allow the road to remain unpaved and thus would be in accordance with Plan policies. VDOT recommended the following and noted that all recommendations are subject to final site engineering:

- Widen Hibler Road to an 18 foot travelway, with some locations slightly wider (such as the intersection with Limestone School Road) to address vertical sight distance problems
- Provide appropriate signage for one-lane bridges
- Extend cross culverts as necessary

According to the traffic data submitted on February 3<sup>rd</sup> (attached), the uses proposed in Phase I of the park will generate an average of 59 daily trips on the weekend and 29 daily trips on weekdays. Staff notes that the potential by-right development of five single-family detached homes would be expected to generate 50 daily trips during the week. The applicant is proposing to make the improvements to Hibler Road before Phase II comes online. Phase II would bring the total anticipated peak weekend trips to 254 (non-special event) and 329 (special event). The peak anticipated weekday trips are approximately half of the peak weekend trips. The applicant notes that peak trips are likely to occur during the summer; a significant reduction would be anticipated during the winter months.

### **Memorandum of Understanding**

The commitments that the applicant has made, including the improvements to Hibler Road and the signage marking one lane bridges and directing park users to exit via Spinks Ferry Road, have been incorporated into a Memorandum of Understanding (MOU) that is referenced in the Findings for the Commission Permit.

### **Outstanding Issues**

The applicant's traffic study shows that under the existing conditions, without any additional traffic from the park, a right taper from Route 15 is required. However, staff is advised that Route 15 is part of the National Highway System (NHS), and that improvements made to roads in the NHS are required to meet certain standards. One of the standards is that all turn lanes must be full length, not just a taper. Therefore, staff is recommending that the applicant commit to providing a full right turn lane from Route 15 northbound onto Limestone School Road prior to the opening of Phase I of the park. The applicant has given two main reasons for not agreeing to provide the turn lane as requested. The first is that residents on Limestone School Road have expressed concern that the turn lane could make it more difficult to make a left turn from Limestone School Road to Route 15. The second reason is that the applicant believes that the reduction in the overall program of the park negates the need for a full turn lane. The applicant has offered to provide the turn lane prior to the opening of Phase II of the park if so directed by the Planning Commission.

The MOU has not yet been finalized. An update will be provided at the worksession.

**Recommendation:**

Staff can recommend approval of the applications if the applicant agrees to provide a turn lane from Route 15 to Limestone School Road prior to the opening of Phase I of the park, and with the Hibler Road improvements made prior to the opening of Phase II of the park.

**Suggested Motions:**

- 1a. I move that the Planning Commission approve CMPT 2008-0020, White's Ford Park, and forward it to the Board of Supervisors for ratification based on the attached Findings.

AND,

- 1b. I move that the Planning Commission forward SPEX 2008-0061, White's Ford Park, to the Board of Supervisors with a recommendation of approval subject to the Conditions of Approval dated February 12, 2010 and with the attached Findings.

OR,

2. I move an alternate motion.

**Attachments:**

1. Applicant response letter dated February 3, 2010
2. VDOT letter dated January 14, 2010
3. Revised Traffic Analysis dated February 2, 2010
4. NVRPA letter to neighbors dated January 26, 2010
5. Neighbor responses to January 26 NVRPA letter
6. Conditions of Approval dated February 12, 2010
7. Findings for Approval
8. Draft Memorandum of Understanding dated February 16, 2010
9. Revised CMPT plat dated February 16, 2010 (will be handed out at PC)

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Molly M. Novotny  
(703) 456-8105  
mnovotny@cooley.com

February 3, 2010

Nicole Steele  
Planner, Land Use Review  
Loudoun County Planning Department  
1 Harrison Street, S.E. 3rd Floor  
Leesburg VA 20177-7000

**RE: White's Ford Park – Update following December Planning Commission Work Session**

Dear Nicole:

At the Planning Commission work session on December 10, questions were posed regarding anticipated trips to White's Ford Park and whether VDOT endorsed the proposed spot improvements. We were tasked with answering those questions, and in doing so, have agreed to significant changes, use limitations, and infrastructure commitments on which we hope staff and the Planning Commission will look favorably. In addition to detailing the proposed transportation improvements and phased development approach, this letter summarizes our outreach actions since December and answers questions commissioners and staff have asked in the meantime.

I. Transportation Improvements

The Northern Virginia Regional Park Authority ("NVRPA" or the "Applicant") has worked closely with representatives from VDOT on analyzing the condition of Hibler Road. As you know, the Applicant had agreed to seven spot improvements at specific points along Hibler and was waiting for a formal response from VDOT as to the acceptability of those spot improvements. Rather than only improve certain sections of Hibler Road, VDOT recommended Hibler Road be improved from the intersection of Limestone School Road to the entrance to the park using Rural Rustic Road Standards with the width of the road to be 18 feet. Attached is a copy the correspondence from VDOT outlining its recommendations. **Thus, before the introduction of significant traffic generating uses, the Applicant has agreed to widen Hibler from Limestone School Road to the Park's main entrance to this standard, which means an 18-foot wide gravel surface travelway, and improve the vertical sight distance constraints near the Limestone School Road intersection.**

Staff and VDOT have recommended that a right turn lane for northbound Rt. 15 be added at Limestone School Road. Although the Applicant had previously agreed to make that improvement, many neighbors have urged us not to because it will only make it harder for them to exit their neighborhood. Given that guidance, from the people who use this road every day, our prohibition of trailers and RVs from the park, and our dramatically reduced programming now planned at the park, we no longer think a turn lane is needed. That said, if the Commission desires a turn lane, we would agree to make that improvement in Phase II, as described below,

Nicole Steele  
February 3, 2010  
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when uses such as camping and picnicking are introduced at the park. NVRPA has committed to installing cautionary signs approaching the one-lane bridge on Limestone School Road and signs directing park patrons to exit via Spinks Ferry Road before opening the park in Phase 1.

## II. Phased Approach

Understanding VDOT's concern that the additional park traffic would warrant the need to improve Hibler Road, NVRPA has proposed a phased approach to the Park that will afford Loudoun residents immediate access to open space and access to the Potomac River, while postponing the majority of the planned amenities until Hibler Road has been improved.

As identified on the Commission Permit Plat and the Memorandum of Understanding between the Applicant and the County, Phase I would be limited to general park visitation, hiking, wildlife viewing, shore launching of canoes and kayaks and tenant occupancy of the existing house. This significantly reduced programming would generate just 59 trips on a peak weekend day, and half that on a weekday. In comparison, the original park proposal, complete with camping, boating, picnicking and special events, would generate 335 peak weekend day trips.

NVRPA has committed to install cautionary signs approaching the one-lane bridge on Limestone School Road and signs directing Park traffic to exit via Spinks Ferry Road prior to Phase I uses.

Additional uses, albeit a reduction of amenities from the original proposal, would come online in Phase II, once Hibler Road is widened to 18 feet. Some of the uses envisioned in Phase II are picnic shelters, a 60-site campground, including up to 10 cabins, horse trail riding and special events. Even though NVRPA has agreed to widen the entirety of Hibler Road to the Park's entrance and VDOT said it could consider reintroducing some of the uses it previously banned, NVRPA is honoring its prohibition of motor boats, trailed boats, popup campers and RVs. Furthermore, as a result of ambiguity related to trips associated with a future equestrian building, the Applicant has agreed to prohibit the construction of any such uses. In addition, NVRPA agrees to limit special events to 5 times a year.

Therefore, accounting for the prohibition of some of the uses included in the first traffic study, the trips expected to be generated by both phases has decreased to 254 trips on a peak weekend day. This number does not include the special events, since they are limited to only five times a year. Therefore, there is the opportunity for the park to generate 329 trips on a peak weekend, assuming all uses are utilized to their full capacity at one time. These revised numbers are summarized in tables attached to this report.

It is important to recognize that the park will be largely seasonal and the trips described above will occur during summer weekends. Comparatively, the by-right use of the property, with the VOF easement conditions, allows the development of five homes, which each would generate 10 trips a day for a total of 50 weekday daily trips. Residential traffic, unlike park traffic, is not seasonal and would remain steady 365 days a year, and coincide with other peak traffic in the area. Furthermore, if NVRPA does not purchase the land, the existing and future property

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owners will have no obligation to widen the road, which means Hibler Road will remain in its substandard condition indefinitely.

**In summary, NVRPA is proposing two phases to park development. The first phase with hiking, non-motorized boat launches, wildlife viewing and occupancy of the existing house is expected to generate just three (3) morning peak hour trips and five (5) afternoon peak hour trips on the weekdays. A peak weekend day in Phase I is expected to generate just 59 trips. NVRPA has agreed to widen Hibler Road to 18 feet in width prior to introducing Phase II uses, which include camping, picnicking, special events and the boat rental facility.**

With regard to boating, one of the primary reasons the Property was attractive to NVRPA was its Potomac River frontage and the ability to provide users access to the water. Since 1959, NVRPA has played a unique role in the region, conserving land along the major rivers that provide our drinking water as well as providing a wide range of recreation opportunities there. The 2006 Virginia Outdoor Survey in Virginia's Comprehensive Outdoor Recreation Plan identified access to state recreational waters as one of the two highest needs for outdoor recreation in the next five years. The other highest need was access to trails. NVRPA's acquisition and opening of White's Ford Park would help meet both of those needs, which NVRPA is anxious to do in the short-term. The Applicant strongly believes that given the small number of trips generated by that by-right use – just 24 on a peak weekend day – that it's appropriate to permit boat launches in the first phase. Furthermore, NVRPA will agree to no onsite boat rental/concession facility or the construction of a concrete boat ramp until Phase II.

### III. Outreach

Since the work session in December, the Applicant again reached out to the neighbors along Hibler and Limestone School roads and sent a letter January 26, 2010, to 85 property owners along those roads to update them and seek their comments on our discussions with VDOT and the phased approach. NVRPA received a total of six responses and a copy of the letter and responses are attached. In addition, NVRPA met personally with the president of the White's Ford Neighbors Association, as well as spoke with him directly on the phone regarding the revised plans and phased approach. The Applicant has tried diligently to respond to questions posed in response to this outreach effort and has worked hard to provide additional information when requested.

### IV. Additional Questions

Several questions were raised at the Planning Commission meeting or afterwards to which we'd like to formally respond.

#### A.) Park Management and Oversight

Some of the neighbors of the proposed park have raised concerns that public access to the property will lead to increased crime in the area and problems associated with drinking and the

Nicole Steele  
February 3, 2010  
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illegal discharge of firearms. NVRPA strongly believes this will not be the case and has a 50-year track record of operating a wide variety of parks that supports this statement.

NVRPA owns more than 10,000 acres of land in Northern Virginia and more than 2,300 acres in Loudoun County. It has extensive knowledge regarding the management of wilderness areas, waterfront parks and campgrounds and rarely experience issues related to illegal activities. This is primarily a result of (1) our experienced park management team, (2) our established park rules and regulations and NVRPA's strong commitment to their enforcement, and (3) our outstanding working relationship with local law enforcement.

We have learned from 50 years of managing parks in Northern Virginia that having an official presence of well-trained staff and the proper enforcement of rules and regulations will eliminate most problems that could occur. Furthermore, we are committing to repairing the Elijah White house to enable an NVRPA employee to live on site and will have an employee on the property at all times once overnight camping is established.

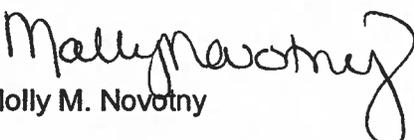
#### B.) Revenue Generation

There have been some concerns raised that NVRPA may be envisioning White's Ford as a major revenue generator for the Park Authority. This is not the case, and with the zoning conditions currently proposed on the property, White's Ford will never generate enough revenue to even cover its own operating costs. NVRPA does see tremendous value in the park's historic and environmental assets and the opportunity to allow public access to them, but not in the park's revenue generating potential. That said, NVRPA will charge fees for certain uses such as camping, canoe and kayak launch and shelter rentals. The small amount of funds generated at the park will be used to help offset the costs to manage the park and protect its valuable assets.

I hope this letter answers the remaining questions that have been raised and provides staff and the Planning Commission additional background and justification for the Applicant's position. Attached hereto are traffic-generation tables that clearly show the trips associated with each use now proposed compared with the original proposal, updated conditions for the Boat Ramp Special Exception, and the draft Memorandum of Understanding that NVRPA has proposed as a mechanism to further enforce the development concessions to which it has agreed.

As always, please let me know if you have any additional questions or would like more information.

Sincerely,

  
Molly M. Novotny

Nicole Steele  
February 3, 2010  
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- cc: Sophia Fisher, Loudoun County  
Todd Hafner, Northern Virginia Regional Park Authority  
Colleen Gillis Snow, Cooley Godward Kronish LLP  
Lou Canonico, christopher consultants  
Tushar Awar, Gorove/Slade
- enc: Spreadsheets reflecting revised trip generation numbers  
Correspondence between NVRPA, the neighbors and VDOT regarding transportation improvements  
Updated development conditions

430236 v3/RE

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**To:** TODD HAFNER  
**Subject:** RE: White's Ferry Park Response

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**From:** TODD HAFNER [mailto:THAFNER@nvrpa.org]  
**Sent:** Thursday, January 14, 2010 9:43 AM  
**To:** 'Lou Canonico'  
**Cc:** Novotny, Molly  
**Subject:** FW: White's Ferry Park Response  
**Importance:** High

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**From:** Kraucunas, Paul J. [mailto:Paul.Kraucunas@VDOT.Virginia.gov]  
**Sent:** Thursday, January 14, 2010 8:01 AM  
**To:** Laycock, T; steele, nicole; TODD HAFNER; Novotny, Molly  
**Cc:** Bigdeli, Farid, P.E.; VanPoole, Thomas B., P.E.; Salous, Imad A., P.E.; Zeller, James C., P.E.  
**Subject:** White's Ferry Park Response  
**Importance:** High

All,

VDOT has reviewed the application by NVRPA for the development of a park at the end of Hibler Road in Loudoun County. This review also included site visits, additional information provided by NVRPA and a review of the department's policies regarding improvements to gravel roads.

It is our understanding that NVRPA has offered to make spot improvements at several locations along Hibler Road and has also agreed to reduce the proposed uses at the park to reduce the number of vehicle trailers using the site.

After careful consideration, it is our opinion that the spot improvements would not be a prudent mitigation strategy to deal with the substandard width of this roadway which is only 14'-16' wide in most places. This substandard width would not allow the passing of typical trailers and/or commercial vehicles which have a nominal width of 8, therefore we would recommend that the entire roadway be widened to 18'.

The department would not object to the widening of the roadway to 18' using Rural Rustic Road Standards without the need to pave the road. Areas with vertical sight distance problems, such as near the Limestone School Road intersection would still have to be addressed. To reduce the amount of grading to eliminate this problem, a wider (say, 20 ft.) section might be provided until you clear the hill crest and then transition to 18 ft. That should help keep motorists on their side of the road. The one-lane bridge crossing would need to be appropriately signed. Cross culverts may need to be extended. And the need for right turn lanes along Route 15 should be analyzed, and constructed if warranted. Due to the complexity in providing such improvements within the limited right-of-way available, including the likely need for retaining walls in some areas, more detailed comments/suggestions would most likely be provided during the course of review of any future construction plans.

If such roadway improvements were made, the previously precluded uses might be reconsidered on a limited basis, as this would still be a gravel road.

Please contact me if you have any questions,

Paul Kraucunas, Manager

NOVA District Land Development Section

ATTACHMENT 2

A-7

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Revised trip generation numbers based on Applicant-proposed conditions

Project Name: White's Ford Park

Jurisdiction: Loudoun County, VA

### COMPARISON OF REVISED TRIP GENERATION WITH TIA

TIA DATA	Volume
Weekend Trips	335
Weekday Trips	165
AM Peak Hour Trips	16
PM Peak Hour Trips	27
<b>Revised Trip Generation (Phase I)</b>	
<b>Volume</b>	
Weekend Trips	59
Weekday Trips Calculated	29
AM Peak Hour Trips Calculated	3
PM Peak Hour Trips Calculated	5
<b>Revised Trip Generation (Phase I+II)</b>	
<b>Volume</b>	
Weekend Trips	329
Weekday Trips Calculated	162
AM Peak Hour Trips Calculated	16
PM Peak Hour Trips Calculated	27
<b>Revised Trip Generation (Phase I+II) - Without Special Events</b>	
<b>Volume</b>	
Weekend Trips	254
Weekday Trips Calculated	125
AM Peak Hour Trips Calculated	12
PM Peak Hour Trips Calculated	20

Volumes above are for any one day.

Revised trip generation numbers based on Applicant-proposed conditions

Project Name: White's Ford Park

Jurisdiction: Loudoun County, VA

### Trip Generation Comparison - By Right V/s Phase I

Revised Trip Generation (Phase I)	Volume
Weekend Trips	59
Weekday Trips Calculated	29
AM Peak Hour Trips Calculated	3
PM Peak Hour Trips Calculated	5

Trip Generation (By- Right Use*)	Volume
Weekend Trips	50
Weekday Trips Calculated	48
AM Peak Hour Trips Calculated	4
PM Peak Hour Trips Calculated	5

\*Assuming 5 Single Family Detached Houses

Difference (Phase I - By Right)	Volume
Weekend Trips	9
Weekday Trips Calculated	-19
AM Peak Hour Trips Calculated	-1
PM Peak Hour Trips Calculated	0

Volumes above are for any one day.

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**Fountainhead Regional Park Data**

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	<b>Actual 2008</b>	<b>Actual 2009</b>	<b>2010 Target</b>	<b>Average</b>
Boat Ramp Launches	980	505	1100	862
Boat Shore Launches	1411	1096	1350	1286
Total	2391	1601	2450	2147
<b>% of Ramp Launches</b>	<b>41%</b>	<b>32%</b>	<b>45%</b>	<b>39%</b>

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Revised trip generation numbers based on Applicant-proposed conditions

Project Name: White's Ford Park

Jurisdiction: Loudoun County, VA

### Trip generation based on NVRPA Data - PHASE I

Recreational Use	
	Vehicles per Day (VPD)
General Park Visitation	25
Tenant*	10
Boat Launch Ramp**	24
<b>TOTAL TRIPS (PHASE I)</b>	<b>59</b>

\* The VPD for tenant were calculated using the ITE manual for 1 single family detached house

\*\*40% reduction in trips (40 to 24), with trailered and motorized boats not allowed. Please see attached Fountainhead Regional Park data from NVRPA.

Revised trip generation numbers based on Applicant-proposed conditions

Project Name: White's Ford Park

Jurisdiction: Loudoun County, VA

**Trip generation based on NVRPA Data - PHASE I and II**

	Recreational Use	Weekend	Weekend
		Vehicles per Day (VPD)	Vehicles per Day (VPD) - W/O Special Events
PHASE I	General Park Visitation	25	25
	Tenant*	10	10
	Boat Launch Ramp**	24	24
PHASE II	Picnic Shelters	100	100
	Group Camping	25	25
	Family Camping	60	60
	Special Events	75	0
	Equestrian Usage, Trail	10	10
<b>TOTAL TRIPS (PHASE I+II)</b>		<b>329</b>	<b>254</b>

\* The VPD for tenant were calculated using the ITE manual for 1 single family detached house

\*\*40% reduction in trips (40 to 24), with trailered and motorized boats not allowed. Please see attached Fountainhead Regional Park data from NVRPA

Without Special Events: PLEASE NOTE: We are now conditioning the Park to 5 Special Events a year. Therefore, we have removed the 75 associated trips from the average weekly traffic. Therefore this means that only 5 times a year, would the peak traffic increase by 75 trips to the 329 number shown above.

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# CELEBRATING 50 YEARS ...

## Northern Virginia Regional Park Authority

5400 Ox Road, Fairfax Station, VA 22039 | 703-352-5900 | Fax: 703-273-0905 | [www.nvrpa.org](http://www.nvrpa.org)

January 26, 2010

Re: White's Ford Park

Dear Neighbor,

The Park Authority has been working hard to address citizen concerns regarding transportation issues related to White's Ford Park. The purpose of this letter is to share the progress we have made since December and to seek your input.

VDOT has reviewed our application in detail and has recommended that the Park Authority widen and improve Hibler Road. This improvement will stretch from Limestone School Road all the way to the park's main entrance. There was some concern by citizens and County staff that paving the road would detract from the rural character of the area, and we are pleased that VDOT has agreed to a gravel surface. The proposed widening would be to a minimum width of 18 feet and would include the extension of culvert pipes where necessary. VDOT believes these improvements will provide adequate access on Hibler Road for the proposed uses at the park, and we are hopeful that you will agree, since many of you cited the existing width of the road as an issue.

The costs of the Hibler Road widening and the potential turn lane at Route 15 and Limestone School Road are extremely high, and therefore, the Park Authority is proposing a phased approach to park development that will allow us time to locate funds for these major road improvements.

Under this phased approach, prior to the park being open to the public, NVRPA will agree to install cautionary signage at the one-lane bridge on Limestone School Road, and directional signage encouraging park visitors to exit via Spinks Ferry Road, as was previously discussed.

NVRPA will agree to widen and improve the entire length of Hibler Road as noted above, and construct a Route 15 right-turn lane (if requested by Loudoun County) prior to allowing any of the following uses at the park:

- Tent/family camping
- Group camping
- Cabin rentals
- Equestrian trail riding
- Picnic shelter rentals
- Special events

City of Alexandria  
David M. Pritzker  
William C. Dickinson

Arlington County  
Michael A. Nardolilli  
Paul Ferguson

ATTACHMENT 4

City of Falls Church  
Barry D. Buschow  
Jeffrey Tarbert

Loudoun County  
Joan G. Rokus  
Su Webb

A-15

These uses contribute to more than 82% of the projected maximum vehicles per day (VPD) that will be generated by the park, and NVRPA will agree to not allow them until the aforementioned road improvements are completed.

Therefore, prior to the completion of the Hibler Road widening and the possible Route 15 turn lane, NVRPA will agree to limit use of the park to the following:

- General visitation – i.e. trail hiking, wildlife viewing
- Launching of non-motorized boats brought in by car top only – i.e. canoes and kayaks
- Tenant use of the Colonel White house

On the weekend day of the year with the highest park activity, NVRPA's traffic consultant projects that the uses noted above will generate 59 vehicle trips, with 8 trips during the busiest hour of the day. On the week day with the highest park activity, it is projected that these uses will generate 29 vehicle trips, with 3 trips during the busiest AM hour and 5 trips during the busiest PM hour. Boating and hiking are seasonal activities that are weather dependent. Therefore, on many days of the year, actual park traffic will be much lower than these maximum use projections.

Included with these limitations on park activities is a prohibition on many by-right uses, including equestrian trailers, which means there will be no trailers associated with the park until Hibler Road is widened.

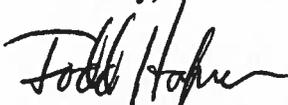
NVRPA's previous commitments to prohibit motorized boats, trailered boats, recreational vehicles and pop-up camping trailers remain. Even though NVRPA now will agree to widen the entire length of Hibler Road from Limestone School Road to the park entrance, we have decided to not reintroduce these uses based upon the citizen input we have received.

Also, NVRPA has prohibited any equestrian buildings from being constructed. We previously had planned to keep our future options open regarding this type of use. However, we deleted this possibility after recognizing that this by-right use was causing some concern regarding the unknown amount of traffic it would generate.

We would appreciate your feedback on this revised proposal to resolve the transportation concerns related to the park. We also are interested to know if you have any specific comments about the need for the proposed turn lane at Route 15 and Limestone School Road. NVRPA is willing to construct the turn lane. However, some citizens have indicated the turn lane would make it more difficult to access Route 15 from Limestone School Road.

Comments can be sent to me via email ([thafner@nvrpa.org](mailto:thafner@nvrpa.org)) or facsimile (703-273-0905). We truly appreciate your time to review and comment on our proposed plans.

Sincerely,



Todd Hafner  
Director of Planning and Development

RECEIVED JANUARY 27, 2010

Mr. Hafner:

I received and read the letter today concerning the widening of Hibler Road for access to White's Ford Park. I noticed that directional signage will be installed to encourage exit via Spink's Ferry Road. While this may seem a logical approach considering the one-lane bridge on Limestone School Road, trying to make a left-hand turn onto Route 15 from Spink's Ferry is very difficult and has only gotten worse over the past few years. The same problem occurs on Limestone School Road when trying to turn left onto Route 15. I also noticed that a turn lane is being discussed at Limestone School Road but nothing was mentioned for Spink's Ferry Road. I don't believe turn lanes will help with outgoing traffic. As a resident, my best chance of turning left onto Route 15 from Spink's Ferry is when a vehicle slows down to turn onto Spink's Ferry.

I would imagine many local people will end up accessing the park from the Spink's Ferry Road direction since it's the least distance on the graveled Limestone School Road. The backup of outgoing traffic on Spink's Ferry could be quite long during heavy traffic times. I believe this will result in numerous accidents as people become impatient waiting to turn onto Route 15. I've seen numerous accidents at this intersection and they are probably a result of people tired of waiting and thinking oncoming traffic will slow down for them. I'm not so sure that enough consideration has been given to outgoing traffic. In my opinion, getting to the park will be easy but trying to leave and get back onto Route 15 will be the biggest challenge.

Thank you for your time and consideration in this matter.

Stacey L. Bates  
703.771.6989  
stacey.bates@ngc.com

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RECEIVED JANUARY 28, 2010

Mr. Hafner,

Do to an extended illness in the family, I have not participated in any of the recent citizen meetings concerning the Park.

However, I would like the county to know that not everyone favors the gravel road. I am personally and adamantly opposed to the continued gravel surface on Limestone School and Hibler Roads. Has it ever been brought to a vote or is it not necessary. I certainly take note that the roads were gravel when I purchased the property, but I also do not believe that a paved road road would detract from the rural character of the area.

Thank you,

Verne T. Dickerson  
15263 Harrison Hill Lane  
Leesburg, VA

ATTACHMENT 5

A-17

RECEIVED JANUARY 28, 2010

Mr. Hafner,

I do have a couple of questions. In your letter dated January 26<sup>th</sup>, you initially state that improvements to Hibler Rd will be made "to the park main entrance" and then later on you state that the entire length of Hibler Road will be improved. Which statement is correct?

Also, I would like to contact a "friends of group" for one of the NVRPA parks that is similar to what is proposed for White's Ford (including camping, boating and special events). Would you kindly send me a link to their website or the name of someone to contact.

I am especially troubled by the camping and special events with the number of vehicles that will bring. How long will it take me to drive out Hibler Road on Sunday mornings to get to church?

Speaking of this, does the traffic count take into consideration the fact that many of the campers will be leaving their campsites – going to church, shopping at the outlet mall, visiting other historic sites, or just sightseeing in general during their stay at the park? Few of them will not venture out towards Leesburg. I initially thought a park next door would be great, but there are so many aspects of this type of park that will negatively affect my life. I am very concerned and have never thought of selling my property, until now.

Thank you.

Jolene Wood

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RECEIVED JANUARY 29, 2010

Dear Mr. Hafner,

I would like to answer your invitation to comment on the proposed northbound right-hand turn lane for Route 15 at Limestone School Road.

In your letter you state that NVPA is willing to construct the turn lane, but that "citizens have indicated that the turn lane would make it more difficult to access Route 15 from Limestone School Road."

My perspective is from that of a citizen who has worked on Route 15 issues since 2001, as coordinator of the local citizens' group The Catoctin Coalition. (We have engaged engineers and road designers, and analyzed accident statistics as part of our work.) Our goal has been to urge safety improvements on the road that will maximize and balance safety, access, and flow for all who use the road, and that improvements reflect the road's historic status within a National Heritage area and as a National Scenic Byway.

Citizens want now, and have wanted for nearly a decade, a way to facilitate safe and expeditious access onto Route 15 from this road and others. The reason that they "do not want" this turn lane is that it will worsen, rather than improve access onto Route 15, and further decrease safety. It is a nonstarter.

The volume of park traffic stacking up at the Limestone School Road/Route 15 intersection, currently from Temple Hall Farm, and potentially from White's Ford Park, is a very significant contributor to the difficulty of citizens' access onto the sole arterial road in this area.

A-18

Increased volume on this road will indeed result in increased accidents and injuries at this intersection, and increased road volume will be directly attributable to park traffic. It seems to me that the NVPA bears a significant responsibility to resolve this access problem with a permanent, context-sensitive, and forward-looking solution.

A traditional cross intersection is the least safe alternative for accommodating increased traffic. A signalized intersection will reduce flow on this busy commuter route.

Local residents and all who use the road require a design that will maximize access, flow, and safety on Route 15. A modern roundabout accomplishes all these things.

We look forward to NVPA being part of this positive solution.

Best,

Martha Polkey

Martha Polkey  
The Catoctin Coalition  
14605 Chapel Lane  
Leesburg, VA 20176

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RECEIVED JANUARY 29, 2010

Mr. Hafner:

I am writing to second Martha Polkey's comments on the situation at Limestone School Road. Those of us who live close to Route 15 are especially sensitive to anything done to the intersection. We know how dangerous it is for those of us who live here and those who go to Temple Hall to turn left at the intersection. We also know that a right turn lane will not do anything to help that situation and will make it worse.

Maryland's experience, and Virginia's and Loudoun's at Gilbert's corner have proven that roundabouts are much, much safer than plain intersections or stop-lighted intersections. You just don't have the head-on or T crashes that you otherwise have. Maryland's experience is of no deaths yet on any of the 35 or so intersections they have replaced with roundabouts where previously they had had many injuries and deaths. We don't want ourselves or our visiting kids, grandkids and friends injured at that intersection. If you are going to "improve" it, why not do it the best you can rather than putting more people at risk.

Thank you for addressing the issues we have.

Gladys S. Lewis

A-19

RECEIVED JANUARY 29, 2010

Mr. Hafner,

I've read your letter and feel this proposal addresses several of my concerns. However, as a resident of Limestone School Road, I'm dismayed to see that no solutions what-so-ever are proposed for the increased traffic the Whites Ford Park would attract onto Limestone School Rd. and that all the improvements would be targeted to Hibler Road. In fact, the only modification mentioned to either Limestone School Road or Spinks Ferry roads are turn lanes exiting RT15 that would not benefit residents, but would instead expose us to more dangerous conditions entering the only major access road available. The only other mention of any consideration for residents of Limestone School Road is adding unsightly and unneeded signage.

I know Martha Polkey has forwarded you a request to support creating roundabouts on RT15 at Limestone School Road and Spinks Ferry Road. Roundabouts are used with great success on RT15 in both MD and VA and would provide safe access to the arterial roadway for residents and improve the overall safety of RT15 by serving to keep speeds in check. I would very much like to see the park authority lending its resources and support to solving the road access problems, before I lend my support to a park in the area.

Thanks,

Bill Boggs  
15569 Limestone School Road

A-20

## WHITE'S FORD PARK – SPEX 2008-0061

### CONDITIONS OF APPROVAL *dated February 12, 2010*

1. Special Exception Plat. The proposed boat ramp, rental facility and incidental structures shall be developed in substantial conformance with the Special Exception Plat ("White's Ford Park Special Exception" SPEX 2008-0061), Sheets 1, 4 and 5, prepared by Christopher Consultants, dated January 30, 2009 as revised through September 28, 2009, (the "Plat"), as well as the Revised 1993 Loudoun County Zoning Ordinance. Approval of this application for Tax Map #: /31/////////5/ (PIN# 077-36-5320) (the "Property") shall not relieve the Applicant or the owners of the Property from the obligation to comply with and conform to any other Zoning Ordinance, Codified Ordinance, or applicable regulatory requirement.
2. Uses Permitted. Approval of this Special Exception application (SPEX 2008-0061) grants approval for a boat launch and boat rental facility with incidental structures in a regional park, as defined by the Revised 1993 Loudoun County Zoning Ordinance, in the Floodplain Overlay District (FOD) zoning district, on the subject property as depicted on the Plat.
  - a. Use of the boat launch shall be restricted to non-motorized vessels.
  - b. Jet skis shall be prohibited.
3. Transportation.
  - a. Hibler Road Improvements. Subject to VDOT approval, prior to the introduction of a concrete boat launch or boat rental facility in the floodplain, the Applicant shall improve Hibler Road from Limestone School Road to the main park entrance using Rural Rustic Road Standards with the width of the road to be 18 feet, the surface gravel, all work shall be completed within existing VDOT right of way and prescriptive easement offsite of the Property, and improve the vertical sight distance on Hibler Road near the Limestone School Road intersection based on a 25 mph operating speed by either lowering the grade and/or increasing the road width in this area. Once the Hibler Road improvements are bonded, the Applicant can begin construction on the above-listed uses, but cannot open said uses to the public until the Hibler Road improvements are constructed and open to traffic. Where the applicant owns property on both sides of Hibler Road it shall grant 50' of right of way centered on the existing centerline of the travelway along Hibler from the western property boundary to the main park entrance. Where the applicant owns property only on one side of the roadway it will grant 25' of ROW from said centerline. The Applicant shall provide vehicles the ability to turn around on Park property at the main entrance to the Park. Notwithstanding the above, the Park can open to birders, hikers, boaters (who launch from the shore), rental house tenant and general visitors prior to any work on Hibler Road.

- b. Right Turn Lane Northbound Route 15 and Turning Radius Improvements. Prior to first Site Plan approval, if not previously constructed by others, the applicant shall construct a northbound right turn lane from Route 15 onto Limestone School Road with an adequate turning radius as determined and subject to approval by VDOT.
  - c. Internal Travelways and Parking. The Applicant shall utilize a pervious surface, such as gravel, where possible for all non-ADA vehicular travelways and parking areas internal to the site. If a gravel surface is to be used, stormwater management techniques and best management practices shall be employed to reduce the peak rate of runoff and reduce the volume of pollutants created by proposed impervious surfaces. Proposed facilities may include infiltration swales, bioretention basins with underdrains, or other low impact development techniques, which will treat and contain the first inch of storm runoff from proposed impervious surfaces.
  - d. Larger Vehicles and Trailers. All Recreational Vehicles (RVs) and trailed campers shall be prohibited.
  - e. Trailed Boats. Motorized boats shall be prohibited from utilizing the ramp at White's Ford Park and users of the Park shall be prohibited from trailing boats to the Property. Notwithstanding the foregoing, NVRPA may trailer non-motorized boats to and from the Park.
  - f. One-lane Bridge. Subject to VDOT approval, the Applicant shall install cautionary signs (i.e. yield signs) proximate to the one-lane bridge on Limestone School Road.
  - g. Spinks Ferry Road. Subject to VDOT approval, the Applicant shall install a sign encouraging park visitors to exit via Spinks Ferry Road.
4. Lighting. Lighting on the subject property shall be designed and constructed to preclude light trespass onto adjoining properties, glare to passersby, skyglow, and deterioration of the nighttime environment. Any lighting installed as part of the boat ramp shall be adjacent to the use or attached to a related building and shall have fixtures that are fully shielded.
  5. Noise. General park operations (uses other than camping) shall be limited to daylight hours.
  6. Signage. The Applicant shall install signage in appropriate locations along the Property's boundary to alert patrons as to the limits of the Park.
  7. Jurisdictional Waters. To minimize impacts to jurisdictional waters, all trail stream crossings shall be constructed as raised wooden boardwalks and/or footbridges, except for equestrian and vehicular crossings, subject to approval by the Virginia Outdoors Foundation.

8. Fire & Rescue. The Applicant shall provide Fire & Rescue details regarding the internal roadway network at the time of site plan review.
9. Friends Group. The Applicant shall invite Park patrons and neighbors to join a Friends Group that will meet regularly (at least twice a year) to discuss general park operations.
10. Restroom Facilities. The Applicant shall install low flow toilets and waterless urinals in all constructed restrooms on-site. This condition shall not apply to the Colonel White House.
11. Trashcan. The Applicant shall install a trash receptacle proximate to the boat ramp.
12. Riparian Buffer. The Virginia Outdoors Foundation easement establishes a 100-foot riparian buffer along the Potomac. The Applicant shall apply those same limitations to an additional 100 feet of land to create a 200-foot riparian buffer, provided that trails, the launch ramp, access road, and temporary facilities are all permitted within the expanded buffer.
13. Energy Efficiency – As part of the submission for Zoning Permit, the Applicant shall provide a details sheet demonstrating that all possible appliances, lighting and thermostats have received an "Energy Star" label, as provided by the U.S. Department of Energy and U.S. Environmental Protection Agency's joint program referred to as the Energy Star program. This condition shall not apply to the Colonel White House.
14. Historic and Archaeological Resources.
  - a. The Applicant shall maintain a sign or gate at the existing driveway entrance leading to the Colonel White House to discourage general park traffic from using that driveway.

NOTE: The Applicant has agreed to provide a one-time fire and rescue contribution to the County in the amount of \$0.10 per square foot of non-residential floor area construction for equal distribution between the primary servicing fire and rescue companies. This contribution shall be made at the time of issuance of the first zoning permit for the boat rental facility and incidental structure use. The contribution shall escalate annually on January 1 of each year following County approval of the Special Exception Applications, in accordance with the Consumer Price Index for all urban consumers (CPI-U), 1982-1984=100 (not seasonally adjusted), base year of 1988, as published by the Bureau of Labor Statistics, U.S. Department of Labor.

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## White's Ford Park

### FINDINGS *dated February 16, 2010*

#### Commission Permit

1. The proposal for Phased development as depicted and described on the Commission Permit Plat revised through February 16, 2010 is in substantial accordance with the policies of the Revised General Plan, which provides guidance to determine whether the general location, character, and extent are appropriate for a public facilities use.
2. The proposal is consistent with the policy guidance of the Revised General Plan (Rural Policy Area), which designate this area for rural economy uses such as regional parks and limited residential development at a density of 1 dwelling unit per 20 acres.
3. The proposal is consistent with the policy guidance of the Revised General Plan that recognizes "Open Space Assets" such as regional and county parks as important man-made open space assets of the Green Infrastructure that not only serve their passive and active recreational purposes, but also provide a link between communities and other Green Infrastructure elements.

#### Special Exception

1. The proposal is consistent with the policy guidance of the Revised General Plan (Rural Policy Area), which supports the designated area as rural economy uses and limited residential development at a density of 1 dwelling unit per 20 acres.
2. The proposal for boat rental facility with incidental structures is consistent with the policy guidance of the Revised General Plan that recognizes "Open Space Assets" such as regional and county parks as important man-made open space assets of the Green Infrastructure that not only serve their passive and active recreational purposes, but also provide a link between communities and other Green Infrastructure elements.
3. The conditioned proposal is consistent with the policies of the Revised Countywide Transportation Plan.
4. The proposed use is consistent with the applicable requirements of the Revised 1993 Zoning Ordinance.
5. The Conditions of Approval, particularly those regarding transportation improvements and environmental sensitivity mitigate the impacts of the proposed use on surrounding properties and will help ensure compatibility with the other uses in the vicinity.

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**DRAFT**

**MEMORANDUM OF UNDERSTANDING**

THIS Memorandum of Understanding is made, effective the \_\_\_\_ day of \_\_\_\_, 2010, by and between the Northern Virginia Regional Park Authority (the "Applicant" and "NVRPA") and the Board of Supervisors of the County of Loudoun, Virginia (the "County") regarding the development of the property identified as Loudoun County Tax Map 31, Parcel 5 (PIN# 077-36-5320) (the "Property") as a public park as illustrated and defined on the Commission Permit plat titled "White's Ford Park Commission Permit CMPT 2008-0020" dated September 17, 2009, revised through February 16, 2010 (the "Plat").

WHEREAS, NVRPA desires to establish and operate a public park upon the Property in accordance with the Loudoun County Revised 1993 Zoning Ordinance (the "Zoning Ordinance"); and

WHEREAS, the park use cannot be constructed, established or authorized, unless and until the general location or approximate location, character, and extent thereof has been submitted to and approved by the Loudoun County Planning Commission as being substantially in accord with the County's adopted comprehensive plan; and

WHEREAS, NVRPA has submitted an application for a Commission Permit, CMPT 2008-0020, seeking such Commission approval, and by this Memorandum of Understanding seeks to provide further assurances to the Planning Commission and the County with regard to NVRPA's use and operation of the park in the event the said Commission Permit is approved;

WHEREAS, the public park use shall be developed in two phases, Phase I and Phase II, as indicated on the Plat, with Phase I to include such uses as hiking and wildlife viewing, shore launching of canoes and kayaks from a sand or gravel launch area, and tenant occupancy of the existing house and Phase II to include such uses as boat rental facilities in the floodplain (which could include the construction of a poured concrete boat ramp), picnic shelters, a 60-site campground with 50 tent sites and up to 10 cabins, a group camping area, horse trail riding, and special events (voluntarily limited to a maximum of 5 events per year).

NOW, THEREFORE, NVRPA agrees that in the event a use as described in the AR-1 Agricultural Rural-1 District Use Table of the Zoning Ordinance as "community, neighborhood, or regional park, passive recreational uses" is established on the Property, such use shall be in accordance with Commission Permit CMPT 2008-0020 and the Plat, and NVRPA shall perform or cause the following to occur:

1. Prior to impacting any area to depths greater than those specified in the Phase I archeological study as containing a high level of artifacts, having archeological probability or being recommended for avoidance, initiate a Phase II study for the area being impacted.

2. Protect the Colonel White House, cow barn and drive-through corn crib by erecting a cattle fence around each structure and further protect the Colonel White House by securing all windows and openings.
3. Limit general park operations (i.e. uses other than camping) to daylight hours.
4. Comply with the no-build restrictions as recorded against the property in the Virginia Outdoors Foundation easements, as may be amended from time to time.
5. Provide the County the preliminary soils report for the floodplain portion of the property at time of site plan for any uses in the floodplain.
6. Ensure that lighting on the subject Property be designed and constructed to preclude light trespass onto adjoining properties, glare to passersby, skyglow, and deterioration of the nighttime environment. All lighting installed shall be affixed to or adjacent to the related building and shall have fixtures that are full cutoff and fully shielded.
7. Obtain all applicable state and federal permits prior to disturbing any area identified as a jurisdictional water or wetland.
8. During development, ensure that the critical root zone of the existing oak tree identified on Sheet 5 of the White's Ford Park special exception plat for SPEX 2008-0061/ SPEX 2008-0062 is protected and not encroached upon by any grade changes, storage of equipment, materials, debris, nor subjected to fill or construction traffic, parking of vehicles, or disposal of liquids.
9. Systematically remove and/or treat invasive trees as needed. Where possible, the removal of invasive trees shall be replaced with native deciduous plantings.
10. Allow at least 100 acres of current farmland to return to natural grasslands, meadows or forest to provide a more primitive camping environment and improve wildlife habitat.
11. Establish and maintain an additional 100 feet of buffer area along the Potomac River in addition to the 100-foot riparian buffer established and required by the Virginia Outdoors Foundation easement thus creating a 200-foot riparian buffer, provided that pervious surface natural trails, the launch ramp, access road and temporary facilities are all permitted within the buffer area.
12. Special events at White's Ford Park shall be prohibited during the Temple Hall Maize season, and such events shall occur no more often than 5 times a year and in conformance with, and pursuant to a permit issued under, the applicable provisions of the Zoning Ordinance regulating permits for Special Events. Furthermore, Special events may occur only after Hibler Road has been improved as described below.
13. Neither construct nor maintain formal trails immediately adjacent to the Potomac River in the area below the mean high water line.

14. Black locust trees shall not be removed unless they are: (1) diseased or dying as determined in consultation with the County Urban Forester and a threat to the safety of users of the park or any existing structure, or (2) located in the area of development (such as in the area of the boat ramp).
15. Subject to VDOT approval and prior to the development of any use included in Phase II, the Applicant shall improve Hibler Road from Limestone School Road to the main park entrance using VDOT's Rural Rustic Road Standards with the width of the road to be 18 feet, the surface gravel, and with all work to be completed within existing VDOT right of way and prescriptive easement offsite of the Property, and shall improve the vertical sight distance on Hibler Road near the Limestone School Road intersection based on a 25 mph operating speed by either lowering the grade and/or increasing the road width in this area. Once the Hibler Road improvements described herein are bonded, the Applicant may begin construction on the Phase II uses, but shall not open said uses to the public until the Hibler Road improvements are constructed and open to traffic. Where the applicant owns property on both sides of Hibler Road it shall grant 50 feet of right-of-way centered on the existing centerline of the travelway along Hibler from the western property boundary to the main park entrance. Where the applicant owns property only on one side of the roadway it will grant 25 feet of right-of-way from said centerline. The Applicant shall provide an area adequate for vehicles, including recreational vehicles, to turn around on Park property at the main entrance to the Park. Notwithstanding the above, the Park may open to birders, hikers, boaters (who launch from the shore), rental house tenant and general visitors prior to any work on Hibler Road.
16. Subject to VDOT approval and prior to the opening of the park, install cautionary signs (i.e. yield signs) proximate to the one-lane bridge on Limestone School Road.
17. Subject to VDOT approval and prior to the opening of the park, install signs directing park visitors to exit via Spinks Ferry Road.

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