

DRAFT



# PLAN WARRENTON 2040



# ACKNOWLEDGEMENTS



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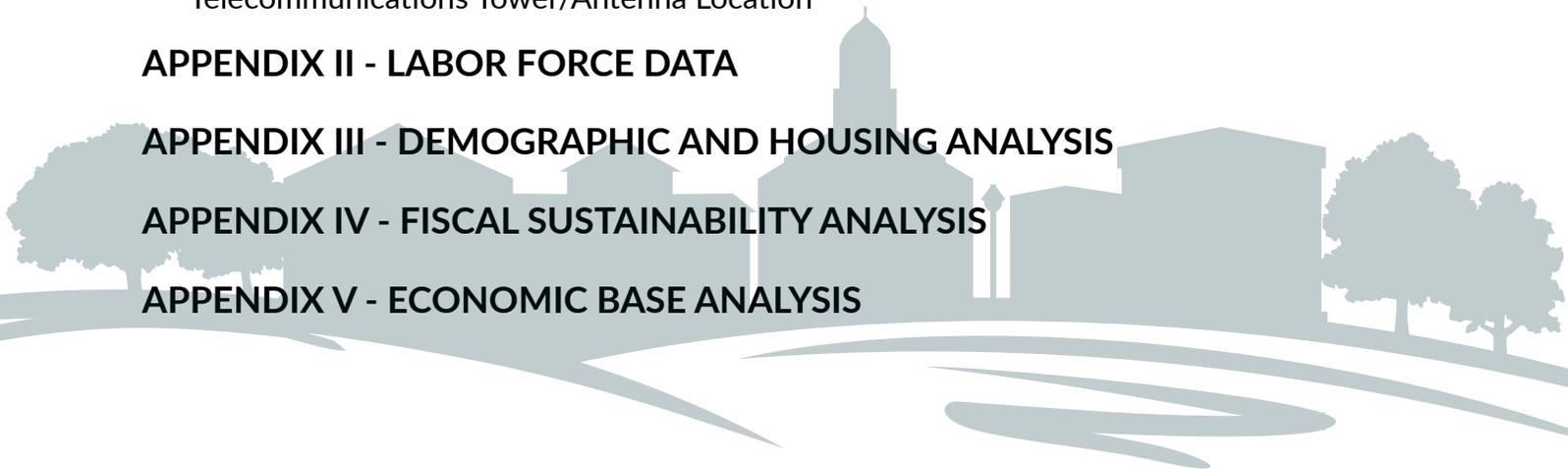
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# MAYOR'S MESSAGE 2040

*“We are a sum of our past, we are the hope of our future, all rolled into one, and we can see that every day when we walk down the streets of Warrenton. Whether its in Old Town, or going down to the WARF, or walking the streets in our neighborhoods. It is a genuine, sincere community, and it is defined by the people, and the place where we live.*”

*This is Your Town,  
this is Your Neighborhood,  
and this is Your Plan.”*

**- Mayor Carter Nevill**



# EXECUTIVE SUMMARY 2040

## Plan Warrenton 2040 Vision: Your Neighborhood, Your Town, Your Plan

*Warrenton in 2040 is a vibrant historic town with a strong sense of place. Families, retirees, students, young people just starting out, professionals and business entrepreneurs, live here because we have great pride in our community character, a healthy community and quality of life and are economically strong and resilient.*

*Warrenton in 2040 has great neighborhoods, historic character and charm, community facilities and places to gather that reflect distinct architecture and human-scaled design and housing options to meet people's needs at different stages of life.*

*Warrenton in 2040 is a healthy community with a thriving arts and cultural scene, well designed parks and open spaces for all citizens, access to local foods, interconnected*

*trails, educational options, and nearby wellness services. Our residents enjoy safe streets and the ability to enjoy a 10-minute walk, bike ride or local bus trip to their favorite Town park, shopping area or other destination. Commercial corridors are thriving economically and support a mix of transportation modes designed to make them walkable and accessible.*

*We provide a high level of public services and amenities supported by a fiscally resilient Town budget. Our Town is fiscally sound, and we provide a high level of services and public amenities for our citizens and visitors to enjoy. Warrenton is recognized nationally as one of the best places to live, work and visit in the Greater Washington region.*

*We are thriving as the county seat of Fauquier, where we have a clustering of jobs in government services, healthcare, education, tourism, non-profits, high-tech and specialty trades. We attract visitors to our Town that enjoy authentic experiences derived from our historic resources, recreational and wellness assets, local art and local foods. People visit us for a day or stay for the weekend to escape the hustle and bustle of other parts of the region. We are a place where people want to be in 2040 and for a lifetime.*

## Introduction

The Town of Warrenton (Warrenton) is unique. As a local seat of government located just 45 miles outside of Washington DC it has a combination of historic charm and vibrancy that helps to define it as a community and Town. The natural rolling hills, surrounding rural lands and environmental quality in Fauquier county and the Town have afforded the community a visual and physical break from the rapid urbanization of other parts of the Northern Virginia region. The Town is made up of distinct and compelling neighborhoods, a historic district and Main Street, high- quality schools, and has easy access to natural areas and community facilities. Warrenton enjoys an active arts scene, engaged community organizations and exceptional public facilities and services. These assets of the community are bolstered by the warm and inviting people who live and work here, making for an exceptional quality of life.

As the county seat of Fauquier and a designated service district, the Town is poised to attract people, jobs and visitors as the Greater Washington region continues its expansion westward, while maintaining what makes it unique – strong community character, healthy community features and economic and fiscal resilience.

This plan is based on promoting and enhancing those fundamental components for the Town of Warrenton. This plan is also based on years of public input and citizen engagement in creating the overall vision and specific policies, investments and recommendations contained. This plan is based on the vision for your neighborhoods and your town. Since 2016, the Town has actively been engaging residents and businesses as it seeks to foster economic vitality, while maintaining the historic character and diverse neighborhoods and commercial areas that serve local residents and visitors that are attracted here.

While maintaining the overarching character of the Town, this plan does suggest policies and investments to encourage diverse housing options desired by younger populations who would also like to live in such a unique place. It includes recommendations for a variety of topics, including historic resources, community facilities, parks and open spaces, economic and fiscal strategies and then land use and planning initiatives designed to support what was learned in the citizen engagement process. In all elements, community character, community health and economic and fiscal

resilience have been driving influences. And all recommendations have been created through extensive coordination and engagement with neighborhoods, Town leaders and stakeholders.

Warrenton 2040, as the plan will be referred to from this point forward, is the Town's policy guide for future economic vitality and overall investment decisions and will provide direction to enhance the Town's livability, operations, and appearance. The Plan also provides analysis of forces that can help to guide and enhance the Town's economic competitiveness and enhance connections to the region and various amenities in terms of accessibility. Warrenton 2040 provides solutions to the challenges faced by the Town as it strives to address housing needs, community needs and infrastructure needs that are consistent with neighborhoods and the overall vision of the Town. This Plan is intended to improve the quality of life, attractiveness, and continued viability of a Town loved by visitors and residents alike.

## Background

Warrenton is located in the upper Piedmont region of Virginia, 45 miles west of Washington DC. At the foot of the Blue Ridge Mountains, Warrenton is the County seat of Fauquier County, and the largest incorporated Town in the County. The original Fauquier Court House community developed in the mid-18th century as a colonial crossroads at the intersection of important transportation routes, Falmouth-Winchester Roads and Alexander-Culpeper Roads. At this trading nucleus, stores, a blacksmith shop, livery stable, tavern and courthouse emerged. By 1790, the Town was sectioned into twelve lots on both sides of the Rappahannock Road, thus creating Main Street. Storehouses and several churches developed here in the 19th century with citizens building houses and outbuildings on farms. Warrenton was incorporated in 1811 and in 1850 the boundary was expanded. By the 1850's a railroad reached the Town, which contained several churches, mercantile establishments, newspaper, and schools. Warrenton was primarily a trading center and a place of residence for merchants, county officials and professionals.<sup>1</sup>

As westward movement of settlers from the Tidewater region of Virginia moved west, treaties with the Native Americans allowed established Virginia families to move into the lands in the Piedmont. The trading post known as the Red Store was moved to 162 Main Street. The County was formed from Prince William County in 1759 and named for Francis Fauquier, the Lieutenant Governor of Virginia. When selected to become the county seat in 1760, settlement was named Fauquier Courthouse. On January 5, 1810 Fauquier Courthouse became incorporated as Warrenton, named in honor of the Revolutionary War hero General Joseph Warren who was killed at the Battle of Bunker Hill.

Another French Revolutionary War hero, General Lafayette, was welcomed to Warrenton On August 23, 1825 by an estimated crowd

<sup>1</sup> *Town of Warrenton website, Accessed January 11, 2020. [http://www.warrentonva.gov/visitors/history\\_of\\_the\\_town/index.php](http://www.warrentonva.gov/visitors/history_of_the_town/index.php)*

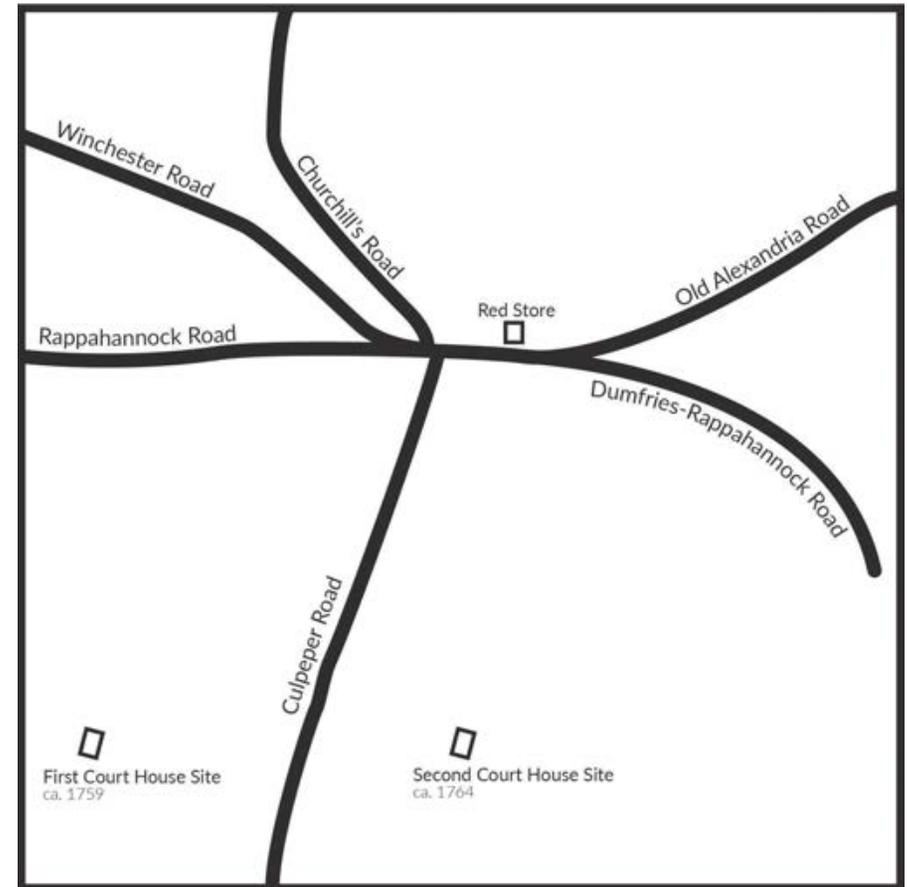


Figure EX-1: Fauquier Courthouse Historic Locations

of 5,000-6,000 people. It is said that former President James Monroe accompanied him.

In December 1852 the nine-mile railroad spur from Warrenton to the Orange & Alexandria Railroad main line running north and south in Virginia. This benefited Warrenton economically by allowing people and products to access the Town. Due to a number of factors including the Civil War, fires, and the Great Depression, passenger service on the line stopped in 1941. The last train came to Warrenton on 197X. When Norfolk

Southern decided to abandon the line in 1889, a group of dedicated that became the Fauquier Trails Coalition worked to ensure it became a rail-to-trail project. Today the Warrenton Branch Greenway is one of the Town's most beloved amenities. The original train depot as converted into a restaurant, the turn table location is preserved, a caboose stands for visitors, and the foundation piers for a freight warehouse.

In 1908 President Theodore Roosevelt announced military officers must be able to ride 100 miles or more per day. To prove it was feasible, on January 13th President Roosevelt left the White House at 3:40 am to ride to Warrenton. Upon arrival at 11:00 am, the President addresses a crowd from the balcony of the Warren Green Building, ate lunch and left for Washington DC at 1:30 pm. He arrived at the White House at 8:40 pm.

Known as the Great Fire of 1909, Warrenton was devastated when many historical structures burned down in the area of Ashby, Courthouse Square, Waterloo, and Winchester streets. Twenty six structures were destroyed, including the building that held the law offices of Chief Justice Joh Marshall from 1788-1780. While the Courthouse, Old Jail and a shell of Carter Hall survived. The following year St. James Episcopal Church on Culpeper Street also burned. This led to a time

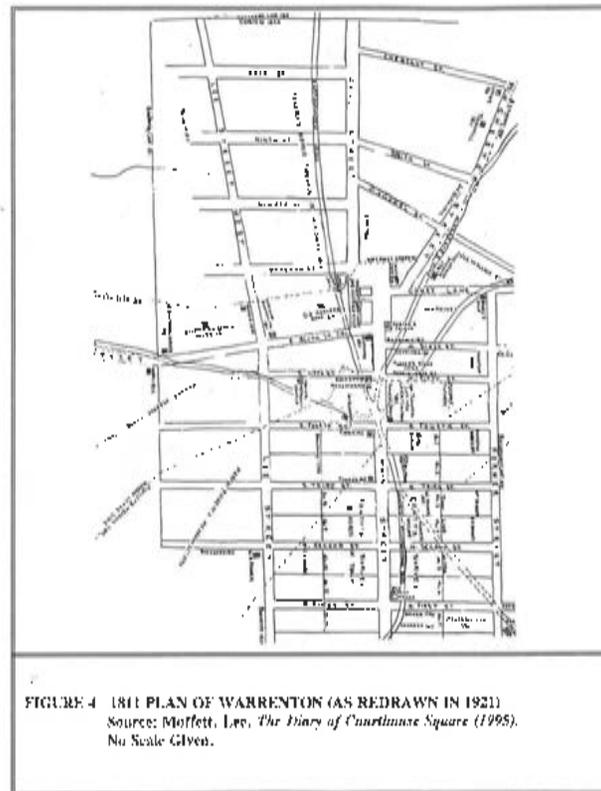


FIGURE 4 1811 PLAN OF WARRENTON (AS REDRAWN IN 1921)  
Source: Moffett, Lee, *The Diary of Charlton Square* (1995).  
No Scale Given.

Figure EX-2: 1811 Plan of Warrenton

of rebuilding and increased firefighting resources.

Eva Jenkins Walker was an active advocate for desegregation in Warrenton. Valedictorian of her class at the Rosenwald School, she fought for equal rights and education of African Americans. In 1988 the Town Council dedicated the Eva J. Walker Park located off Alexandria Pike in her honor. Today this park serves as a community gathering place for festivals,

rallies, church functions, and a good game of basketball.

Long identified for its storied ties and major contributions to state and national politics, the Town of Warrenton also serves as an equestrian haven. The Warrenton Hunt was established in 1883 and the oldest pony show in America began in 1900 at the Warrenton Horse Show grounds. Today Warrenton is a recognized historic Main Street community with a thriving downtown that serves as the gateway to Virginia's wine country, the Shenandoah National Park with its popular Skyline Drive, and the geographic center of the Journey Through Hallowed Ground's National Heritage Area and National Scenic Byway.<sup>2</sup>

During the Civil War battles and skirmishes occurred near Warrenton and churches and schools were used as hospitals, frequently occupied by Federal troops. Warrenton was the object of raids by Colonel John S. Mosby, known as the "Gray Ghost," who later made his home here and practiced law in the California Building across Court Street. After the Civil War, Warrenton came to be known throughout the nation for its galaxy of brilliant lawyers who practiced at its bar

<sup>2</sup> *The Partnership for Warrenton's "Warrenton, Virginia: A Unique History of 200 Years 1810-2010"* by John T. Toler, Cheryl H. Shepherd, and Ann C.. Power.

and as a mecca for horse lovers. In 1883 the Warrenton Hunt was established and in 1900 the Warrenton Horse Show, which has achieved national fame as the “Hunter Show of America,” began. In 1922 the first Virginia Gold Cup Race was run. Other hunts, such as the Casanova and Old Dominion, are located within a few miles of the Town. In the 19th century Warrenton also was known as a summer resort; the Warren Green Hotel and the Fauquier White Sulphur Springs, located a few miles to the west, drew guests from Washington and Richmond.<sup>1</sup> Throughout its history Warrenton has maintained its rural small-town charm with its historic character serving as an attractive feature.

Today Warrenton is an independent jurisdiction of comprised of 4.5 square miles and a current population 10,154 according and 3,764 households. The Town of Warrenton has several attractions that contribute to its reputation as a tourism destination in Northern Virginia. Many of the more notable attractions are reflective of Warrenton’s history and the preservation of historic structures and homes - many of which are in the Old Town historic district. Warrenton is located

within Virginia’s wine country, which is growing in reputation over the past several decades for its production of quality wines and the creation of more than 100 wineries throughout the Region. This is also the location of Virginia horse country, which attracts people interested in owning and raising horses; participating in competitive equestrian events; and those people attracted to the rural lifestyle associated with this part of the state.

The unique setting of Warrenton is defined by its visual and ecological value, which include significant natural features and vistas, natural resources, steep slopes, mature vegetation, scenic and rural views from within the Town to the surrounding areas. Located within the Piedmont Plateau, which is an area above the Triassic Plain and at the foot of the Blue Ridge Province, a significant portion of the Town is located in the Cedar Run watershed which drains to the Potomac River via the Occoquan Creek. A small area in the western part of the Town lies within the Great Run watershed which flows to the Rappahannock River. The piedmont region is largely underlain by metamorphic and igneous rocks with deposits of granite

rocks, soapstone, slate, trap rock and quartzite. The dominant soil type found within the Town is the Fauquier Silt Loam, with Catoctin Silt Loam found in several other areas. These soils are suitable for residential, commercial and industrial development provided that central water and wastewater treatment service is available.

Warrenton’s strong visual character is also defined by its hilly topography that generally range from 420 to 620 feet above sea level. Most of the town’s terrain is rolling to steep, with approximately 80 percent of the land area having a slope anywhere between 7 to 14 percent. The rolling terrain influences the appearance of the town and where and how buildings and other land use activities are placed, and especially how erosion and sedimentation are prevented. In addition to terrain, less than five percent of the land area in the Town lies within the 100-year floodplain as identified on the Flood Insurance Study maps prepared by the Federal Insurance Administration of the Federal Emergency Management Agency (FEMA). The Town has adopted special regulations

for these areas that control land use and development which could cause unacceptable increases in flood heights, velocities and frequencies.

Warrenton's setting within the region and in the natural setting have helped create the unique character of the Town. It's history, the preservation of historic structures and homes - many of which are in the Old Town local historic district, is framed by established residential neighborhoods and commercial corridors that provide a context for Town elements that will be either maintained as they exist or potentially enhanced to support economic vitality for the future of the Town.

Warrenton is located strategically on the edge of the sixth largest and second most educated and affluent metropolitan areas in the country, with one of the largest sciences and engineering work force of any metropolitan area in the nation. The Washington D.C. Metropolitan Area was ranked as the second-best High-Tech Center in a statistical analysis of the top 100 Metropolitan areas in the United States by American City Business Journals,

behind the Silicon Valley and ahead of the Boston metropolitan area. Fueling the metropolitan area's ranking was the reported 241,264 technology jobs in the region, a total eclipsed only by New York, Los Angeles, and the San Francisco Bay Area. The region also has the highest master's or doctoral degree attainment among the 100 ranked metropolitan areas. There is incredible opportunity for the Town to collaborate with and benefit from these regional labor force and educational statistics and Warrenton 2040 includes elements to support that exciting opportunity for the Town.

One of the reasons this is exciting to consider for Warrenton is because the Town has been negatively affected by the recession of 2008. Several of the Town's neighbors (Culpeper, Winchester and Leesburg) have recovered quickly and are projected to grow at substantially faster rates through 2040, which does represent an overall threat for the economic vitality for Warrenton as residents and potential jobs relocate to other locations. One of the overall trends affecting this is that each of the communities allow for a variety of choice in housing and commercial

development options that could be driving their patterns of development. The goal of Warrenton 2040 is not to mimic these towns in terms of development, but to learn how they have become economically successful and offer those amenities in Warrenton that can be accommodated without changing the character and community health of existing neighborhoods and areas that are already thriving here. The vision is that Warrenton also will increase the percentage of younger people living in the community, a trend that has shown minimal growth since 2010. By encouraging this type of investment, the Town can enhance its ability to attract a local labor force, and provide quality housing choices for younger workers, couples, and young families. As will be discussed in the details of Warrenton 2040, the overall lack of housing diversity is contributing to the Town's slowing financial resilience and its future ability to maintain its commercial base and this Plan will offer suggestions to reverse that trend. Warrenton 2040 offers a path forward for the Town, while maintaining the current historic character and small town feel that is so important.

## Statutory Basis And Plan Development Process

### Statutory Basis Of Warrenton 2040

The Code of Virginia, in Sections 15.2-2223 through 15.2-2236, provides the legal basis of comprehensive plans, the plan development process, and the planning and adoption process within the state. Warrenton 2040 is an official document that will serve as a policy guide for community facilities, parks and recreation, historic resources, and other community features. As presented below Warrenton 2020 fulfills the following requirements of Virginia State Code Section 15.2-2223:

- **Responsibility:** “The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction.”
- **Scope:** “In the preparation of a comprehensive plan, the commission shall make careful and comprehensive

surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants.”

- **Purpose:** “The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities.”
- **Extent:** “The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature, including any road improvement and any transportation improvement, shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned, or changed in use as the case may be.”

### Past Planning Actions

The Town of Warrenton has a long history of deliberative and thoughtful planning resulting in a variety of development policies. The **2002 Comprehensive Plan and 2009 Supplement plans** advanced by the Town have relevance to Warrenton 2040 and were examined as part of the planning process. The 2002 Comprehensive Plan 2000-2025 (2002 Plan) provided a preferred vision for the future of Warrenton (“the Town”) based on economic, demographic, regional, and technological factors that were expected to shape the Town’s future over the next 25-years and beyond. In response to these factors, the 2002 Plan articulated vision statements for the year 2025 that are based on the amount and location of growth; the quality of growth; downtown; open space and parks; and transportation. These vision statements are sustained by plan elements (topical areas) that are articulated by goals and objectives with

specific policies. Implementation actions were also identified to put the 2002 Plan's policies into practice.

- **Relevance:** New topical areas were also introduced, including a pedestrian and bicycle plan, which expanded paths and connectivity with the County's trail system, and neighborhood design, which identified long-term goals and provided design guidance to maintain character for the neighborhoods of Old Town, the Broadview Avenue Corridor, and the residential neighborhoods of Falmouth Street, Oliver City, and Foxcroft.

**Other Studies and Plans** - The following planning documents were reviewed and included in the Background Report for Warrenton 2040:

- 1991 Warrenton Housing Action Plan
- 1991 Urban Design and Downtown Facilities Plan
- 2006 Historic District Overlay Guidelines
- 2008 Market Study/2018 Economic Development Strategy
- 2009 Warrenton Neighborhood Rehabilitation Planning Program
- 2016 Warrenton Health Impact Assessment (HIA)
- 2016 Student Postcard Project
- 2016 Virtual Town Hall – Old Town and Community Plan Visioning
- 2017 Walkability Audit Report/ Complete Streets Recommendations
- 2017 Old Town Parking Management Plan
- 2017 PATH Foundation Linger Longer Project
- 2018 Strategic Economic Development Plan
- 2018 Urban Development Area (UDA) Plan

## Warrenton 2040 Planning Process

Plan Warrenton 2040 updates the Town's current policies and suggests investments for the Town by building on the previous planning studies and using an overall engagement process to refine the Town's overall vision and then creating recommendations on how to achieve that vision, in accordance with The Code of Virginia and best planning practices recommended by the American Planning Association. Plan Warrenton 2040 has resulted in a variety of policies, investments and strategies that revolve around the three drivers shown in Figure ES- 1:

- Community Character
- Community Health
- Economic and Fiscal Resilience

Everything contained in this plan is based on improving or maintaining one of these drivers, if not all of them. Plan Warrenton 2040 is organized around these three drivers and detailed analyses, goals and visions presented for the topical areas shown in the diagram at right.

The various recommendations and especially the Economic and Fiscal Resilience analysis was developed in collaboration with the overall Steering

## Warrenton 2040 Topical Areas



**Land Use and Character District Plan (LU):** Establish a range, intensity, and mix of appropriate land uses within each Character District guided by urban design principles.



**Historic Resources (HR):** Protect established neighborhoods and Old Town, including its form and character, from incompatible uses.



**Housing (H):** Encourage a range of housing types at different price points as appropriate in Character Districts, with an emphasis on the middle range between single-family and mixed-use or multi-family residential (bungalow, row, duplexes, and courtyard apartments). Update the ADU ordinance to more effectively maintain the physical character of an established neighborhood can be more effectively maintained.



**Parks, Recreation and Open Space (PRO):** Connect existing and new residential development to existing parks, trails and recreational opportunities; connect existing trails to proposed Town, County and private trails for a comprehensive network. Promote opportunities to develop new parks and green areas on private development site where floodplains are located, and development cannot be sited.



**Community Facilities (CF):** Locate community facilities in each Character District and plan for the implementation of adequate infrastructure (water, wastewater, and high-speed internet) to meet the needs and demands of the Town over the next 20 years



**Transportation and Circulation (TC):** Identify transportation improvements for all modes of travel, including pedestrian, bicycle, and automobile for each of the Character Districts, coordinated with compact development patterns. Connect pathways for pedestrians and bicycles with existing and planned active transportation improvements. Minimize curb cuts on primary roadways and create interior circulation streets for access and service, where possible, to accommodate all modes of travel.



**Economic and Fiscal Health (EF):** Position Warrenton to leverage each of its Character Districts to promote the location of jobs and revenue-generating developments. Character Districts with high visibility, vehicular access, and large developable lot areas can be attractive to future employers looking for office space. Identify areas that can accommodate a greater intensity of mixed-use development with greater thresholds for form and identify areas where new development must downscale to adjoining neighborhoods. Identify opportunities for redevelopment and leveraging existing assets.

Committee for Plan Warrenton 2040 and resulted in the Land Use and Character District Plans that are defined as a more detailed vision for specific areas within Warrenton.

The recommendations and illustrative renderings provided in the Land Use and Character District analysis are provided as guidance materials and present one possible future vision. The purpose is to create places that enhance the economic vitality of Warrenton, while documenting a long-term strategy for protecting the Town's small-town character, existing neighborhoods and rural buffer. Plan Warrenton 2040 promotes future revitalization within the Character Districts, with an appropriate range of land uses at varying intensities, specific guidance for building heights and setbacks, and transitions to adjoining properties.

The long-term vision of Character Districts is to create an economic development strategy that leverages the regions highly-skilled workforce and industry innovation by creating a live/work community for Warrenton, in which there is a balance of housing and jobs, supported by public amenities, such as parks, trails, and

community facilities. The Character District provides a framework for policy updates to reach this vision within each topical element, such as creating an economic development strategy for attracting major employer(s), prioritizing future connectivity to existing and/or proposed parks and trails, implementing transportation and infrastructure improvements, and distributing community serving facilities throughout the Town.

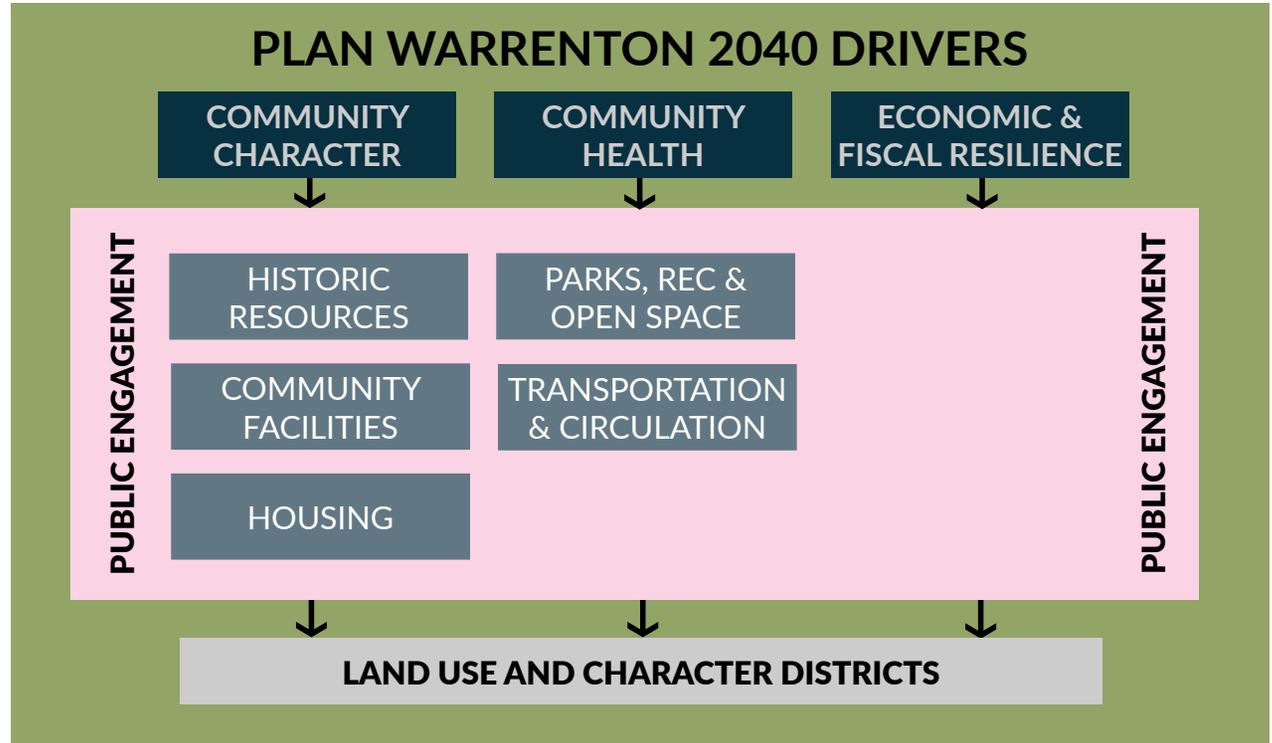
From a broader perspective, the Character District works in alignment with Fauquier County's Service Districts, in which future growth is promoted to distinct areas with adequate infrastructure in order to protect rural areas and established neighborhoods. As Fauquier County's County Seat, Warrenton will continue to work closely with the County on land use initiatives including the Warrenton Town boundary. Warrenton's future Town limits will be arrived at through negotiations that are consistent with the Tri-Party Agreement in a manner that meets the goals of all parties to the Agreement as well as the General Plan.

## The Three Drivers For Plan Warrenton 2040

Plan Warrenton 2040 is built upon a strong foundation of public input from Town-led planning initiatives since the adoption of the 2002 Plan. Based on public feedback from a series of planning initiatives and engagement exercises, three top drivers were identified that provides the foundation for articulating specific goals, objectives, policies to guide the vision and framework for Plan Warrenton 2040:

- Protect small-town **Community Character** and established neighborhoods,
- Support strong **Community Health** outcomes, and
- Retain sound **Economic and Fiscal Resilience** policies that promote a balance of jobs and housing within Warrenton and ensure that desired commercial uses are viable.

Plan Warrenton 2040 is organized around these three drivers organizationally.



## Public Engagement Strategy

The three drivers were further developed through an extensive public outreach process. A Comprehensive Plan Steering Committee was formed to guide the plan development process and provide input at key milestones. Stakeholder interviews were also programmed to gain specific feedback and two public workshops were held to solicit input on the vision of the plan and preferred scenario to move forward.

Plan Warrenton 2040 will serve as a policy guide for an array of choices that will come before present and future leaders. Therefore, it was critical that the plan update was developed by a broad cross section of the community to have the support necessary for its vision, strategies, and policies to be implemented over time. In that spirit, a Public Involvement Plan was created to at the beginning of the process to provide more specific guidance on the activities that will involve the community and stakeholders in the development of the Comprehensive Plan update.

The primary objectives of the public involvement activities are to effectively guide outcomes by encouraging involvement by as diverse a cross section of residents as possible, cultivating community partners in the conversation about Warrenton’s future, and encouraging new voices to get involved. The most valuable public involvement activities engage people

and result in meaningful change to the direction and emphases of the plan. Other activities simply communicate information or educate the public about the plan and key issues facing the community. Among the activities that engage the community are open houses, one-on-one meetings with community leaders, and an interactive website where people can share ideas or choose priorities at their convenience. Visual preference surveys and electronic voting with real time results were also incorporated into public workshops to gauge the participants preferences and priorities as it relates to a range of issues, such as land use, streetscape elements and the what Warrenton’s priorities should be for the update.

### Roles and Responsibilities

Clear roles and responsibilities were established for all the groups that will be involved in developing the update. Doing so avoids confusion, helps stakeholders provide meaningful and appropriate input, and creates clear processes for decision making. Several key groups and their roles and responsibilities regarding this plan are listed below.

- **Citizens of Warrenton** – Shape the overall direction of the plan through reviewing and providing ideas for the

plan’s vision, goals, and policies. Two public workshops were conducted, the first establishing priorities with the use visual preference surveys and real time electronic voting. The second workshop focused on the feedback from three scenarios or visions for the future. Through a voting exercise, the Citizens of Warrenton selected a Live/Work concept that would establish housing and jobs within the town’s boundaries, while maintaining the town’s small-town character and improving healthy living and quality of life. An open house was held when the first draft of the plan update was completed.

- **Stakeholder Groups** – A range of stakeholders were interviewed that provided targeted insights on topical areas of discussion including specific policy areas of concern such as transportation, Old Town, economic development, housing, environment, etc.
- **Steering Committee** – The Steering Committee advised and guided the update process and are the first tier sounding board for the confirmation of the vision, the three drivers, preferred scenario and identification of policy options and tradeoffs. The Steering Committee is comprised of residents and business owners that reflect strong

representation from different geographic and socio-demographic spheres within the Town. A total of seven committee meetings were held at key milestones during the development of the plan update.

- **Town Staff** – Key staff from Community Development and the Town Manager’s office oversaw the process and consulting team. They assisted in providing data, promoting public events, and coordinating with the key decision makers.
- **Town Council** – The final decision for adoption of the Comprehensive Plan and its policies was made by the Town Council. The Town Council will also use the plan going forward as a guide to decision making.
- **Planning Commission** – The Planning Commission recommended the overarching vision, strategies, and policies to the Town Council.
- **Michael Baker Consulting Team** – The consulting team is responsible for developing the plan and using effective techniques for analyzing existing conditions, forecasting potential future conditions crafting scenarios to engage the public and key decision makers, and

documenting the results of the process and decisions as they are made.

### The Goals of Public Outreach

Early in the process a few key goals for the public involvement were established to inform decisions on how to best engage the public during the project.

1. **Wise Use of Everyone’s Time** – Careful planning, well curated content and strategically designed activities that enable actionable results from individual participation will be key drivers of outreach efforts. Traditional face-to-face meetings remain important, especially for negotiating and resolving conflict, but online information sharing, and engagement will also be a key technique for this process. The Town’s website served as the primary portal for information sharing about plan update process. It included a timeline, a ‘get involved’ link, PowerPoints and presentation materials from all steering committee meetings and public workshops, online surveys, and all plan update documents, such as the background report and white papers. Email blasts were also employed promoting all meetings and events.

2. **Broad and Inclusive Engagement** – Engage as many people as possible, getting as close to a representative population as possible, to gather ideas from people that traditionally do not get involved. Ensure that everyone in the community is aware of and able to engage in the Comprehensive Plan Update process. In addition to public workshops held on weekday evenings, a pop-up event was held and located early in the process where people typically congregate on a weekend. In this example, the Michael Baker team held a pop-up event at the Warrenton Aquatic Recreation Facility (WARF) on a Saturday morning.
3. **Build on Previous Engagement and Participatory Culture of the Town** – The outreach for the plan update started from the last set of conversations had with the public and help connect dots between those efforts to reinforce a culture of participation. Through confirmation of the vision and the background report, discussions were framed with the public and the steering committee that acknowledges what has been done before and how that influences where we are now to minimize any planning burnout the public may be feeling.

## Community Character

In 2016, the Town initiated a Virtual Town Hall, an online forum for civic engagement that allowed the community to provide written statements to a series of questions pertaining to Comprehensive Plan visioning and Old Town visioning. Input from the community has created the 25-year vision for the Town and guided the decision-making process for Plan 2040 Warrenton. The citizens of Warrenton focused on establishing Old Town as the cultural heart and center of the Town of Warrenton by maintaining its small-town character. Input also supported limited development necessary to support more diverse businesses and generate greater foot traffic as long as that development did not threaten the character of Old Town. Citizens also supported in this engagement process priorities that included high-density residential development; the conversion of one-way streets to two-way streets; improve walkability, enhance community

facilities; and extend hours of operation for new and existing businesses. The purpose of these priorities is to target businesses and support more activity to make the Town more economically resilient and increase overall vitality in Warrenton and not to change the overall character. The input received help guide the creation of the Historic Resources, Facilities and Housing sections of Plan Warrenton 2040.

A Student Postcard Project was conducted that same year and involved over 1,000 students from grades K-12 from the Town's public and private schools. Students were asked to create postcards based on their favorite place or activity in Warrenton and to identify what they wanted Warrenton to be in 25-years. Students ranked the local Town parks as their favorite place to be in Warrenton, with the WARF as the most popular "favorite place" vote among students. Future desires conveyed

in the postcards included improving community gathering spots, increasing walkability, improving connectivity among neighborhoods, and creating a mix of uses and a sense of place for Warrenton.

One of the key recommendations that emerged from the engagement process and coordinated with the Steering Committee was the inclusion of a form-based approach for new and infill development, in which the form, number of stories and setbacks are specified, including transitions to adjoining neighborhoods. This emphasis on a form-based approach will result in development patterns and amenities that preserve historic resources and can be managed sensitively as future development proposals are reviewed to ensure that all enhance community character and do not change it.

## Community Health

The Town adoption of the 2016 Warrenton Health Impacts Assessment (HIA) ensures that policies consider health-related issues through a systematic process that uses an array of data sources and analytical methods and engages input from stakeholders to determine the potential health-related effects of a proposed policy, program, project. In December 2015 the Town of Warrenton adopted the HEAL Resolution, which sought to improve the health of its residents through a series of benchmarked activities. In the summer of 2016, a HIA was completed by the Town. After assessing the health status of residents and identifying ongoing activities in this realm, several recommendations were made to push the Town toward full and equitable HEAL Resolution compliance. In July 2016, the PATH Foundation and the Town of Warrenton entered into an agreement for professional services for work contributing to the Healthy Lifestyles-Complete Streets and Active Transportation initiative. The

purpose of this work is to complement the comprehensive planning update process by updating various topical areas of transportation, land use, and housing with public health considerations and fostering a commitment to a culture of health and fitness. Since the 2016 adoption, the HIA has led to a Complete Streets Assessment and Policy Recommendation, Trails Plan Update, Walkability Audits, Linger Longer Demonstration Project (temporary community demonstration project in Old Town that created bump-outs at an intersection, outdoor seating, and an expanded pedestrian area), and Community Engagement and Stakeholder Education Events, which has informed the Transportation and Circulation and the Parks Recreation and Open Space Elements.

During the public workshops for Plan Warrenton 2040, the issue of public health was a focal point for the public and an

incentive to attract families and individuals based on healthy lifestyles and choices.

The input received from this engagement has led to recommendations in the Open Space and Park and Transportation and Circulation chapters of Plan Warrenton 2040. Warrenton will design communities with continuous sidewalks that encourages walking, bicycle and invest in community facilities and open spaces that promote cycling and outdoor recreation. Parks and open spaces will be built that are in walking distance to neighborhoods and that facilitate physical activities for the whole family, and healthy produce from nearby farms, distributed by farmers markets and local grocers, provides for healthy nutrition and creates jobs. Community health also served as an input into land use and character district designs; almost all include parks, open spaces and walkable scaled places.

## Economic And Fiscal Resilience

The Economic and Fiscal Resilience driver is based on the significant input by the public, Steering Committee and White Papers produced for Plan Warrenton 2040, that it will take more than residential and jobs growth to support the current and desired retail uses in Town. Balancing the mix of uses between residential and nonresidential uses will be critical from both a market perspective and a fiscal one. Simply put, growth in commercial development (particularly retail and dining venues) will require greater consumer spending, which primarily comes from local households. More strategically, diversifying the town’s housing stock will be important to redefine the local office market and making sure Warrenton remains economically resilient in 2040. Having a high quality, well-integrated live/work/recreate community is a fundamental need to attracting these workers (and as a result, their companies). To implement the Live/Work community over the next 20 years, the Town will update its Zoning Ordinance to allow for mixed-use and/or multi-family development, office, and a range of housing types, based on an appropriate form and profile within the Town’s Character Districts that are intended to be transformed into

mixed-use neighborhoods with policies that address a range of topical elements, such as housing, transportation, community facilities, and parks and recreation. Predictability in the town’s development review process with a by-right approach that includes a system of staff review and public hearings for larger projects will be included.

More rooftops alone won’t drive enough new foot traffic, there is a need to look at other economic drivers for business growth. Plan Warrenton 2040 proposes new development policies to attract job-creating activities that match the local assets (history, culture, agriculture, recreation, IT and healthcare) and support the unique character of Warrenton and do not compete or change the overall community amenities so important to the citizens. Warrenton will get the type of development we want by streamlining the development review processes to ensure we retain the Warrenton character we want, attract major new employers, and strengthen livable amenities and housing diversity to remain economically resilient for years into the future.

Plan Warrenton 2040 includes proposals for mixed-use Character Districts that can catalyze redevelopment of underperforming commercial assets and respond to the regional marketplace dynamic that is shifting to communities such as Culpeper and Marshall. Warrenton historically has served as a regional hub for retail and services west of Gainesville. Warrenton’s market potential can attract a broader population base that is consistent with the overall vision. Mixed-use developments in Gainesville (i.e. Marketplace at Madison Crescent) and Manassas (i.e. Landing at Cannon Branch) have shown demand for a mixed-use development type locally. Plan Warrenton 2040 proposes a path forward to capture some of those economic trends in a way that can be implemented using land use and zoning controls to ensure that development activity is always balanced with character and health needs and the overall vision for the Town.

## Summary of Community Character Elements

### Historic Resources

Continue to work towards a common goal of conserving, reusing, and promoting historic resources to enhance the Town's sense of place and grow the economy through tourism and other economic activity. The major policy elements include:

- Document historic resources in a comprehensive inventory that considers each property within the local and National Register historic districts, their contributing status, and other attributes.
- Create a Preservation Plan to define the Town's long-range historic resource goals and implementation standards.
- Illustrative Historic Design Guidelines will guide new infill development and adaptive reuse in Old Town.

### Community Facilities

Community Facilities is a new stand-alone section that describes the goals, objectives and policies for Town facilities and water and wastewater infrastructure, with parks and recreation now as its own section. Some of the major policies are:

- Locate community facilities in each Character District and plan for the implementation of adequate infrastructure (water, wastewater, and high-speed internet) that meets the needs and demands of the Town over the next 20 years.
- By moving the Visitors Center to 21 Main Street, examine the previous site for highest and best use to meet the goals of the Old Town Character District.
- Plan and implement the Outdoor Amphitheater at the Warrenton Aquatic Recreation Center (WARF)
- The Old Town Hall could also be a catalytic site for arts or a commercial related use.
- The Town Hall to accommodate the Public Works Administration
- Over the next 20 years water/wastewater facilities to accommodate 1 to 3% growth, with appropriate improvements made to the Town wastewater facility.

- Proactive in ensuring that there is fast and reliable Broadband capacity by moving forward with a path that include the County and stakeholders.

### Housing

A diversified housing stock can accommodate the CEO as well as their staff. While the Town of Warrenton is comparably more affordable than Northern Virginia communities further north and east, the housing stock does not offer variety. Diversity of housing is linked to the Live/Work concept in that without this diversity, the community will be limited in its attractiveness to employers. Further, allowing for multifamily and mixed housing developments will maximize the development potential of the Town's limited land resources:

- Provide housing types located between the single-family and multi-family types, typically known as the middle-range housing types, in Character Districts, specifically in areas between established single-family neighborhoods and commercial corridors.

## Summary of Community Health Elements

- Locate these housing types in transition areas between single family neighborhoods and commercial corridors, main streets, and multi family housing.
- Identify new housing types in the Zoning Ordinance to include duplexes, fourplexes, live/work, and bungalow courts and courtyard apartments, in Character Districts as well as some residential districts as by-right.
- Expand the Accessory Dwelling Unit (ADU) ordinance to encourage an additional housing option for renters and to allow families to age-in-place.

### Parks, Recreation, And Open Space

Parks, Recreation, and Open Space was originally in the Community Facilities section and has been established as a stand-alone section along with the former Natural Environment topical element has been integrated into this section as well. Many communities across the U.S. have elevated their Parks and Recreation Departments because of its ability to attract young households by the provision of high-quality amenities that people desire. Parks and unique recreational amenities (both indoor and natural) are very tangible ways that small communities can compete regionally to attract younger households, particularly young families. Walking trails, dedicated bikeways, recreational and cultural programs and active community life is one way to stand out. Combined with a strong Town history and an active arts/entertainment scene, Warrenton could elevate its profile, attract visitors, and capture residents seeking a high-quality, small-town community.

- Promote green infrastructure specific for each Character District.
- Ensure a 10-minute walk to a nearby park, trail or green space.
- Connect Town and county owned trails with each other and with privately owned trails, with public access easements.
- Increase the amount of tree canopies in the Town with a Town-wide tree plan.

### Transportation And Circulation

The Transportation and Circulation section is based on providing an improved multimodal safety by enacting access management strategies, incorporating bike-friendly policies into new development standards, and deconflicting through-travel and local traffic movements.

- Work with the County and VDOT to determine how to fund and implement the Timber Fence and Southern Parkways.

- Update the street classifications and implement the Complete Streets recommendations.
- Implement Smart Scale recommended projects for specific locations around Town to improve mobility and safety.

## Summary of Economic and Fiscal Resilience Recommendations

### Economic And Fiscal Resilience

The Economic and Fiscal Resilience section focuses on promoting the Town as an integral part of the regional economy by leveraging the Washington DC Metropolitan Area and utilizing the Character Districts as economic catalysts.

- Create a robust strategy for housing and employment, become more proactive in business retention and recruitment, and locate major employers within the Town's Character Districts.
- Promote the Town's Character Districts as the focal point for revitalization by updating the Zoning Ordinance and the development review process to allow for mixed-use, multi-family and a range of housing types by-right, and at an appropriate scale compatible with the Town's character.

- Grow the Town's Economic Development Department to become more proactive in business retention and recruitment.
- Evaluate tax increment finance (TIF) districts within each Character District that can be used to fund infrastructure and site improvements.
- Initiate a Request for Qualifications for a Public/Private Parking garage behind the Post Office with a private developer.

### Land Use And Character Districts

The Land Use and Town Form topical elements are merged into the Land Use and Character District Plan, which is intended to enhance the sense of place throughout the Town, with mixed-use Character Districts within each adopted urban development area (UDA) overlay and Broadview Avenue. Creating a mix and balance of housing types and employment centers will gradually transform the Town into a Live/Work community, in which more people live and work within the Town.

- Each Character District is conceived as a by-right mixed-use area, with appropriate mix of land uses, in the vertical or horizontal configuration, at varying intensities. Specific form-based guidance is provided for building form, number of stories, site coverage, setbacks, appropriate uses, and transitions to adjoining properties.

- By-right development would have a process for public review if the development is over a unit and/or square footage threshold, a staff review and public hearing for approval would be required.
- Rather than reliance on dwelling units per acre (DU/AC), the number of stories are articulated for each land use to give a more accurate visual description of building form.
- Create a Broadview Avenue residential overlay to allow for mixed-use or multi-family development.

### Boundary Line Adjustment

Warrenton's future Town limits will be arrived at through negotiations that are consistent with the Tri-Party Agreement in manner that meets the goals of all parties to the Agreement as well as the General Plan.

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# PLAN WARRENTON 2040

## COMMUNITY CHARACTER







# PLAN WARRENTON 2040

## I. HISTORIC RESOURCES





*Image 1-1: Main Street, 2019.*

## Vision

In the 21st Century, Warrenton's historic fabric will be the place-making feature that gives the Town its identity, its character, and its feeling of home. Residents and visitors alike will understand the heritage of this place is unique and distinctive. They will recognize that the Town's historic fabric is what makes Warrenton, Warrenton.

The Town and property owners will work toward a common goal of preserving the historic built environment for current and future generations, knowing their efforts will strengthen Warrenton's neighborhoods, complement place-based economic development, encourage local economic growth, and conserve natural resources.

Key aspiration related to vision:

Conserve, reuse, and promote historic resources to enhance the Town's sense of place and grow the economy through tourism and other economic activity.

## Existing Conditions and Background



*Image 1-2: Street and Court House in Warrenton, 1862  
Image 1-3: Source: Library of Congress.*



*Image 1-4: Alexandria Pike and Main Street, no date  
Image 1-5: Source: Partnership for Warrenton.*

The original Fauquier Court House community developed in the mid-18th century at the intersection of important transportation routes including the road from Fredericksburg and Falmouth to Winchester, the Rappahannock to Alexandria Road on the east, and to Culpeper on the southwest. At this trading nucleus, stores, a blacksmith shop, livery stable, tavern, and court house emerged. By 1790, the Town was laid off into twelve lots on both sides of the Rappahannock Road, thus creating Main Street.

The 1811 plan of Warrenton at its incorporation and the 1850 boundary expansion streets comprise the original core of Warrenton. The fabric of this district included homes, several stores, government buildings, one museum, and several churches. Old Town Warrenton still has a few late 18th-century buildings, many 19th-century, and early-to-mid 20th-century buildings. The largest concentration of residential structures stand along Winchester, Waterloo, Culpeper, Lee, and Falmouth streets, while most of the commercial, semi-public, and public buildings are in the Main Street area.

In 1983 a National Register of Historic Places (NRHP) district was established for Old Town Warrenton based on an inventory of contributing and non-contributing resources. The Town simultaneously designated the area as a local historic district as defined in the Code of Virginia, with the intention of protecting the district's historic fabric from demolition and non-appropriated alterations.

In 1992, the Town Council expanded the local historic district, adding additional resources to the historic designation. Adjustments to clarify property division lines further altered the boundary in 1994 and 1996.

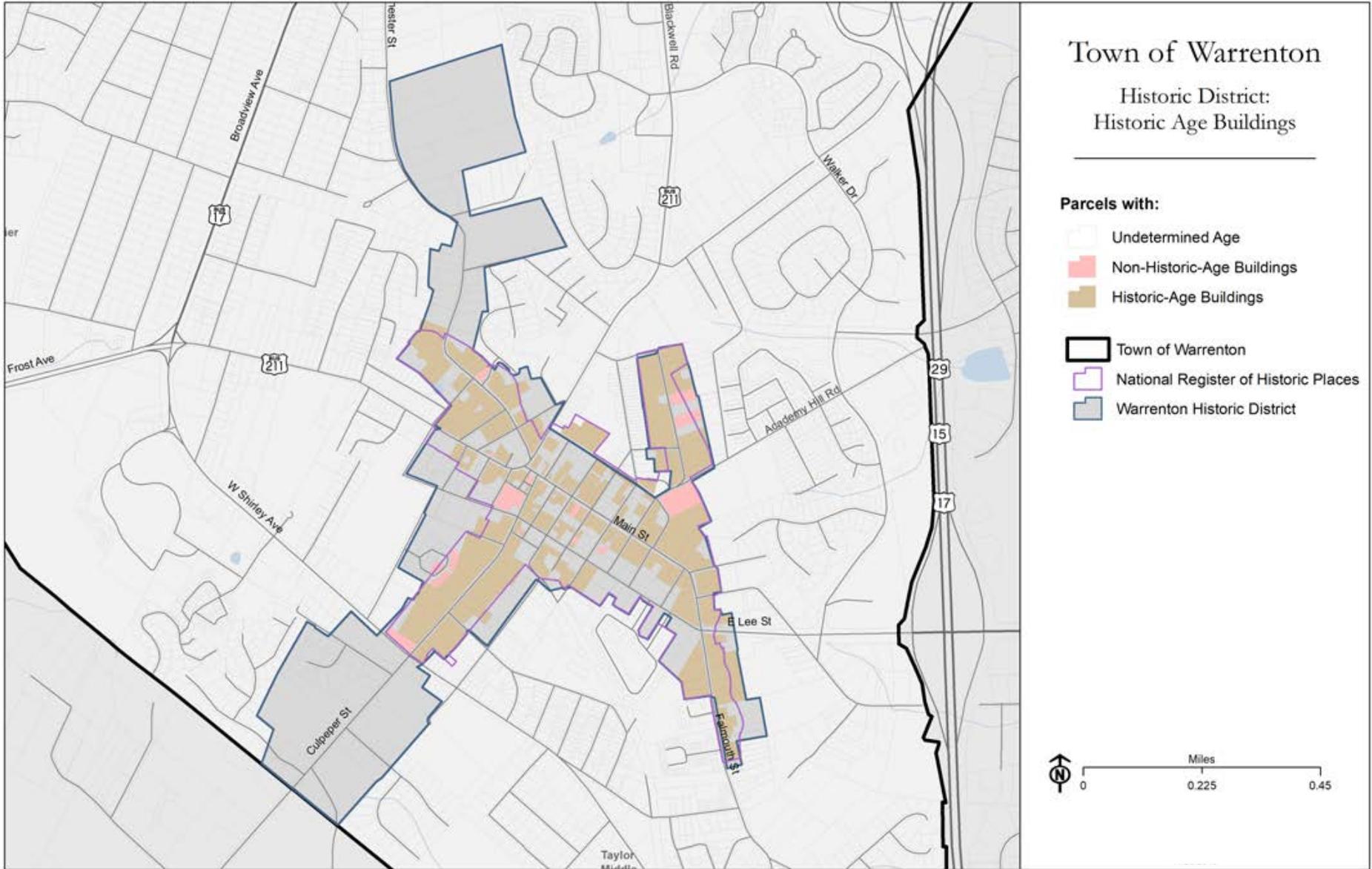


Figure 1-1: Town of Warrenton Historic District

Between 1997 and 1998, a reconnaissance-level architectural survey of the Warrenton Historic District was conducted to update the 1981 NRHP survey and inventory. The area surveyed covered 183.4 acres, encompassing the entirety of the two districts and including all contributing and non-contributing primary resources, as well as important contributing secondary resources. This updated inventory identified additional contributing resources within the boundary of the 1983 NRHP District.

The high visual quality and character of the Old Town Warrenton Character District is largely due to the “pedestrian scale” of its streets, buildings, and public spaces. This human scale makes it comfortable for people to walk, sit, converse, shop, visit the government centers, and otherwise enjoy outdoor spaces along the public streets. This quality of community design is the result of the historic pattern of streets and buildings that was established



*Image 1-6: Historic Courthouse, 2019.*

prior to the advent of motor vehicles. The compact pattern of enclosed spaces between buildings was created in the 18th and 19th centuries. The historic center of Warrenton is the location of the greatest concentration of resources and establishes the essential historic, human-scaled pattern and character of the Town. This historic center is located in the area where early colonial crossroads converged.

In 2040, the Warrenton NRHP district, and local historic district, as part of the Old Town Character District, will continue to be the signature cultural, social and historic hub of Warrenton. It will be a stop for out of Town visitors planning a trip to the Shenandoah or the Blue Ridge Mountains. Old Town will be at the center of Town branding strategies.

## Goals

### GOAL 1:

Conserve and reuse historic resources to enhance the Town's sense of place, grow the economy (through tourism and other economic activity), and protect the environment (by reducing the need to construct new buildings that consume land and resources).

#### **Policy HR-1.1:**

**Document historic resources in a comprehensive inventory that considers each property within the local and National Register historic districts, their contributing status, and other attributes.**

**Objective 1:** Maintain an accurate inventory of historic resources. To track properties within the local historic district, the Town currently uses a spreadsheet that references 365 parcels, while the updated local historic district boundary includes 506 inventoried properties. An accurate list of historic properties within the local and National Register historic districts will help: 1) property owners know which district they are in and whether the parameters of the historic ordinance apply, 2) renovators know whether their project may qualify for the federal or state tax credit program, 3) the Town keep track of projects and Certificates of Appropriateness.

4. Driver: Accuracy in applying historic preservation laws and guidance.
5. Metric: The creation of a comprehensive survey, including all parcels with both the National Register and local historic districts.
6. Action:
  - a. Using existing geospatial parcel data, export a list of all parcels located within the current National Register and local historic district boundaries. Along with parcel information, data should include addresses, dates of construction, acreage, and other relevant attribute fields. Each property record should be accompanied by a current photograph and a reference to additional research, when available.
  - b. Integrate the updated historic resources inventory with the Town's Geographic Information System (GIS). Evaluate the best platform for storing the historic resources inventory (e.g. Excel, GIS, Access).
  - c. Develop standard operating procedures to continuously update and check the inventory.
  - d. Use the comprehensive historic resources inventory in conjunction with the Town's permitting process.
7. Primary Responsibilities: Community Development.

## Policy HR-1.2:

Identify, evaluate, and nominate additional resources for the National Register of Historic Places.

**Objective 2:** Update the 1983 Warrenton National Register of Historic Places (NRHP) district nomination to reflect contemporary district nomination practices. Modify or expand the NRHP district boundary to more closely reflect the Town’s local historic district boundary.

1. Driver: Protect and preserve important cultural resources in Warrenton.
2. Metric: Completion of a successful NRHP district nomination update or expansion, approved by the VDHR and the National Park Service.
3. Actions:
  - a. Update and affirm the historic context, areas of significance, period of significance, and contributing and non-contributing resources. Conduct public meetings to elicit feedback on a potential historic boundary increase.
  - b. Update the National Register of Historic Places form 10-900 and work with the VDHR to process the nomination.
  - c. Work with the Fauquier Historical Society (FHS), Fauquier County, and the VDHR in consultation with Town residents to identify additional historic resources in Warrenton.
4. Primary Responsibilities: Community Development, VDHR, FHS, Fauquier County, NRHP, residents.

**Objective 3:** Identify areas of Warrenton that are potentially eligible for new listings as locally designated historic districts and National Register historic districts. Focus on areas that have been previously identified as potentially eligible, as well as resources that were constructed in the 20th century (prior to 1970).

1. Driver: Identify and protect historic resources outside the historic district. Call attention to a range of historic resource types, not just early settlement properties.
2. Metric: Complete a reconnaissance-level survey of historic-age resources throughout the Warrenton Town limits.
3. Actions:
  - a. Use existing parcel data and historic mapping to identify and flag properties with buildings with substantial community history or constructed prior to 1970. Identify areas with high concentrations of historic-age resources.
  - b. Conduct a reconnaissance-level historic resources survey of the entire Town, or of subsections (identified through the desktop survey), to identify districts or individual resources with the potential for historic significance. Work with the FHS, Fauquier County, and the VDHR in consultation with Town residents to identify additional historic resources.
  - c. Nominate identified resources and districts to be protected under the local ordinance, and/or listed in the National Register.
4. Primary Responsibilities: Community Development, VDHR, FHS, Fauquier County, NRHP.

**Policy HR-1.3:**

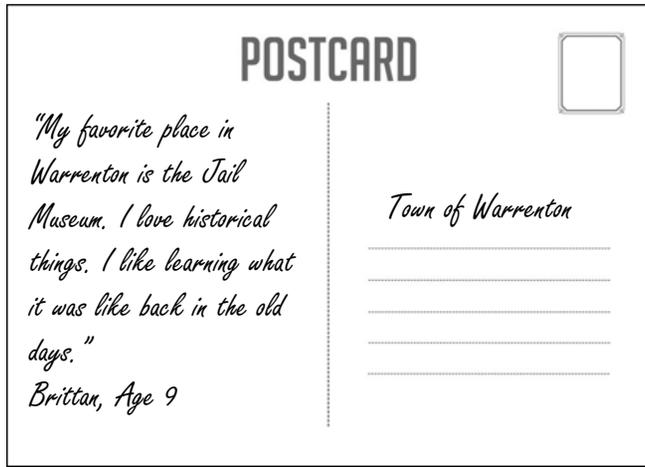
Educate property owners, the general public, stakeholders, government officials, real estate agents, and Architectural Review Board (ARB) members about historic preservation best practices, benefits, and cultural awareness.

**Objective 4:** Increase awareness of Warrenton’s historic resources that shape the Town’s character. Awareness, in turn, can prompt action to protect, maintain, rehabilitate, adaptively reuse, and promote resources that add value to the Town and its neighborhoods. This type of investment in the Town’s historic building stock strengthens neighborhoods and encourages local economic growth.

1. Driver: Make historic preservation a familiar concept to residents of Warrenton in order to institutionalize best practices that will benefit the entire Town. Encourage collaboration and volunteerism.
2. Metric: Town sponsorship of one or more cultural resource training event(s) per year
3. Actions:
  - a. Contact the Virginia Department of Historic Resources (VDHR) to discuss historic preservation training opportunities available to Certified Local Governments (CLGs). Determine whether VDHR has suggestions or resources available to set up training sessions for residents, business owners, Town officials, and ARB members.
  - b. Work together with the VDHR to host a brown-bag lunch event to promote the economic incentives of historic preservation, specifically, federal and state historic tax credits.
  - c. Announce ARB meetings on the Town’s website, in the newspaper, and on local historic district community bulletin boards.
  - d. Celebrate Historic Preservation Month in May of each year to showcase historic preservation benefits and successes. Create a historic-preservation awards ceremony, judged by the ARB and presided over by the Town’s mayor.
  - e. Work together with local non-profits to create a historic house or historic garden tour to raise funds and to promote appreciation of cultural resources.
  - f. Work together with local preservation advocates to develop consistency in heritage-related signage. Continue to designate streets in the historic district with “Historic District” labeled above each respective street sign.
  - g. Continue education and advocacy to enhance the economic and community development potential of historic preservation programs, such as Historic Districts, Heritage Tourism, Main Street, Scenic Byways, Heritage Areas, Agriculture Preservation, and Rural Conservation.
4. Primary Responsibilities: Community Development, Mayor, VDHR, FHS, ARB, residents, and local non-profits organizations.

## Policy HR-1.4:

Enhance Warrenton’s Historic Preservation Program through legislative, administrative, and logistical upgrades.



**Objective 5:** Revamp the historic preservation ordinance component of the Warrenton Zoning Code to alleviate any inconsistencies within the text, align the existing administrative procedures with the legislation, bolster the ordinance’s ability to serve its intended purpose, and protect the Town from any legal recourse due to ambiguity in the law.

1. Driver: Add clarity to the historic preservation ordinance and strengthen the legality of the historic preservation program.
2. Metric: Review, revise, and pass legislation to amend the Warrenton historic preservation ordinance.
3. Actions:
  - a. Consult other communities’ historic preservation ordinances, identify best practices, and consider aspects of the ordinances that currently work or do not work. Revise the historic preservation ordinance accordingly, with oversight of the ARB. Reorganize portions of the ordinance to follow a logical sequence of implementation. Clarify the physical limits of the ARB’s oversight. Obtain legal review of the ordinance and solicit public comment before seeking legislative approval.
4. Primary Primary Responsibilities: Community Development, Town Council, ARB, residents, Town Attorney.

**Objective 6:** Promote efficiency through workplace organizational upgrades. The Town’s existing historic preservation office needs the capacity to maintain and organize files for each of the properties within the local historic district, either as electronic folders or hard-copy files.

1. Driver: The existing office facility does not maintain historical records for all the properties within the local historic district. This makes it difficult to easily and expediently help property owners with requests for Certificates of Appropriateness and ultimately results in delays for project construction.
2. Metric: Provide the historic preservation office with adequate files (electronic and/or physical) to keep track of the resources within the district, projects undertaken at those parcels, relevant historical background information, previous Certificates of Appropriateness, and multiple photographs for each resource.
3. Actions:
  - a. Obtain file space (virtual or physical) as well as adequate staff time to compile all existing files and organize them into a usable system.
  - b. Procure a bookcase, storage cabinet, and digital camera for use in the historic preservation office.
  - c. Organize all previous surveys, including copies of National Register nominations, in the bookcase for ease of reference.
4. Primary Responsibilities: Community Development.

## Policy HR-1.5: Plan Ahead!



Image 1-7: Historic Corridor

**Objective 7:** Implement the Town's Historic Gateway Corridor Overlay District, which was first introduced in 2011 but not passed.

1. Driver: Preserve and protect community character and historic and architectural resources. Provide necessary architectural control over buildings and structures along arterial streets or highways, which serve as significant routes of tourist access leading to the Town's historic district and aid in the protection of property values in the Town.
2. Metric: Formally adopt the Historic Gateway Corridor Overlay District through a zoning ordinance.
3. Actions:
  - a. Evaluate how resources along the Historic Gateway Corridor areas fit in with the areas and period of significance for the existing historic districts. Determine which resources should be included in the overlay district, and whether modifications to those resources should be reviewed using the same historic district guidelines as the existing historic district.
  - b. Conduct public hearings to garner support and to facilitate the educational process.
  - c. Adopt the Historic Gateway Corridor overlay district and notify property owners.
4. Primary Responsibilities: Community Development, VDHR, FHS, Fauquier County, Town Council, and residents.

**Objective 8:** Create a Historic Preservation Plan to define the Town's long-range historic resource goals and implementation standards.

5. Driver: A Historic Preservation Plan is needed to provide the framework for preservation goals within the community over the next 20 years. By 2040, historic-age resources (50 years of age and older) will include those constructed in the 1990s-2000. Planning for future growth while protecting existing historic fabric is essential to the retention of Warrenton's heart and soul – the feeling and sense of place that are derived from its history and character.
6. Metric: The completion of a stand-alone Historic Preservation Plan.
7. Actions:
  - a. Conduct a needs assessment to open a dialogue regarding the perceived successes and failures of the preservation community.
  - b. Hold round-table meetings with members of the cultural resources community, including Town officials, interested residents, county historical organizations, State agencies to brainstorm best practices for moving forward.
8. Primary Responsibilities: Community Development, VDHR, FHS, Fauquier County, NRHP, Town Council, and residents.



# PLAN WARRENTON 2040

## II. COMMUNITY FACILITIES



NOTE: citations and references in this document are subject to change

## Vision

Working closely with Public Works Department in accessing the Town's long-term operations and needs, Warrenton residents and visitors alike will benefit from strategic investments in accessible community facilities located throughout the Town that meet the anticipated 2040 live/work vision, providing a high quality of life to a diverse community. Community facilities will play an important role in improving the health of the community and providing required amenities.

In 2040 Warrenton residents and visitors alike will benefit from strategic investments in accessible community facilities located throughout the Town that meet the anticipated 2040 live/work vision, providing a high quality of life to a diverse community. Community facilities will play an important role in improving the health of the community and providing required amenities.

Key aspirations related to this guiding principle include:

- Foster high-quality, equitable, and accessible community facilities that meet the Town's service requirements and support a high quality of life for the community.
- Make responsible and strategic community facility investments that support the Town's vision for a live/work community, sustaining its fiscal well-being and economic resiliency.
- Promote sustainability in all Town-owned facilities. Prioritize energy and water conservation and waste reduction.

## 2040 Live/Work Vision

As part of the planning process of the Plan update, three revitalization scenarios were developed to identify the best approach to address community character, health, and an economic and fiscal strategy for the future of Warrenton. These concepts were presented to the Steering Committee and the public through a series of workshops. The community affirmed its preference to become a regional live/work community in 2040 by maintaining its small town character, building on the many community health initiatives enacted over the last decade, and becoming an integral part of the regional economy. These areas of focus became the three drivers for Plan Warrenton 2040 and foundation for creating a 2040 live/work vision for the future:

- Community Character
- Community Health
- Economic and Fiscal Resilience

The 2040 live/work vision is based on the 2018 adopted preferred land use and transportation scenarios per the 2018 Urban/Village Development Area (UDA) Plan, in which four UDAs have been defined:

1. Old Town UDA
2. Lee Highway UDA
3. Frost and Broadview UDA
4. East Shirley UDA

These four UDAs, along with Broadview Avenue, have been transformed into mixed-use Character Districts with specific development guidance, goals, and policies for revitalization, while protecting Warrenton's residential neighborhood's form and character for the next 20 years.

### Regional Live/Work Community Scenario

Warrenton wants to support a vibrant community with a full range of amenities to improve the quality of life of existing and future residents and employers, and provide a diversity in housing choices that will accommodate a talented workforce.

### Assumptions

Greater emphasis on a variety of home choices at a variety of price points and a range of employment opportunities. With changes in commerce, the commercial strip footprint located on Lee Highway and Broadview Avenue will continue to redevelop over the next 20 years to accommodate a broader mix of uses, including employment, co-work facilities, and residential within the same footprint. As an addendum to the regional live/work scenario, the Town will evaluate the expansion of the Town boundary in compliance with the Tri-Party agreement to provide (1) a more physical and pronounced gateway into the Town, and (2) accommodation of uses that may not be physically compatible within the current Town boundaries.

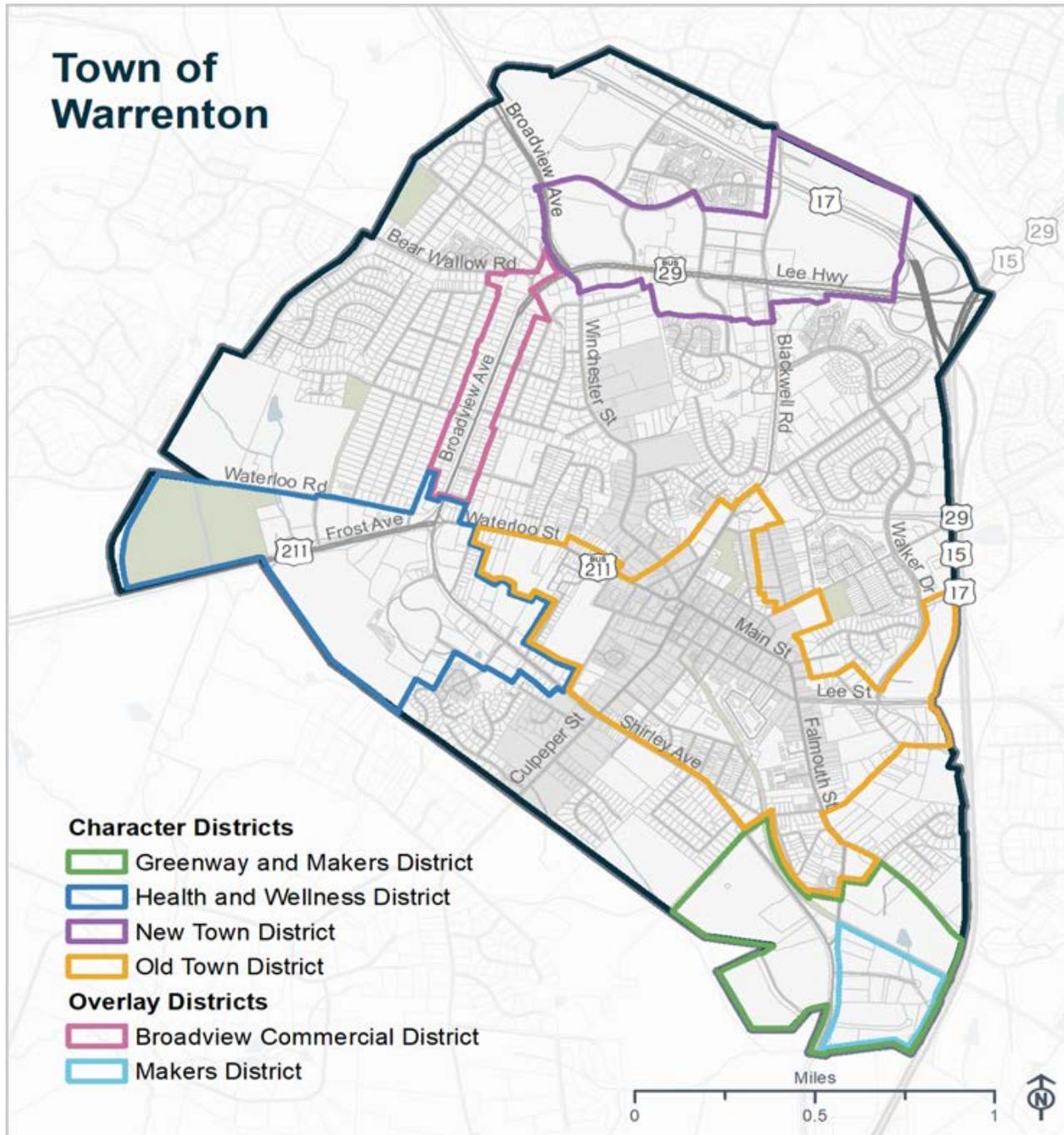


Figure 2-1: Town of Warrenton Proposed Character Districts

## Background Narrative/Overview

This Community Facilities element provides goals and policies related to community facilities, including water and wastewater infrastructure.

The Community Facilities element of Plan Warrenton 2040 seeks to aid the Town of Warrenton when considering site selection and acquisition, facility location, and timing of facility development. Long-term decisions based on these actions should be directly related to the land use recommendations and the Town's vision.

## Challenges and Opportunities

### Challenges:

#### *Aging/Undersized Facilities:*

As facilities age or become inefficient, it is necessary to decide whether to replace the facility or continue maintenance efforts to keep it operating. There is also the issue of facilities that are inefficient and do not serve the Town's operational needs.

#### *Demographics:*

An aging population in the coming years will bring increased emphasis on accessibility across community facilities. Warrenton's population trends reveal the need for right-sizing community facilities for consistency with anticipated incomes, job growth, and tax revenue.

#### *Character Districts:*

How do you provide community facilities, whether it is a community center, a farmer's market, or a recreation facility, that are equally distributed within each Character District? Over the next 20 years this will be a central question for the Town to consider. No matter where a Town resident lives, a community facility should be easily accessible.

### Opportunities:

#### *Compact Size:*

The Town's compact size (approximately 4.5 square miles and less than 10,000 residents) does not require large expenditures for community facilities.

#### *Strong Balance Sheet:*

Fiscally, the Town is well-managed and in good financial shape. There is an available budget for the Town Council to use for capital projects and still maintain a healthy reserve.

#### *County-Owned Facilities:*

Fauquier County itself has jurisdiction over the four public schools and the public library, and the maintenance burden for these facilities is primarily with the county.

## Existing Town-Owned Community Facilities

Figure 3-2 depicts select Town-owned community facilities. Except for the Town Hall, all facilities shown in Figure 3-2 and listed in Table 3-1 are expected to remain Town-owned. All community facilities except the wastewater treatment plant are located within the Town boundaries. This initial section focuses on the Town-owned community facilities; a separate section later in this chapter will cover Fauquier County-owned facilities.

Table 2-1: Town-Owned Community Facilities

Facility/Address
Town Hall 18 Court Street
Public Safety Facility (Police Department) 333 Carriage House Lane
Warrenton Volunteer Fire Company 167 W Shirley Avenue
Public Works Facility 360 Falmouth Street
Warrenton Aquatic and Recreation Facility (WARF) 800 Waterloo Road
Warrenton-Fauquier Visitor Center 33 North Calhoun Street
Wastewater Treatment Plant 713 Frost Avenue
Warrenton Water Treatment Plant 7240 Blackwell Road

\*Excludes parks.

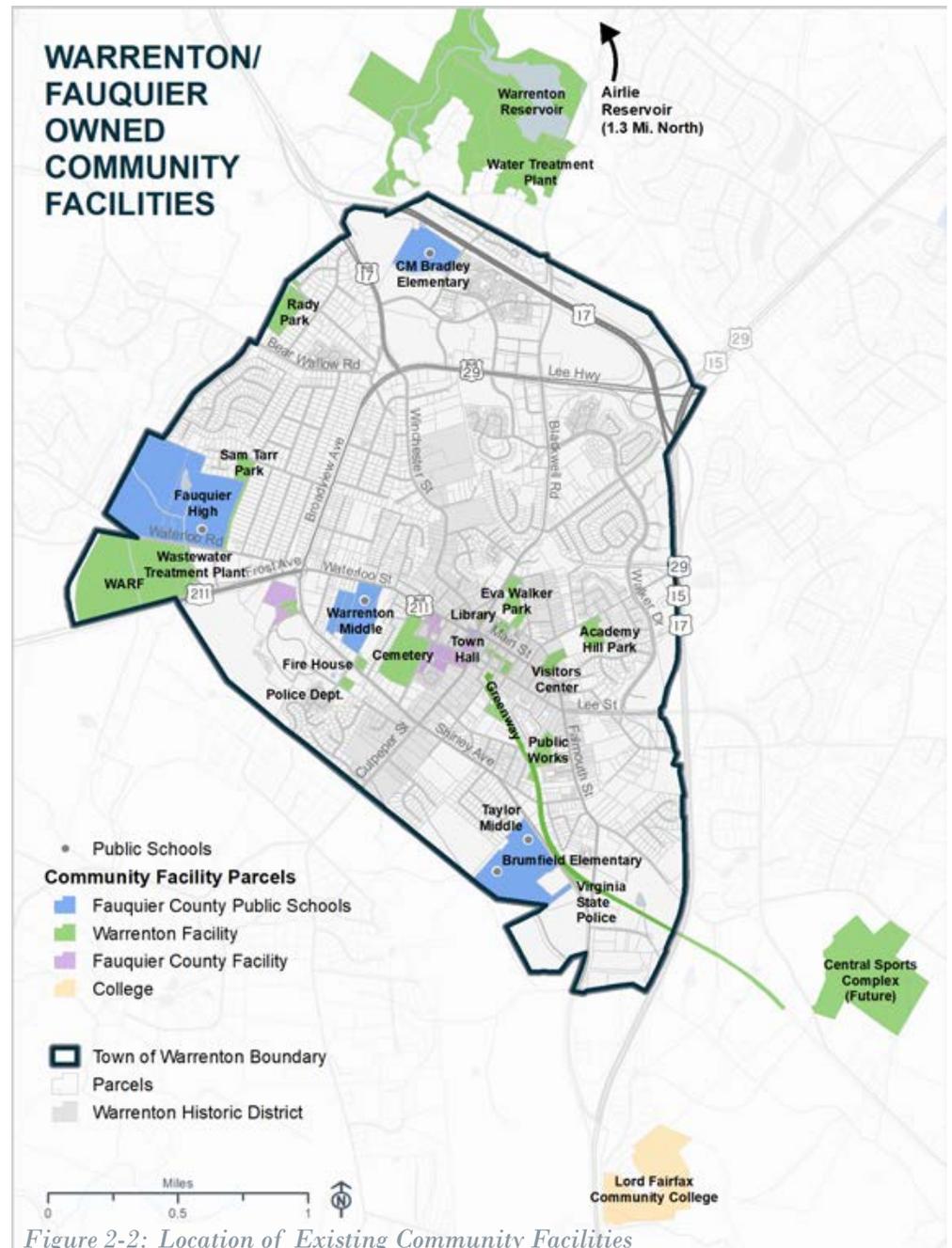


Figure 2-2: Location of Existing Community Facilities

# What We Heard from the Community

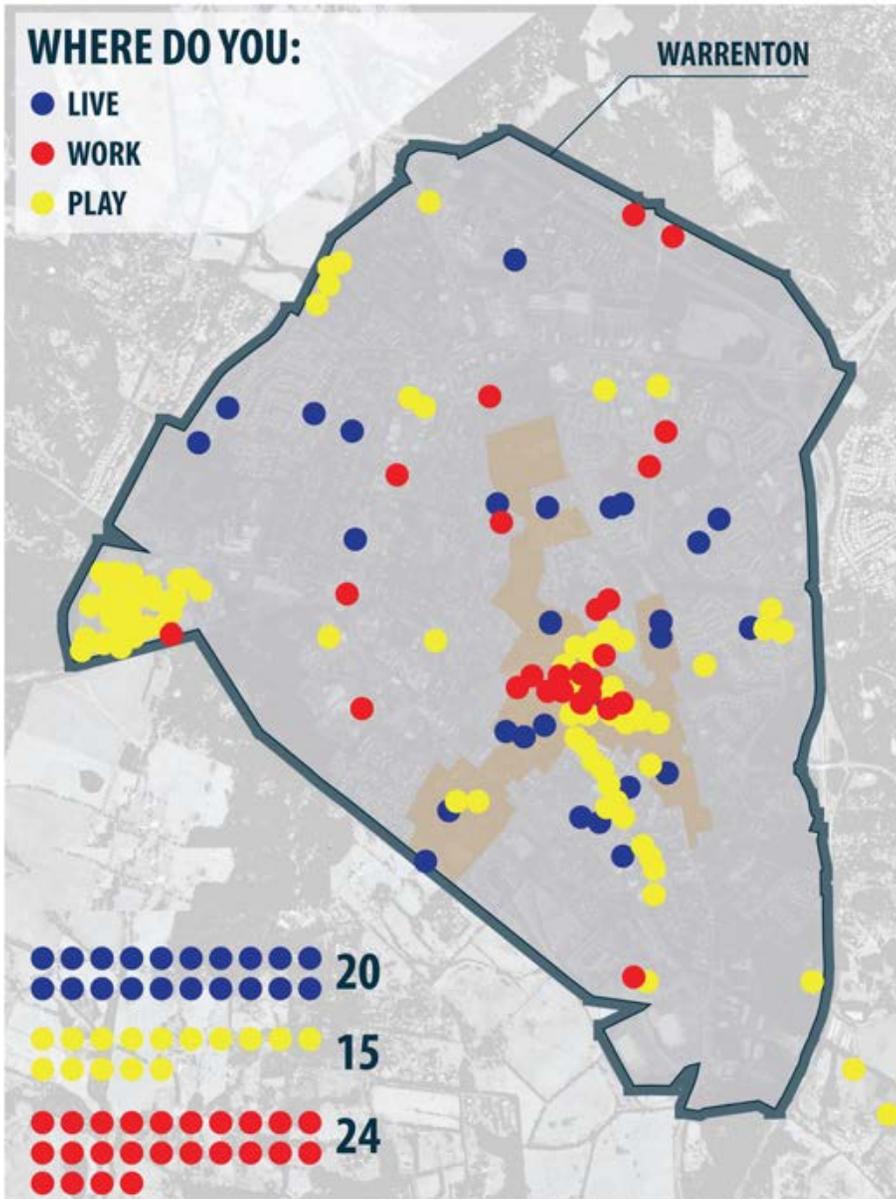


Figure 2-3: Live/Work/Play Responses



Image 2-1: Community Engagement

We held a pop-up event at the WARF during the visioning phase of the planning process. The pop-up event included engagement exercises that were organized on Community Character, Community Health, and Economic and Fiscal Health. These engagement exercises asked participants to rank various features that were important to them based on these categories, such as parks and recreation and place-making improvements. In a separate exercise using a series of red, blue, and yellow dots, participants were asked to identify on a map of Warrenton, where they live (blue), work (red), and play (yellow). Well over 100 responses were received during this exercise. The results conveyed that the WARF is a popular and heavily used facility that benefits not just the Town residents but the county as a whole. The results also showed that nearly half of the attendees lived and work in the county, but significantly more people “play” in the Town, as demonstrated by the accumulation of yellow dots around Old Town and the WARF. Both locations are popular destinations for both county and Town residents.

# Community Facilities Plan

The Community Facilities Plan for the Town of Warrenton focuses on improvements to Town-owned facilities, but also includes coordination recommendations for Fauquier County-owned facilities such as public schools and the public library, as well as a U.S. Post Office branch. The discussion is organized around the following major categories:

1. Government Facilities – Town Hall, Public Works, Visitor Center, Water/ Sewer
2. Public Safety – Police Department, Volunteer Fire Department
3. Recreation – Warrenton Aquatic Resource Facility
4. Infrastructure – Telecom/Broadband; Water and Wastewater

## Administrative Facilities

### New Town Hall

The Town Hall of Warrenton (18 Court Street) is undersized and the layout is space-inefficient for operations and services so the Town identified and purchased a new Town Hall building at 21 Main Street.



*Image 2-2: Existing Town Hall*

The new Town Hall, with a floor area three times larger than the old Town Hall building, will accommodate additional Town service functions. Town functions to be located in the new facility could possibly include the Visitor Center and the administrative functions of the Public Works facility, among others.

The current Town Hall building on Court Street will be subject to a highest and best use study to derive the optimum economic benefit for the Town. Possible market-ready uses consistent with the Town’s live/work vision are office/ commercial use, a meeting or events venue, or a community-oriented use such as a public art gallery or



*Image 2-3: New Town Hall*

cultural events center. Although the U.S. Post Office on Main Street is a Federal facility, it is an important feature in the Town. It provides additional services that are important for the provision of the full range of amenities and enhances quality of life for Warrenton residents.



*Image 2-4: Public Works Administration Building*



*Image 2-5: Public Works Yard Area*

**Public Works Facility**

The existing Public Works facility (360 Falmouth Street) is aged and undersized. The site area, estimated at 5.22 acres, is in a quiet residential area and would be more appropriately located in an industrially-zoned area.

Within the proposed 20-year planning horizon for Plan Warrenton 2040, the facility will probably require renovation or upgrades in order to keep pace with demand.

Over the next 20 years the Town will consider redevelopment of the Public Works site with office, storage, and maintenance areas designed to meet the

Town’s anticipated future needs. Beginning with development of a site master plan, activities should focus on redevelopment in place, but may require the provision of temporary “swing space” for public works functions as the redevelopment activities progress.

Management staff may be accommodated within the proposed Town Hall relocation along Main Street.

Coordination with Fauquier County for co-locating school buses and public works vehicles off-site could be a strategy to decongest the current Public Works site and allow for redevelopment. Another option is to allocate a small parcel of the WARF site for public works use.

*1. Based on GIS Parcel data*



*Image 2-6: Warrenton-Fauquier Visitor Center*

**Visitor Center**

The existing Warrenton-Fauquier Visitor Center (33 North Calhoun Street) is tucked away in a quiet residential area and would be better accommodated in a more accessible location along or near Main Street in the heart of Old Town. One possible location could be within the proposed new Town Hall location for greater visibility and accessibility.

A number of uses can be accommodated on the Visitor Center site, such as a non-profit organization focused on promoting arts and culture. Another option could involve engaging a private developer to consolidate the building and site into a



*Image 2-7: Warrenton Police Department*

larger parcel (estimated at 5.5 acres) to develop housing that is compatible in form and scale to the adjoining neighborhood. The site provides an opportunity to develop a variety of housing at different price points, on a site that is walkable to Main Street.

**Public Safety - Police Department**

The Police Department is housed in the Public Safety Facility (333 Carriage House Lane). According to the Warrenton FY2020 Adopted Budget, the Police Department is staffed by a total 26 personnel, or about 2.6 officers per 1,000 residents. In comparison, nearby localities (Emporia, Farmville, Franklin, South Boston, and Pulaski) have the same number or more active duty officers.

Based on <governing.com><sup>2</sup>, police departments serving cities with populations between 25,000 and 50,000 persons have an average of 1.6 officers per 1,000 persons. The FBI Uniform Crime Report (2011, FBI:UCR)<sup>3</sup> notes that cities with a population of under 10,000 provide an average of 3.5 officers per 1,000 inhabitants, but for cities with a population of 10,000 to 24,999, this ratio is reduced to 1.9 officers per 1,000 inhabitants.

Based on travel time analysis, a majority of the Town boundaries can be accessed from the station in 4 minutes or less. In the next 20 years, future redevelopment and infill will be focused in the Town’s mixed-use Character Districts, which are located in Old Town and along the Town’s gateways. See Figure 3-1 Town’s Character Districts.

2. <https://www.governing.com/gov-data/safety-justice/police-officers-per-capita-rates-employment-for-city-departments.html>  
 3. [https://ucr.fbi.gov/crime-in-the-u.s/2011/crime-in-the-u.s.-2011/tables/table\\_71\\_full-time\\_law\\_enforcement\\_officers\\_by\\_region\\_and\\_geographic\\_division\\_by\\_population\\_group\\_number\\_and\\_rate\\_per\\_1000\\_inhabitants\\_2011.xls](https://ucr.fbi.gov/crime-in-the-u.s/2011/crime-in-the-u.s.-2011/tables/table_71_full-time_law_enforcement_officers_by_region_and_geographic_division_by_population_group_number_and_rate_per_1000_inhabitants_2011.xls)

Response times must be re-evaluated at 5-year intervals to determine and improve response time.

**Warrenton should** initiate a program to gradually increase the officer-to-population ratio consistent with the Town’s preferred growth scenario. This should be a gradual addition of staff, and subject to a 5-year review of workload and criminal activity in the Town.

**LOS standards for police service are:**

- Attain an active law enforcement ratio between 2.8 and 3.0 police officers per 1,000 residents or a growth of up to 46 officers.
- Provide police facilities, including patrol and other vehicles, equipment, and support personnel, sufficient to maintain the Town’s standards for law enforcement services.
- Evaluation of response times alongside the 5-year review of workload police staff workload and criminal activity, and address response time deficiencies where necessary.
- Incorporate security improvements to police facilities consistent with security best practices.

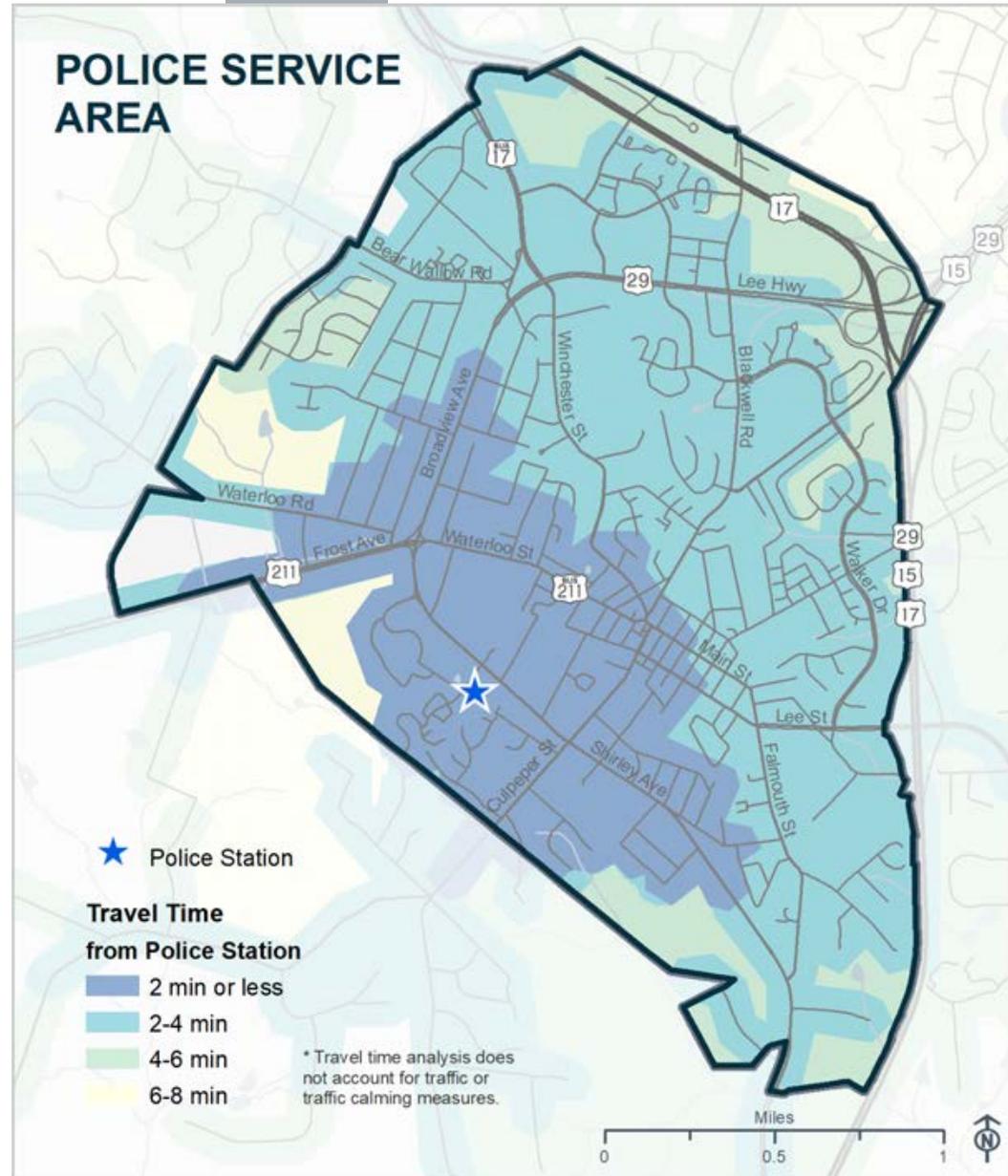


Figure 2-4: Police Travel Time Analysis



Image 2-8: Warrenton Volunteer Fire Company

**Public Safety - Warrenton Volunteer Fire Company (WVFC)**

Fire and Rescue Services for residents of the Town are provided by the WVFC located at 167 West Shirley Avenue. WVFC is a volunteer organization and has been a part of the community since 1872. The Town employs two full-time firefighters who are stationed at the WVFC. The organization boasts a membership roster of over 100 volunteers who maintain 24-hour, 7-day a week, year-round staffing coverage. A short distance from the WVFC is EMS Station One (210 Hospital Drive). The Emergency Dispatch Center is at 78 West Lee Street in Warrenton.

Based on the 2019 National Fire Protection Association (NFPA) statistics, fire departments protecting communities of 10,000 to 24,999 people or more

had median rates of 1.1 to 1.41 career firefighters per 1,000 residents. For volunteer firefighters, the median rate for the same population segment in the Northeast region is 1.38 volunteers per 1,000 residents. Based on the median rates, the volunteer firefighter-to-population ratio in the Town is sufficient for its current and potential future growth needs.

In terms of response time, the U.S. Fire Administration<sup>4</sup> national statistics cite an average fire response time from first call is less than 8 minutes, with 90 percent of calls responses in less than 11 minutes.

Summary findings from NFPA Standard 1710<sup>5</sup> recommend a performance response objective of 8 minutes for low and medium hazards and a high-hazard response time of 10 minutes 10 seconds.

Based on travel time analysis, a majority of the Town boundaries can be accessed from WVFC within 4 minutes. Under the proposed regional live/work scenario for Plan Warrenton 2040, it will be necessary to evaluate response times on an ongoing basis, especially in the identified Character Districts, and the corresponding travel times to identify potential service gaps.

In addition, cooperation and coordination with the Fauquier County Department of Fire Rescue and Emergency Management

(67 Culpeper Street) is anticipated in response to larger emergencies.

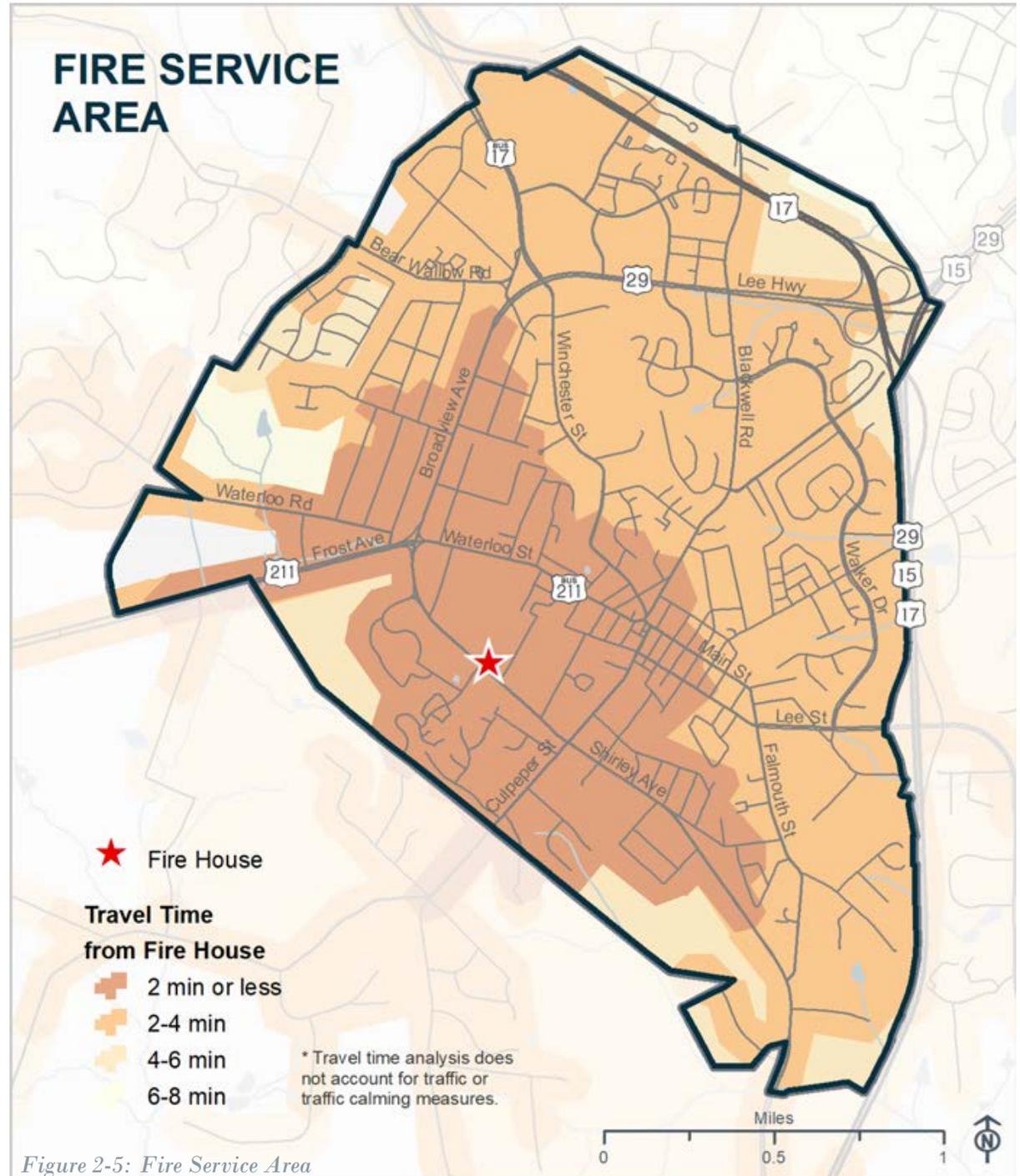
4. U.S. Fire Administration (USEA) 2006. "Structure Fire Response Times". *Topical Fire Research Series, Vol. 5, Issue 7*  
 5. National Fire Protection Association (NFPA). (2016) "Organization and Deployment of Fire Suppression Operations, EMS and Special Operations in Career Fire Departments".

Over the next 20 years the Town will continue to protect the community through a comprehensive fire and life safety program that ensures an adequate and timely response to emergencies.

**Recommended Level of Service (LOS) Standards for Fire/EMS Facilities based on NFPA:**

1. A population service level of 10,000 residents per station within the response area.
2. Response times from the Dispatch Center (DC) assumes a call processing time for the DC of 90 seconds or less 90 percent of the time. Additional standards are:
  - 8 minutes or less for low to medium hazards.
  - 10 minutes or less for high hazards.

**The Town will continually** evaluate response times through 2040 and will address deficiencies where necessary consistent with the LOS standard and full fire/EMS coverage for the Town of Warrenton.





*Image 2-9: WARF Building*



*Image 2-10: Outdoor Recreation Facilities at the WARF*

### Recreational and Performance Facilities

The Warrenton Aquatic and Recreation Facility (WARF) (800 Waterloo Road) opened in September 2007 as a response to the growing recreational needs of Warrenton’s population of families, active adults, and seniors. The WARF is a 59,738 square foot building featuring aquatic facilities designed to be accessible to users of all ages and physical capabilities.

The WARF also has a 3,200 square foot fitness room equipped with upright and recumbent cycles, treadmills, elliptical trainers, circuit training gear, and free weights. Fitness classes for those of all abilities are held in the WARF’s multi purpose room.

The park area surrounding the WARF features seven rectangular playing fields,

paved hiking paths, an inline skating rink and skate park, and the Claude Moore Fun for All Playground designed for the recreational accessibility for special needs children.

Both the building facility and the exterior features are in excellent condition. The lack of a master plan for parks and recreation however, has resulted in the lack of an overall vision for the facility and investments.

As part of Plan Warrenton 2040 the Town will develop a Parks, Recreation, and Open Space Master Plan to coordinate location, phasing, funding, and development of facilities. (Refer to the Parks, Recreation, and Open Space section of Plan Warrenton 2040.)

While there are smaller-scale arts and

performance spaces in Warrenton (Eva Walker Park and the Warren Green), the community has expressed a preference for a larger capacity arts and performance venue. Based on the community response, the WARF is a preferred location for an amphitheater. An amphitheater is included in the 2009 Comprehensive Plan although there is neither funding nor a set timeline to move forward with the proposal.

**The Town has recently begun to** raise funds for the outdoor amphitheater to be added to the WARF complex, and incorporate a robust schedule of arts programming for the community. Plan Warrenton 2040 has included the completion of the amphitheater as a concrete action.



Image 2-11: Warrenton Farmers' Market

## POSTCARD

"My favorite part of Warrenton is the Farmers Market! I get to look at a lot of different fruits and veggies and I can meet a lot of farmers...I think they could have a kids area for kids to play in when the grown-ups get to shop by themselves."

Riley, Age 9

Town of Warrenton

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### Other Facilities

Other recreational facilities are envisioned to support and promote the livability concept under Plan Warrenton 2040. The facilities should also endeavor to connect to the proposed park, open space, and recreational trails network in the Town.

#### Farmers' Market:

According to the Agricultural Development Department of Fauquier County, there are two designated farmers' markets in the County.

Saturday Market	Wednesday Market
Mid-April to late November	Early May to late August
8 a.m. – 12 p.m.	8 a.m. – 1 p.m.
Corner of 5th and Lee Street in Old Town	WARF Parking lot, 800 Waterloo Road

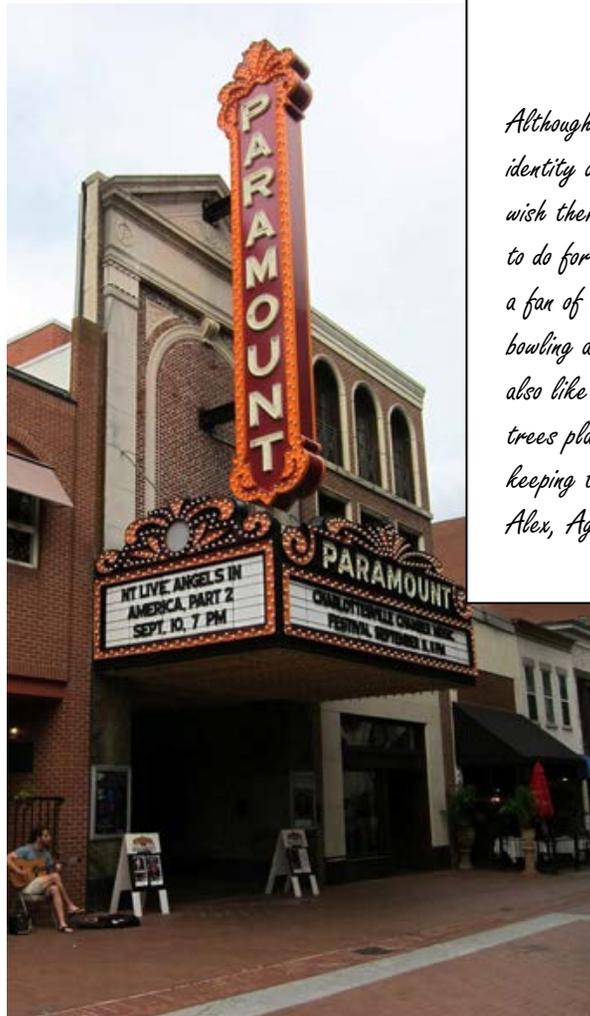
Both locations are in the southern portion of Warrenton. Plan Warrenton 2040 envisions multiple temporary farmers' market locations in parking lots in any of the four proposed Character Districts. Markets can be scheduled to reduce overlap and provide residents with choices closer to their residence.

**Movie Theater:**

Based on information from the 2019 Town Council’s Strategic Retreat, a movie theater was the most requested item for the future.

The movie industry is currently experiencing rapid change with competition from on-line and cable services. While larger theaters are experiencing falling ticket sales one year and recover the next year with an action-packed blockbuster, smaller independent art house theaters are experiencing financial stress.

Movie theaters are reinventing themselves by becoming more multi-faceted, adding cultural and entertainment uses, restaurants, children’s areas, and performance space. To accommodate the uses described above, the scale of a multi-story structure may be more appropriate in the New Town District. However, a converted two-story building in Old Town could become an arts and culture facility and destination, at a much smaller scale.



*Image 2-12: Charlottesville’s Paramount Theater - example of renovated Cultural Center*

**Cultural Center:**

A purpose-built, standalone cultural center built from the ground up may be costly to build, but there are alternatives to consider:

- Co-locate with a movie theater. A movie theater can do double-duty as a cultural center/performance venue.
- Retrofit/renovate an existing structure. The former Town Hall can be converted for an alternative use as a cultural center and performance venue.
- Adaptive reuse. If the Fauquier County Courts are relocated, the vacated space can be considered for conversion into a cultural center or performance venue.

**POSTCARD**



*Although the traditional/historic identity of Warrenton is important, I wish there was more for our citizens to do for fun, especially teens. I am a fan of the proposed movie theater/bowling alley/shopping area...I would also like to see countless numbers of trees planted around town...ultimately keeping the town looking nice..."*  
*Alex, Age 15*

*Town of Warrenton*

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## Infrastructure - Telecommunications/ Broadband

High-speed internet connectivity is an essential service for businesses and residents alike. Fast and efficient internet connectivity is important to businesses, Town operations, those who work from home, residents, visitors, and students. Warrenton seeks to improve the Town's telecommunication infrastructure.

Good telecommunications infrastructure supports economic growth and public safety and provides other essential communications services to the Town that are compatible with nearby and adjacent land uses.

### *Virginia Wireless Service Authority Act*

The Virginia Wireless Service Authorities Act (Code of Virginia, §15.2-5431.1 et seq.) was enacted by the Virginia General Assembly in 2003. The Act enables counties, cities, and towns in Virginia to form their own Wireless Service Authorities to provide certain communications services, including but not limited to high speed data and internet access services.

### Challenges and Justification

For Warrenton, high-speed connectivity is essential to achieving live/work goals. Recognizing the overall importance of the issue, Fauquier County commissioned a Broadband Demand Analysis (2016) to study how access and speed can be improved. Warrenton was included in the county study.

According to the demand analysis, business respondents commented on the inability to perform required operations due to the lack of available broadband options. Study respondents in general asked for more reliable and faster internet to increase productivity. Other respondents preferred better cellphone coverage and more competition against the current provider in the area.

The study included a survey that examined costs, funding options, and potential solutions that included a combination of new fiber-optic cable and antennas that would extend high-speed wireless service to rural areas. The study also

recommended two new towers to provide improved wireless broadband service in the Center Magisterial District where Warrenton is located. As a follow-through to the 2016 Broadband Demand Analysis, the potential location of two antennas and securing the necessary real estate was recommended.

### Demand Analysis Findings

Data from the demand analysis indicates that while there is internet service within Warrenton, there are still noted service coverage and performance gaps. Based on feedback from Town officials, none of the major internet service providers (ISPs) have expressed interest in bringing improved fiber-optic telecommunications technology into the Town. Consequently, fifth generation wireless<sup>6</sup> (5g) technology may not be available for Warrenton in the short-term.

Recognizing the challenges, one immediate option for the Town is to build a viable business case to continue negotiations and to convince major ISPs to invest in improved telecommunications

infrastructure. As an alternative the Town should study whether to develop its own municipal broadband network.

**Municipal Broadband**

Municipal broadband deployments are broadband internet access services provided either fully or partially by local governments. Common connection technologies include unlicensed wireless (Wi-Fi, wireless mesh networks), licensed wireless (such as WiMAX), and fiber-optic cable. Although many cities previously deployed Wi-Fi-based solutions, municipal fiber-to-the-home networks are becoming more prominent because of increased demand for modern audio and video applications, which are increasing bandwidth requirements.

Virginia State laws<sup>7</sup> allow municipalities to build their own broadband networks and offer retail services to residents, but they must meet a number of requirements. These requirements cover competitive charge rates, the lack of subsidies for services, including ‘phantom costs’ in their rates, and compliance with more stringent reporting requirements.

There is also a requirement to prove that service revenues would exceed annual service costs<sup>8</sup>. The following Virginia organizations are proceeding with municipal broadband service despite the

legal hurdles:

1. Roanoke Valley Broadband Authority;
2. The city government of Portsmouth, Virginia;
3. The Mecklenburg Electric Cooperative;
4. The Eastern Shore of Virginia Broadband Authority; and
5. The Central Virginia Electric Cooperative

Fauquier County has made extension of broadband internet and wireless phone service to its rural areas a service priority. The county has received detailed design proposals for a hybrid solution combining fiber-optic cable installation and a network of wireless antennas on towers and other structures<sup>9</sup>. Project implementation will be a public/private partnership between the Town, the county, and the utility providers.

For flexibility, and in order to engage in the spectrum of available technologies, establishment of a wireless service authority should considered for the Town of Warrenton.

6. *Fifth-generation wireless (5G) is the latest iteration of cellular technology, engineered to greatly increase the speed and responsiveness of wireless networks. With 5G, data transmitted over wireless broadband connections could travel at rates as high as 20 Gbps by some estimates -- exceeding wireline network speeds -- as well as offer latency of 1 millisecond (ms) or lower for uses that require real-time feedback. 5G will also enable a sharp increase in the amount of data transmitted over wireless systems due to more available bandwidth and advanced antenna technology.*

7. *These include VA Code Sec 56-265.4:4; Sec 56-484.7:1; Sec 15.2-2108.6*

8. <https://broadbandnow.com/report/municipal-broadband-roadblocks/>

9. [https://www.fauquiernow.com/fauquier\\_news/article/fauquier-work-on-County-broadband-network-could-start-july-4-2018](https://www.fauquiernow.com/fauquier_news/article/fauquier-work-on-County-broadband-network-could-start-july-4-2018)



Image 2-13: Wireless Tower

### Municipality-Owned Wireless Service Authority

Virginia law enables counties to form their own Wireless Service Authorities (WSA) to provide high speed data and internet access services (but excludes cable television or video programming)<sup>10</sup>. WSAs are separate, legal entities from the localities that form them. They are similar to other local or regional authorities (waste and water authorities, regional jail authorities, economic or industrial development authorities, etc.).

Just like other local authorities, WSAs are public bodies that can enter into contracts, sue and be sued, borrow money, and issue debt to finance their projects. In general, any locality can form its own WSA, or join with other localities to create a regional authority.

WSAs have wide discretion to both directly own and operate systems or to partner with the private sector for the deployment, operation, and maintenance of the system. A WSA could essentially serve as a financing entity in a public-private partnership with a private provider of internet services.

WSAs can borrow money and issue revenue bonds that do not constitute debt of the local governing body to finance their projects. In 2007, the Virginia General Assembly added wireless broadband equipment and infrastructure to the definition of projects that may be entered into under the provisions of the Virginia Public-Private Education Facilities and Infrastructure Act (PPEA), and projects that can be financed through the Virginia Resources Authority.

Warrenton should study whether the establishment of a WSA is appropriate for its live/work vision. The 2016 Broadband Study concluded that a hybrid wireless-fiber network would be the most economical approach for Warrenton. An Action Plan outline for development of a municipal broadband network, based on recommendations contained in “*Planning a Community Broadband Roadmap (2016)*” published by the U.S. Department of Commerce and National Telecommunications and Information Administration, is presented in Appendix I.

10. Karow, Charles. “A Backgrounder on Broadband.” (pamphlet, part of the study on rural broadband in Kent County, VA). August 2019.

# County-Owned Community Facilities

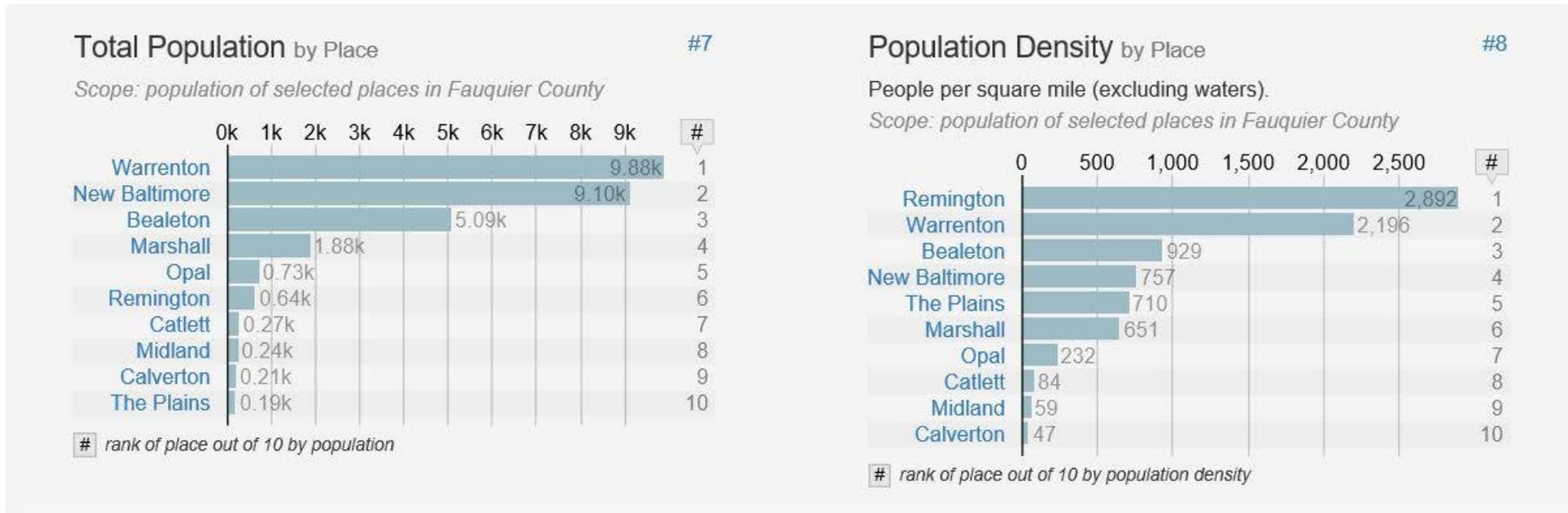


Figure 2-6: Fauquier County Population by Jurisdiction

## Guiding Principle

In 2040, county facilities will continue to be integrated into the fabric of the Town of Warrenton. This integration will provide economic benefits and reinforce the Town’s vibrant small-town appeal, while promoting the Town’s health by connecting assets, such as county trails with Town trails. It will also build on an economic and fiscal resilience strategy by collaborating to grow the job base, reduce the outbound

commute, and the reach the goal of creating a live/work community. Key aspirations related to this guiding principle include:

- Reinforce the role of community facilities into the Town fabric
- Capture economic benefits
- Promote livability
- Create new linkages and connectivity

## County-owned Community Facilities

Within Fauquier County, Warrenton houses a significant portion of the county’s population, with population density second only to Remington, VA (see Figure 3-19). Many county-owned or managed facilities are located within the Town of Warrenton, with a concentration of facilities located in Old Town that are supported by parking, and professional and commercial services.

## Privately Owned Community Facilities

Fauquier Hospital is a privately owned hospital that serves as a community facility. Fauquier Hospital is the primary component of the Fauquier Health system, which partnered with LifePoint Health in 2013.

While there may be other privately owned entities serving the public good in Warrenton, the hospital (and its patient centers – see Figure 3-16) is the largest, with a service area population of 231,141, reinforcing its position as a healthcare hub for the entire region.

Fauquier Hospital is classified as an acute care community hospital and offers surgical services, a 24-hour emergency department, medical imaging capabilities, a center for cancer care, a center for weight loss, an intensive care unit, and inpatient rooms. The hospital contains 97 beds, employs 1,100 staff and 220 physicians, and is recognized as a center of excellence for stroke care, chest pain, and orthopedics.

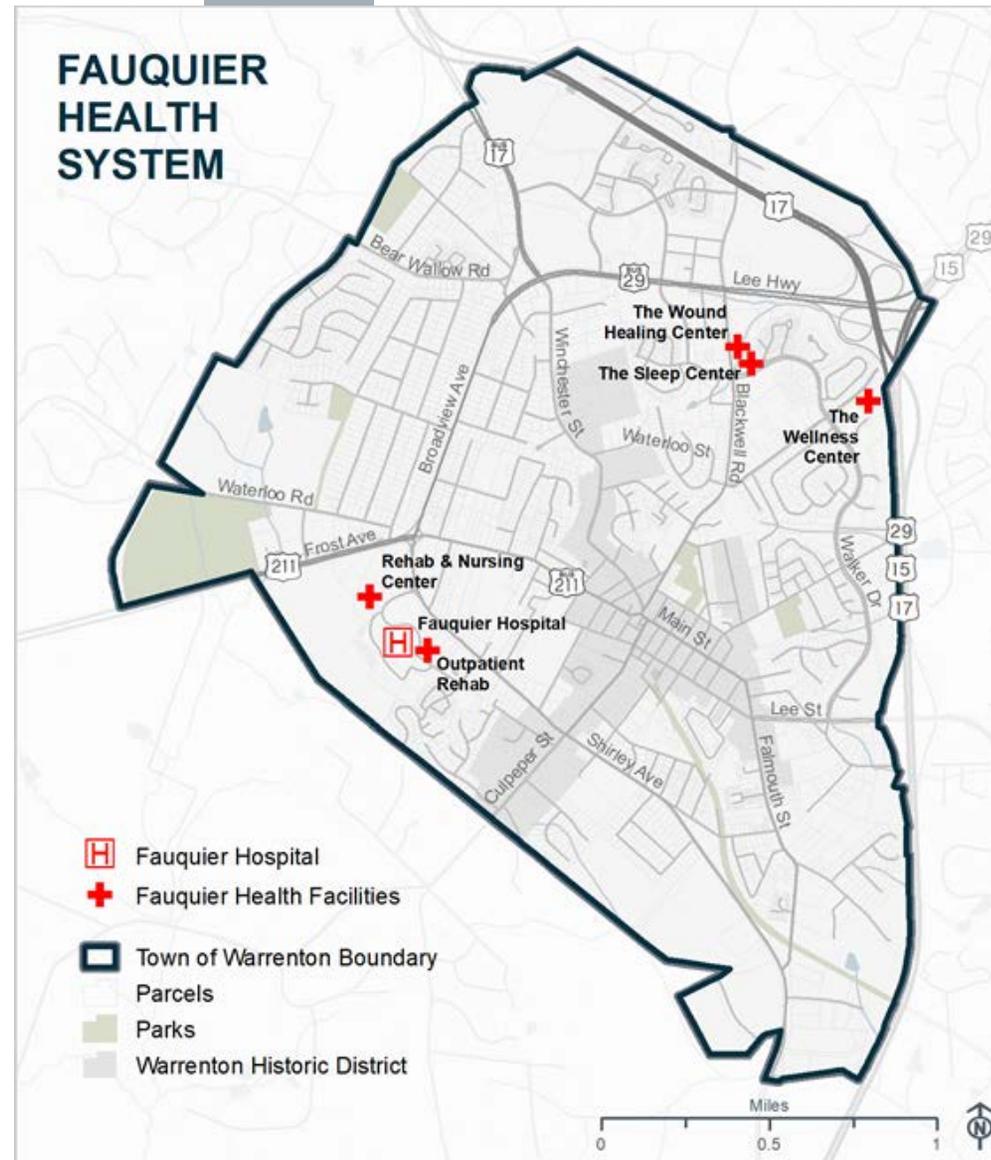


Figure 2-7: Fauquier Health System

## Relevance of County, Town and Privately Owned Community Facilities

County facilities are important economic components for the Town and provides a number of benefits. Centralized and accessible county facilities create foot traffic that enhances the vitality of daytime business in Old Town.

The following qualities describe the relevance of county facilities in the Town of Warrenton.

### Integrated into the Town character –

County facilities such as the library and the courts are physical landmarks that the residents can readily identify. These facilities have a distinct design character and are often human-scaled, helping solidify the community’s perception of a “place.”

### Community and social services –

County facilities provide key service functions to the general community and are essential to fulfilling the Plan Warrenton 2040 vision of a regional live/work community. At the core of this vision are community amenities that make the Town attractive to new residents and potential employers alike.

Access to good-quality schools is a strong impetus for families to live in the community. Community centers, which

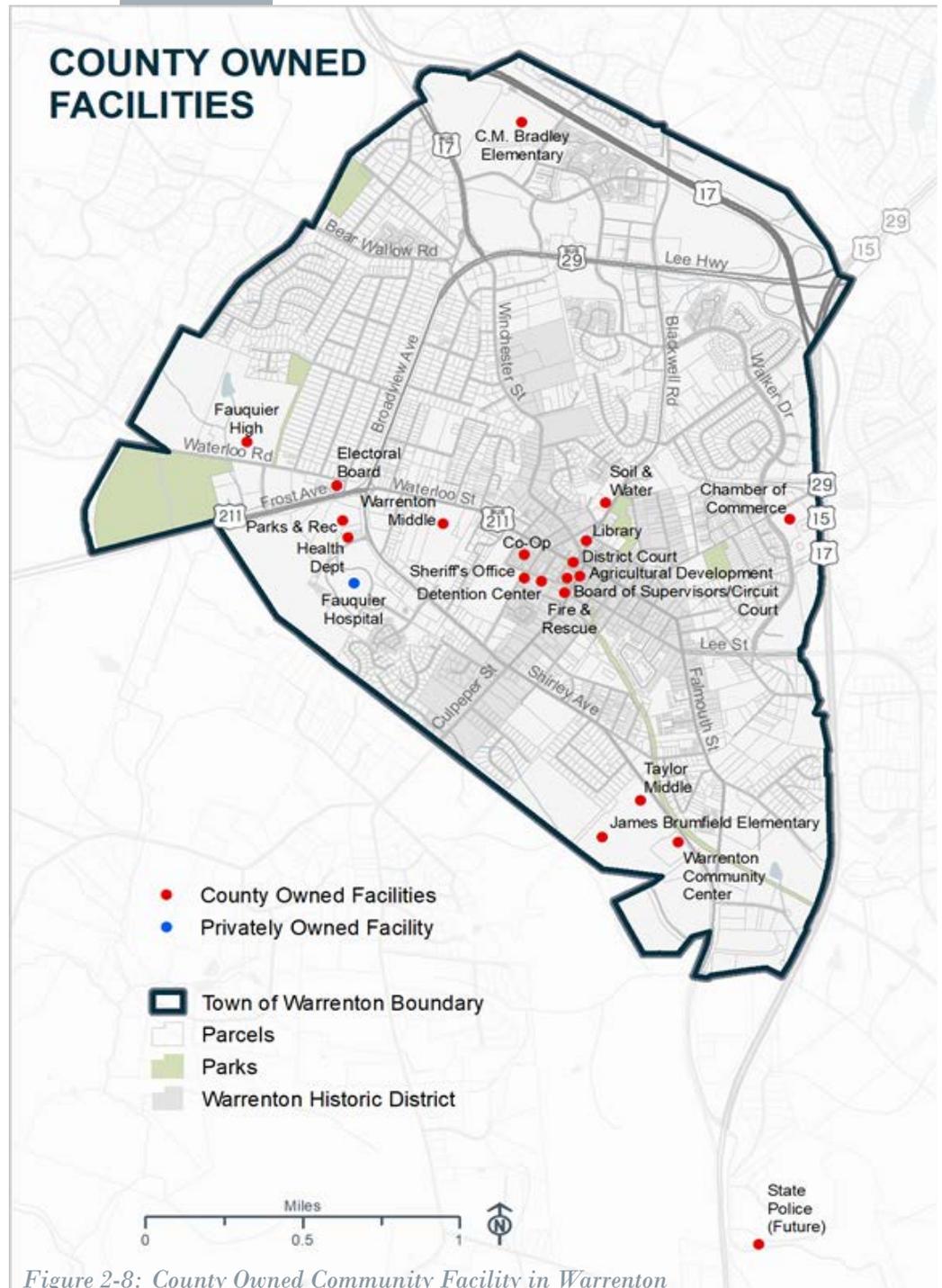


Figure 2-8: County Owned Community Facility in Warrenton



Image 2-14: Taylor Middle School

provide an important service for Town residents, cater to diverse age groups and segments of the population. Community centers also serve as a community gathering space for Town meetings, private meetings, and events, and a potential gathering place in case of emergencies. In cooperation with non-profits, these venues could provide affordable child care and educational programs for children and adults.

Regional Health and Wellness Hub –

While privately-owned, Fauquier Hospital is envisioned to be a centerpiece of the Health and Wellness District. The Health and Wellness District builds off the “Hospital as Hub” strategy and leverages Fauquier Hospital with its capacity to create jobs in health-and-wellness related industries. Fauquier Health estimates the total community economic impact of its operations at over \$8.6 million<sup>11</sup> (as of 2018). As the aging population of the region continues to grow, the demand for



Image 2-15: Fauquier Hospital

health-related services and housing will continue to rise. (Additional information can be found in Section II. Land Use and Character District Plan and Section VIII. Economic and Fiscal Resilience).

Employment benefits – County facilities provide a place for direct employment but also provide indirect employment in industries ranging from retail and hospitality services to construction, maintenance, healthcare, and consulting. Empirical research has shown that communities that host county offices have more professional, scientific, and technical service businesses compared to communities with few or no county offices. In addition, county services create a demand for legal and consulting services, insurance, engineering, and advertising services.

Spending and related expenditures – Users of, and visitors to, county facilities are more likely to spend money within

close proximity of their destination, benefiting retail shops and restaurants. There are additional expenditures for parking, gas, deliveries, and hotel rooms.

Infrastructure investments and upgrades –

The location of county facilities will almost always spur investments to improve support of public right-of-way infrastructure. These include road and sidewalk improvements, lighting and signage, and utility supply. This demand spurs the need for professional technical services and maintenance contractors.

Accessibility and walkability –

Providing access to county facilities with unencumbered sidewalks and transportation connections creates a framework for infrastructure prioritization. Locating schools within a residential neighborhood or developing housing adjacent to a school provides a basis for future planning for such programs as Safe Routes to Schools.

11. [https://www.fauquierhealth.org/Content/Uploads/Fauquier%20Health%20Hospital/files/2LOWRES\\_LPHHealth\\_CBR\\_YR2018\\_Fauquier\\_SkComm.pdf](https://www.fauquierhealth.org/Content/Uploads/Fauquier%20Health%20Hospital/files/2LOWRES_LPHHealth_CBR_YR2018_Fauquier_SkComm.pdf)

## Challenges to Maintaining County Facilities in Warrenton

There are numerous factors causing potential relocation of community facilities from original locations due to site or building constraints, age and condition of the facility, and a growing workforce. The following are some of the potential challenges to retaining county facilities within Warrenton.

**Lack of space** – Older facilities typically run out of functional space. For example, the courts complex is now subject to a study to determine long-term space needs with the possibility of relocating employee parking about 1,000 feet away from its existing site. The lack of space is not limited to county facilities.

The lack of functional space to conduct services and operations spurs an impetus to relocate. In addition, other commercial spaces may be of higher quality, and would make an attractive office location, however moving these facilities could reduce community patronage or take services out of easy reach.

**ADA and special accommodations** – County facilities located in older, historic buildings present a challenge for accessibility and special-needs populations. Key constraints are the lack of space to incorporate building improvements, and

design considerations that may limit where upgrades can be built.

**Broadband services** – As previously stated, high-speed, reliable broadband service is essential to maintain community facilities. Poor internet services<sup>12</sup>, affect government administration offices. The current situation in Fauquier County allows providers like Comcast and Verizon to charge higher prices<sup>13</sup>, increasing operation costs for businesses and the government. Focusing future residents and businesses in the Town’s Character Districts will provide a cost-effective way for providers to focus on upgrading their service to particular areas.

**Special security concerns** – in addition to updated building code requirements, county facilities – specifically the courts<sup>14</sup> and the police headquarters<sup>15</sup> – are subject to updated building design and security standards. While it may be possible to install retrofits to the police facility, it will be more challenging to update the court buildings in Old Town. For the courts<sup>16</sup>, the lack of space is being addressed in a potential development project that will make security measures easy to address. In addition, if the courts were to be relocated out of downtown, the Sheriff’s Office and Detention Center location will also be affected and may require relocation adjacent to the courts.



Image 2-16: Fauquier County District Court



Image 2-17: Warrenton Community Center

12. [https://www.fauquier.com/news/the-internet-still-crawls-in-parts-of-fauquier-frustrating-homeowners/article\\_abb695c8-877c-11e9-9b72-db135064eb29.html](https://www.fauquier.com/news/the-internet-still-crawls-in-parts-of-fauquier-frustrating-homeowners/article_abb695c8-877c-11e9-9b72-db135064eb29.html)

13. *ibid*

14. General Services Administration (GSA). (2007). U.S. Courts Design Guide. Retrieved from <https://www.wbdg.org/FFC/GSA/courts.pdf>

15. International Association of Chiefs of Police (IACP)

16. [https://www.fauquier.com/news/County-considers-consolidating-courthouse-space/article\\_9f9165cc-eeb8-11e9-9f0d-0f4bdbc71b62.html](https://www.fauquier.com/news/County-considers-consolidating-courthouse-space/article_9f9165cc-eeb8-11e9-9f0d-0f4bdbc71b62.html)

# Infrastructure – Water and Wastewater

## Background

The Town prepared a Water and Sewer System Growth and Capacity Evaluation Report (2015 Water and Sewer Report) and estimated current and buildout water demands and sewer flows for areas where the Town has prior service commitments. The report concluded that at a 3 percent growth rate in water demand and sewer flows, the buildout for water will reach 92 percent of the safe yield and drought contingency reserve in 2028, and buildout for sewer flows will reach 95 percent of the average daily flow capacity at the Wastewater Treatment Plant (WWTP) in 2024. The report considered the existing water and sewer accounts and anticipated developments, including those in the permitting process at that juncture and out of Town developments.

The situation analysis included in the background report is based on data available at that juncture (including the 2015 Water and Sewer System Report) and it does not include any growth projections for Plan Warrenton 2040 Period. Certain conditions and parameters have changed during last 5 years, such as changes in water demand, activation of new water source (Well #3), initiation of construction of Moving Bed Biofilm Reactor (MBBR)

unit processes at the WWTP and current implementation of inflow and infiltration (I&I) works by the Town and thus warranted a capacity and demand analysis be done for Plan Warrenton 2040.

This section of Water and Wastewater Utilities builds on the 2015 System Growth and Capacity Evaluation Report, subsequent WWTP Capacity Evaluation done in 2017, current water and sewer usage account data (as obtained from the Public Works Department), and future development patterns as projected in Plan Warrenton 2040<sup>17</sup>.

Assumptions made to identify future demand are outlined here in each section for reference. The future demand estimates are based on conservative projections to compare and evaluate the existing water and wastewater system capacities and to have an adequate factor of safety in identifying capital improvement projects.

The identified goals, policies, objectives, and action plans for providing water and wastewater utility services in the Town area of service are based on:

- Town aspirations as identified during discussions with various Town officials;

- Regulatory requirements to provide utilities; and
- Sustainable infrastructure practices.

## Existing System and Capacity

The Warrenton and Airlie Reservoirs are Warrenton’s main sources for water supply. The water is supplied through two surface impoundments and three active wells, of which the third well was activated in 2018<sup>18</sup>. There has been a steady increase in water accounts/customers over the last 5 years, from 4,808 in 2014 to 4941 in 2019. The Town supplies water to out-of-Town residents and commercial customers, a total of about 1,246 accounts/customers. The entire water system is in one pressure zone.

The Town’s water supply permit is from two reservoirs and three groundwater wells. The total available capacity from all sources is 2.346 million gallons per day (MGD) with a drought reserve of 0.3 MGD (see Table 4-2). The net available safe yield from the two reservoirs is about 1.97 MGD.

The current water treatment plant (WTP)

*17. Refer to sections on Demographics and Land Use for further details.  
18. Based on information gathered from Public Works*

has capacity of 3.4 MGD and per the Virginia Department of Health’s (VDH) requirements, upgrading of the WTP is required when the water works reaches its 80 percent of rated capacity for 3 consecutive months. Thus, the Town must plan for future water treatment plant capacity extension when the demand reaches 2.72 MGD. The coverage of the existing water system is shown in Figure 3-24.



Image 2-18: *Water Treatment Facilities*



Image 2-19: *Water Treatment Facilities*

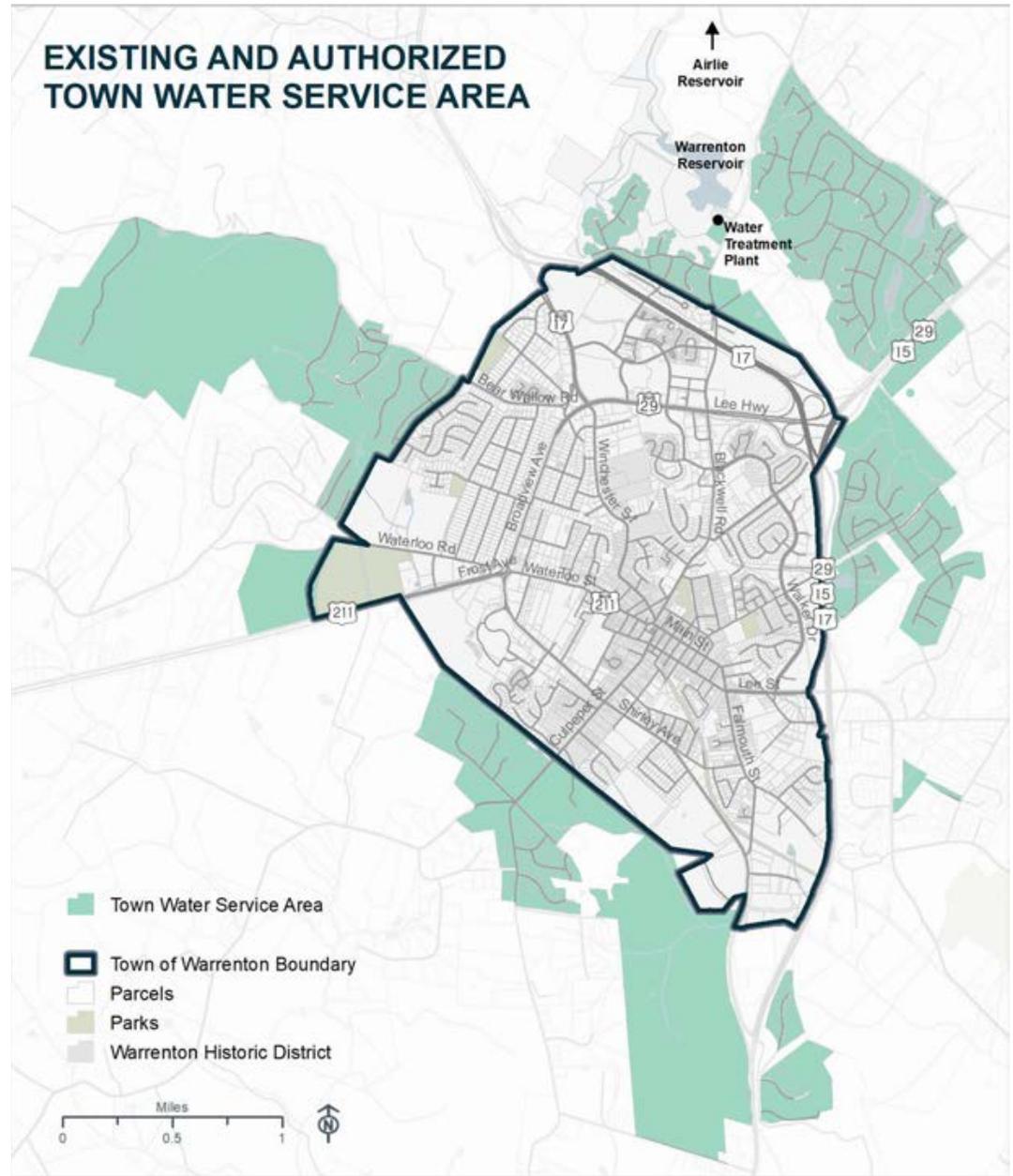


Figure 2-9: *Water Service Area*

<b>Surface Water Sources</b>	<b>Gallons Per Day</b>
Airlie Reservoir Safe Yield	1,160,000
Warrenton Reservoir Safe Yield	1,140,000
Seepage and Evaporation	30,000
Available Safe Yield From Surface Water Sources	2,270,000
Drought Reserve	300,000
Net Available Safe Yield From Surface Water Sources	1,970,000
<b>Ground Water Sources</b>	<b>Gallons Per Day</b>
Well #3 Current Operating Rate	300,000
Well #5 Current Operating Rate	50,000
Well #6 Current Operating Rate	26,667
Net Available From Ground Water Sources	376,667
Net Available From Ground Water Sources	376,667
Total Available Water (Conservative Estimate): Safe Yield	2,346,667

Table 2-2: Existing Water System Details

**Wastewater**

The Town treats its wastewater at a 2.5 MGD-rated treatment plant south of Fauquier High School on Route 211. The system consists of eight lift stations, of which three are located outside the Town<sup>19</sup>. There has been a steady increase of wastewater accounts/customers over the last 5 years, from 4,368 in 2014 to 4,588 in 2019. The Town provides wastewater collection facilities to out-of-Town residents and commercial customers totaling about 937 accounts/customers.

Per the Virginia Department of Environmental Quality’s (DEQ) requirements, a plan of action is required to maintain compliance including upgrading of the WWTP when the flows reach its 95 percent of rated capacity. Thus, Warrenton must plan to undertake a WWTP capacity extension when the flow reaches 2.375 MGD. The Town is currently implementing steps to get approval from the DEQ for increasing the permit capacity to 3 MGD. Once permitted for a 3 MGD WWTP, the Town would need to work on any further capital works once the flow reaches 2.85 MGD.



*Image 2-20: Wastewater Treatment Facilities*



*Image 2-21: Wastewater Facilities Under Construction*

Average Sewage Generation at 80% Water Consumption (based on 2014-2018 water consumption) <sup>20</sup>	990,400	gpd
Observed Highest 3-Month Average	2,099,606 <sup>21</sup>	gpd
Inflow and Infiltration (I&I) (2015 Report)	1,050,000	gpd
Potential Monthly Average Daily Flow (ADF)	2,040,400	gpd
WWTP ADF Capacity (rerating)	3,000,000	gpd
95% of WWTP ADF Capacity	2,850,000	gpd

*Table 2-3: Existing Wastewater System Details*

19. Lift stations are known as Cedar Run, Rady Park, Taylor, Oliver City, College, Industrial Park, Huntsman Ridge, and Gold Cup, with capacities ranging from 31 gallons per minute (gpm) to 800 gpm.

20. Based on water consumption data received from Public Works for period 2014-2018.

21. Observed highest 3-month average during the period of November 2018 to November 2019 is 2.61 MGD. However, this observed highest 3-month average is due to the wettest 12-month period with record rainfall, with over 80-inches of precipitation received during the period. Note that on average 12-month precipitation is 42 to 44-inches and the above average wet year prior to 2018 was noted to be only about 50 to 54 inches.

# Water and Wastewater Future Demand and Capacity

## Assumptions for Estimating Future Demand

For analysis purposes, it is assumed the Town will grow from 10,000 to 15,000 persons during the plan period of 20 years (from 2020 to 2040). This projected growth between Year 2020 to Year 2040 will be within range of historic past growth rates and in fact is almost half of the annual rate between the years of 2000 and 2007 when the Town population grew from roughly 6,000 to over 9,000 individuals. Certain conditions and parameters have changed during last 5 years, such as changes in water demand, activation of a new water source (Well #3), initiation of construction of MBBR unit processes at the WWTP and current implementation of I&I works by the Town, and thus warranted a capacity and demand analysis as part of Plan Warrenton 2040.

The variation in conditions as observed from background report phase are:

1. The current water consumption (as obtained from data given by Public Works) for last 5 years (2014-2018) is 1.238 MGD, and the same is assumed for future years. This contrasts with 2004-2009 observed water consumption of 1.309 MGD as taken for analyzing the

infrastructure conditions during the 2018 background report phase. The wastewater generation rates were now assumed based on 2014-2018 water consumption.

2. The Town is implementing an I&I program and it is anticipated that I&I flow will be 800,000 gallons per day (gpd) – a reduction from the 1,050,000 gpd assumed in earlier analysis during the background report phase.
3. The Town initiated construction of the MBBR unit process in 2019 and is expected to be in operation in 2020. This will give leverage to the Town to submit a new permit application in 2021 for a 3 MGD WWTP capacity.
4. Well #3 is back in operation in 2018 and its capacity is now considered while analyzing the infrastructure conditions for the comprehensive plan period.
5. The Town Capital Improvement Plan (CIP) projects that Well #4 can be put back in operation in 2022, which will further increase the source capacity over what was anticipated in the background report phase.

Considering these changes over the last few years, the following assumptions were made to identify future demand for water and wastewater utilities:

1. The current usage pattern (as identified in the Water and Sewer System Growth and Capacity Evaluation Report-2015) will remain the same for the entire comprehensive plan period (2040).
2. The developments/approved site plans as identified in the Water and Sewer System Growth and Capacity Evaluation Report (2015) will proceed as anticipated and the Town will provide water and sewer service to those properties.
3. The Town will provide the out-of-Town potential customers as identified in 2015 report with water and sewer service for the entire plan period.
4. The projected developments. (2,102 residential units, a 310,000 square foot commercial area, and 480 hotel rooms) projected by Plan Warrenton 2040 will be completed and developed over the plan period.

5. The identified demolitions in Plan Warrenton 2040 (a 427,000 square foot commercial area and 120 hotel rooms) will be done over the plan period and about 50 percent of the demolished areas will be developed for adaptive reuse.
6. There will be no additional out-of-Town customers within the existing boundaries of the Warrenton area of service other than those anticipated in the 2015 Water and Sewer System Report.
7. There will be no substantial or major operational problems and mechanical failures in the current water and wastewater system, and operations and maintenance (O&M) will take care of any daily requirements.
8. The Town will provide water and wastewater services within the capacity limitation to Lord Fairfax Community College extensions over the plan period.
9. The current water demand (as obtained from data given by Public Works) for last 5 years (2014-2018) is 1.238 MGD and the same is assumed for future years for existing developments.
10. The I&I rates as identified in the 2015 Report will be reduced by 200,000 gpd (to 800,000 gpd) and the Town will take adequate steps to prevent/reduce any future increases of I&I.
11. The Town will submit a new permit application in 2021 after completing improvements to the WWTP including the currently under construction MBBR unit process.

### Future Requirements for Water

Based on the above assumptions, the water demand for all customers in Town area of service would increase to 2.198 MGD from its current usage of 1.238 MGD. The maximum increase is from the potential developments as identified in Plan Warrenton 2040 projections with an additional demand of 0.667 MGD.

Current Usage/Water Demand (based on flows from 2014-2018)	1,238,000	gpd
Additional Demand for Site Plans Approved (2015)	95,100	gpd
Demand for Out-of-Town Potential Customers (including Lord Fairfax Community College)	197,195	gpd
Demand for all projections under Plan Warrenton 2040	667,863	gpd
<b>Total Demand (Average)</b>	<b>2,198,158</b>	<b>gpd</b>

Table 2-4: Water Demand Projection

### Future Requirements for Wastewater

Based on the assumptions outlined above, the wastewater generation from all customers in the Town area of service would be 1.758 MGD from its current generation of 0.99 MGD. The maximum increase is from the potential developments as identified in the Plan Warrenton 2040 projections with an additional wastewater generation of 0.534 MGD.

Current Sewage Generation	990,400	gpd
Additional Generation from Site Plans Approved (2015)	76,080	gpd
Generation from Out-of-Town Potential Customers (including Lord Fairfax Community College)	157,756	gpd
Generation from all Projections Plan Warrenton 2040	534,290	gpd
<b>Total Average Generation</b>	<b>1,758,526</b>	<b>gpd</b>
Inflow & Infiltration	800,000	gpd

Table 2-5: Wastewater Services Demand Projection

**Identified Demand and Gap**

The Town will face significant water demand in future years due to anticipated development over the plan period. The plan period projections will have a water demand at a rate of 94 percent of the available safe yield. With the activation of Well #3, the Town can meet the average daily demand for the plan period.

Furthermore, by activating Well #4, the Town will have more capacity to take care of any additional flows due to change in land uses and zoning in the plan period.. When activated, Well #4 is anticipated to have a yield of about 75,000 gpd. However, as no activation date is finalized for now, the additional capacity that will be available (from Well #4) is not considered in the capacity analysis in terms of quantitative numbers. The existing water sources will meet the projected demand during the plan period.

However, with a peak factor of 1.5, the demand would be about 3.29 MGD, which is 97 percent of the existing treatment plant capacity. Per regulatory requirements, the Town shall work on contract documents when the peak flows reach 80 percent of the safe yield (i.e. 1.88 MGD). Assuming a linear growth of water demand over the plan period, the Town will need to initiate Well #4 by 2032 to meet maximum daily demand.

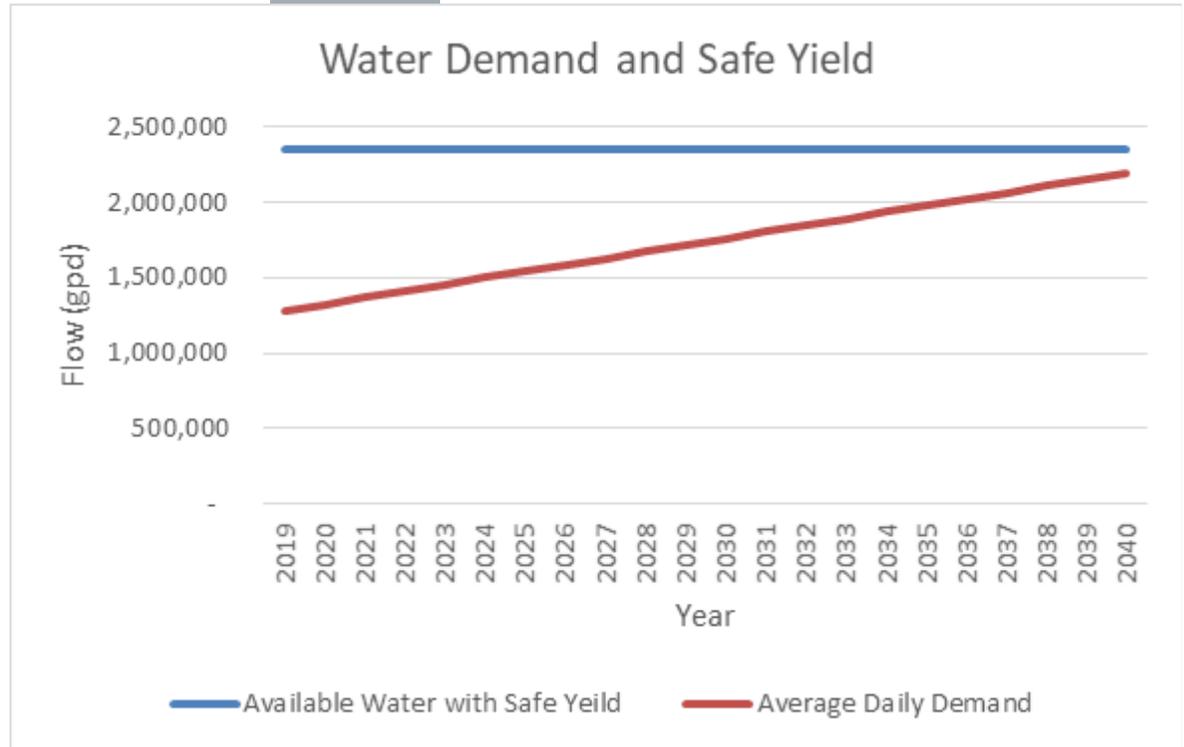


Figure 2-10: Water Demand and Safe Yield

Total Demand (Average)	2,198,158	gpd
Peak Factor	1.5	
Max. Daily Demand	3,297,236	gpd
Existing Water Treatment Plant Capacity	3.4	MGD
Additional Treatment Capacity Required (2040)	-	MGD
Total Available Water (Conservative Estimate): Safe Yield	2,346,667	gpd
Remaining System Capacity (Average Flows)	148,510	gpd

Table 2-6: Gap in Water Utility Requirements

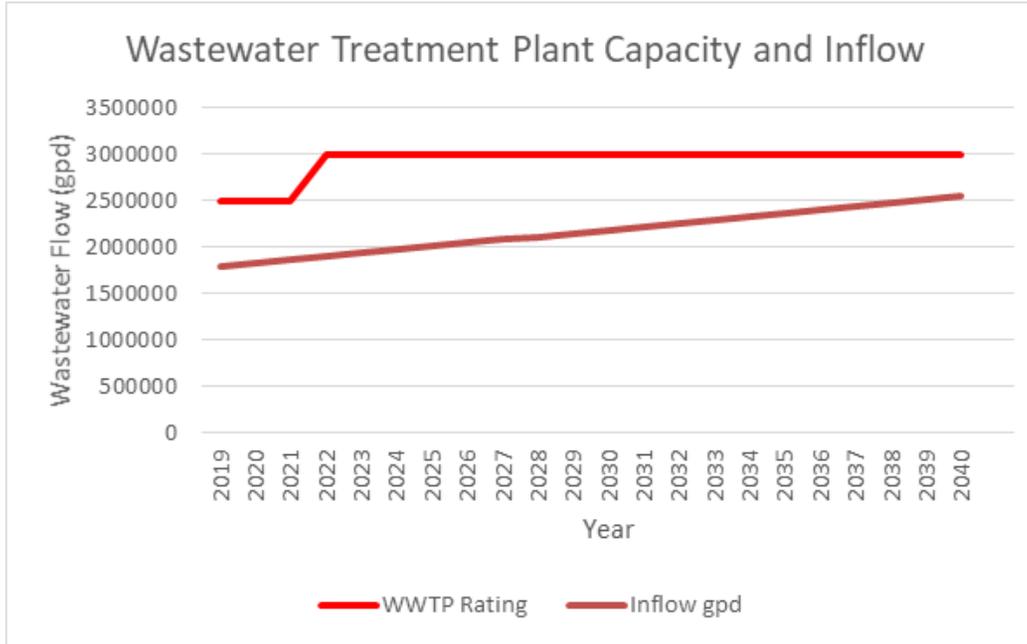


Figure 2-11: Wastewater Treatment Plant Capacity and Inflow

With respect to wastewater facilities, the Town can meet the future growth requirements if the current WWTP can obtain the new permit for 3 MGD from the DEQ. The plan period projections will generate wastewater equal to 85 percent of the WWTP new permit capacity (3 MGD). The critical issue in rerating the wastewater treatment plant will be the limited amount of nutrients allowed to be discharged. The limits for the current permit are 30,456 lbs. of nitrogen and 2,234 lbs. of phosphorous, and any increase in existing permit capacity will be directly tied to allowed nutrient discharge. However, if a new permit for 3 MGD plant operations cannot be obtained for the WWTP, then the Town should take steps to work with the adjoining landowners to obtain additional land for expanding the treatment plant and work out a framework with the County Water and Sanitation Authority to provide facilities for out-of-Town customers.

Current Sewage Generation	990,400	gpd
Additional Generation for Site Plans Approved (2015)	76,080	gpd
Generation for Out-of-Town Potential Customers	157,756	gpd
Generation for All Projections Under Plan Warrenton 2040	534,290	gpd
Total Average Generation	1,815,672	gpd
I&I (projected in 3-year period)	800,000	gpd
Total Sewage Flow	2,558,526	gpd
WWTP ADF Capacity (new permit)	3,000,000	gpd
95% of WWTP ADF Capacity (new permit)	2,850,000	gpd
Remaining Capacity	291,474	gpd

Table 2-7: Wastewater Utility Capacity

## Goals

### GOAL 1 - SERVICE REQUIREMENTS:

Foster high-quality, equitable, adequate and accessible community facilities that meet the Town’s service requirements.

#### **Policy CF-1.1:**

Efficiency and right-sizing. Address space deficiencies in community facilities through expansion, relocation, or redevelopment in place.

#### **Policy CF-1.2:**

Visibility and prominence. Locate community facilities in high-visibility areas and incorporate design elements to emphasize their prominence.

**Objective:** Upgrade community facilities, personnel and services locations to meet the anticipated 2040 vision for the Town.

1. Driver: Establish community facilities and services that support a diverse growing population and contribute to Warrenton’s quality of life, community character, community health, and economic and fiscal resilience.
2. Metrics: Development and maintenance of community facilities that meet the needs of the existing and future populations.
3. Actions:
  - a. Redevelop the Public Works Site with office, storage, and maintenance areas designed to meet growth needs.
  - b. Maintain an effective law enforcement officer to resident ratio and provide police with the facilities and equipment needed to assure short response times.
  - c. Strengthen volunteer fire/EMS staffing and provide adequate facilities and equipment to assure short response times.
  - d. Construct (WARF) Amphitheater.
  - e. Construct a new Public Works Facility.
  - f. Evaluate developing a Broadband Authority that can finance and implement a high-speed and reliable service with the county and stakeholders
  - g. Undertake appropriate capital works projects to provide water and wastewater services to residents.
4. Primary Responsibilities: Public Works, Public Utility, Town Manager, Police Department, WVFC, Community Facilities, Parks and Recreation, Fauquier County.

## **GOAL 2 - FISCAL RESPONSIBILITY:**

Make responsible and strategic community facility investments to achieve an enhanced quality of life and contribute to the Town’s fiscal well-being and economic resiliency.

### **Policy CF-2.1:**

Recover investments in replacement facilities by advocating for highest and best use of current facilities.

### **Policy CF-2.2:**

Implement robust maintenance schedules on community facilities to extend building life.

### **Policy CF-2.3:**

Where possible, acquire land in identified growth areas for potential community facilities.

**Objective:** Invest in facilities to ensure better community services.

1. Driver: Existing facilities in place that are either not right-sized or inadequate for future needs, or have potential untapped value that can contribute to the Town’s economic and fiscal resilience.
2. Metrics: Sale of existing Town property, expansion of existing sites and services, and consolidation of Town services in new locations.
3. Actions:
  - a. Co-locate Town departments in the new Town Hall (assuming space available).
  - b. Relocate the Visitor Center on or near Main Street and the sell existing Visitor Center property to be redeveloped as a potential housing site or for other uses.
4. Primary Responsibilities: Community Development, Public Works, Town Council.

### **GOAL 3 - SATISFY FUTURE NEEDS:**

Support the Town’s future population through the provision of timely and comprehensive community facilities.

#### **Policy CF-3.1:**

Ensure adequate staffing and facilities commensurate with the Town’s population.

**Objective:** Anticipate and provide community facilities where needed.

1. Driver: Anticipation of population increases consistent with historical trends.
2. Metrics: Increase of community facilities provision consistent with the LOS guidelines.
3. Actions:
  - a. Increase police department staffing consistent with the LOS guidelines.
  - b. Strengthen the fire company volunteer staff complement consistent with LOS guidelines.
  - c. Continue the scheduled maintenance program for facilities and equipment.
  - d. Institute a vehicle modernization program for public safety and emergency vehicles.
  - e. Formulate a master plan to improve the public works facility site.
  - f. Continue cooperative agreements with Fauquier County for public safety, fire/EMS, and public works facilities.
4. Primary Responsibilities: Police Department, WVFC, Public Works, Public Utility, Town Manager

## GOAL 4 - ENVIRONMENTAL AWARENESS AND SUSTAINABILITY FEATURES:

Promote best practices in energy efficiency and sustainable design features in all Town facilities.

### Policy CF-4.1:

Promote energy efficiency, green infrastructure, and healthy building environments.

### Policy CF-4.2:

Promote the use of third-party building certification systems such as Leadership in Energy and Environmental Design (LEED) in the design of public facilities.

### Policy CF-4.3:

Require the use of native and water-conserving landscaping in the design of community facilities.

### Policy CF-4.4:

Expand capabilities for on-line transactions to reduce physical facility space needs.

### Policy CF-4.5:

Encourage the design of community facilities in a multi-story configuration to reduce building footprints.

**Objective:** Incorporate sustainable design features in the design, maintenance, replacement, or rehabilitation of community facilities.

1. Driver: Creation of robust sustainable infrastructure features that support the Town's future growth and fiscal viability.
2. Metrics: Establishment of an Environmental Awareness and Sustainability Plan, and construction of sustainable LEED-certified projects.
3. Actions:
  - a. Create a green infrastructure and facilities program.
  - b. Co-locate community facilities or related services where possible for efficiency.
  - c. Continually evaluate the water and wastewater fee structure to ensure adequate funding of capital works projects.
4. Primary Responsibilities: Public Works, Community Development, Town Manager, private developers.

## GOAL 5 - QUALITY OF LIFE:

Foster community facility provisions that support a high quality of life for citizens, businesses, and visitors.

### Policy CF-5.1:

Ensure that community facilities are accessible to persons in all stages of life.

### Policy CF-5.2:

Encourage and strengthen a sense of community through the design and appearance of public facilities.

### Policy CF-5.3:

Ensure transportation and pedestrian access to community facilities where possible.

### Policy CF-5.4:

Encourage the use of community facilities and grounds for community events and public functions.

### Policy CF-5.5:

Incorporate security measures designed to be unobtrusive but affording protection for citizens and users alike at community facilities.

**Objective:** Locate and design community facilities to enhance the quality of life for the community.

1. Driver: Enhancement of community facilities that support the Town’s anticipated growth scenarios.
2. Metrics: Increase patronage and promote greater user value for community facilities.
3. Actions:
  - a. Study a potential Arts and Culture Overlay District to accommodate a robust arts and cultural program, community events, and educational programs.
  - b. Continue to use existing public facilities for community events.
  - c. With support from stakeholders and the community, promote existing and future arts and cultural programming.
  - d. Ensure all Character Districts that will accommodate future growth for the Town have some element of a community facility, whether it’s a community center, farmers market, or park.
4. Primary Responsibilities: Community Development, Planning Commission, Town Council, Parks and Recreation.

## GOAL 6 - COUNTY FACILITY RETENTION:

Prioritize the retention and continued service of county facilities and Fauquier Hospital.

### Policy CF-6.1:

Emphasize the retention of key facilities such as county courts and administration offices in the Old Town Character District as a key economic development measure.

**Objective 1:** Implement infrastructure improvements that benefit to county-owned community facilities.

1. Driver: Provide sufficient infrastructure for county facilities
2. Metrics:
  - a. Road improvements.
  - b. Transportation accessibility and linkages.
  - c. Availability of broadband service.
3. Actions:
  - a. Plan and prioritize infrastructure improvements to County-owned facilities.
  - b. Ensure adequate infrastructure services to County-owned facilities.
  - c. Enhance connectivity, walkability, and accessibility among County-owned facilities.
  - d. Provide safety and security upgrades to County-owned facilities.
4. Primary Responsibilities: Public Works, Community Development.

### Policy CF-6.2:

Enhance the concept of the Health and Wellness Character District by partnering with Fauquier Hospital and Fauquier Health.

**Objective 2:** Continue to promote Fauquier Hospital (and Fauquier Health) as a contributor to the Health and Wellness Character District.

1. Driver: Maximize economic potential of Fauquier Hospital
2. Metrics:
  - a. Increase patient growth.
  - b. Expand specialty health and clinical services.
  - c. Increase healthcare-related employment.
3. Actions:
  - a. Expand physical and transport linkages to the rest of the health and wellness district.
  - b. Promote health-related uses within Warrenton.
4. Primary Responsibilities: Community Development, Public Works, Fauquier Health .

## GOAL 7 - HIGHEST AND BEST USE:

Promote highest and best use scenarios.

### Policy CF-7.1:

Recognize the value of land for county facilities and the potential for private investments.

### Policy CF-7.2:

Promote land uses complementary to county community facilities.

### Policy CF-7.3:

Reduce commercial space vacancy in the Town, especially in the Historic District.

### Policy CF-7.4:

Consider joint-use proposals to develop land and facilities, especially in the Historic District.

**Objective 1:** Implement highest and best use strategies and proposals when facility space is vacated.

1. Driver: Maximize the economic potential of Town facilities.
2. Metrics:
  - a. Calculate the cost of land and the potential value of redevelopment.
  - b. Encourage private developer interest in the Town.
  - c. Solicit joint-use proposals for property development.
3. Actions:
  - a. Develop a competitive Request for Proposal (RFP) for highest and best use of Town and county properties that relocate to a new or existing facility in Old Town
  - b. Develop a competitive RFP to develop a public/private structured parking garage to turn surface lots into new development opportunities, including employee parking lots into new county facilities.
  - c. Leverage Town and county properties for potential economic development projects.
4. Primary Responsibilities: Community Development, Town Council, Town Manager.

## GOAL 7 - HIGHEST AND BEST USE:

Promote highest and best use scenarios in the Town of Warrenton.

### Policy CF-7.5:

The Town and county will collaborate and develop an economic development strategy to attract employers to Warrenton.

**Objective 2:** Promote the New Town Character District as a desirable area for employers, due to its large parcels, and ideal and highly visible location right off Route 29.

1. Driver: Increase Town employer base.
2. Metrics: Square feet of Class A office development.
3. Actions: Promote New Town District to the development community as an investment opportunity.
4. Primary Responsibilities: Community Development, Town Council, Town Manager, Private Developers.

### Policy CF-7.6:

Town and county to evaluate the joint creation of a Broadband Authority to better deliver fast and reliable broadband service.

**Objective 3:** To provide more reliable high speed broadband service to customers to attract residents and businesses and support civic, social, and educational purposes.

1. Driver: Need for improvement of broadband internet service.
2. Metrics: New wireless and non wireless infrastructure installed.
3. Actions: Evaluate establishing a new WSA with the county. Determine the priority areas and costs for deployment. Build on previous work performed for the Fauquier County Broadband Study.
4. Primary Responsibilities: Community Development, Town Council, Town Manager, Fauquier County, broadband providers.

## GOAL 8 - ADEQUATE WATER AND WASTEWATER SERVICE:

Provide safe, reliable, cost-efficient, and sustainable water and wastewater facilities to all residents in the Town area of service.

### Policy CF-8.1:

Cater to all residents in the Town area of service.

**Objective 1:** Meet the future infrastructure demand based on how much growth the Town can accommodate or is envisioned in the plan period.

1. Driver: Service provision to all residents within the Town area of service.
2. Metrics: Number of households or total population served by water and wastewater facilities.
3. Actions:
  - a. The Town will carry forward the technical and economic evaluation of expanding the existing WWTP along with developing contingency plans for future changes in land uses, re-zonings, and regulatory changes. The Town will complete upgrades to the WWTP for an increase in (DEQ) permit capacity to 3 MGD.
  - b. The Town will continue their 3 year I&I reduction program to reduce I&I by 200,000 gpd. Further, the Town will prepare Water and Sewer System Evaluation Reports for every 5 years during the plan period to ensure that any changes will be quantified with respect to system capacities. This will be in sync to meet the overarching goal of water and wastewater infrastructure service to all residents.
  - c. Secure permits in the 2021-2023 timeframe from the VDH for any required expansions for water assets during the plan period and take steps to activate the Well #4 to meet the water demand during the plan period.
  - d. The Town will prepare and submit all required permit applications to meet the regulatory requirements as mandated by the VDH and DEQ. This is crucial to re-rate the existing WWTP to 3 MGD (to secure permits by the year 2021) to accommodate future development proposed in the plan period. The Town shall work with the DEQ to comply with the nutrient load requirements and design the WWTP expansion accordingly.
4. Primary Responsibilities: Public Utility.

## Policy CF-8.2:

Promote a plan for the provision of green infrastructure facilities and programs.

**Objective 2:** To reduce I&I and promote sustainability within the wastewater infrastructure system.

1. Driver: To reduce future loadings on the wastewater system.
2. Metrics: Amount of I&I reduction every year during the plan period.
3. Actions:
  - a. Prepare a Town-wide green infrastructure implementation strategy to reduce stormwater pollution and recharge ground water. This effort will reinforce the Town's Municipal Separate Storm Sewer System (MS4) program. The strategy will include:
    - i. Greater public consultation and outreach to gauge the public interest/perception;
    - ii. Identifying goals and objectives for the program;
    - iii. Identifying means to reduce phosphorous as part of the Total Maximum Daily Load (TMDL);
    - iv. Promoting landscaping and changing zoning regulations accordingly for all new developments; and
    - v. Identifying tax credits for new developments (including commercial and industrial areas) that use green infrastructure practices like bio-retention ponds and rain gardens to reduce runoff.
  - b. The Town will continue implementing the I&I program to reduce inflows.
  - c. The Town will work to minimize impervious areas in new developments and future road construction projects, thereby reducing stormwater flows.
4. Primary Responsibilities: Public Works and private developers.

## Policy CF-8.3:

Promote water conservation and identify sustainable water system measures.

**Objective 3:** Encourage water conservation and adopt new technologies to conserve water in the Town's administrative buildings.

1. Driver: Promote sustainability and reduce water usage.
2. Metrics: Number of buildings or developments with water conservation techniques or technologies installed over the plan period.
3. Actions:
  - a. Work out a policy to give credits for developments that use water conservation practices and reduce water consumption during the plan period.
  - b. Continue to install smart metering systems to identify user demands and optimize the load on the water system.
  - c. Prepare a Town-wide water conservation plan with special emphasis on existing buildings owned by the Town. The plan shall outline how much the Town saves by using energy efficient/water conserving systems for plumbing/rest rooms and retrofitting and installing rainwater harvesting systems to collect rainwater for irrigation purposes.
  - d. The Town will initiate a leak detection study to find unaccounted-for water and take steps to reduce losses in the water system.
4. Primary Responsibilities: Public Works, Public Utilities and private developers.

## Policy CF-8.4:

Provide and maintain infrastructure capacity in line with growth or decline in demands from in-Town developments.

**Objective 4:** Ensure that all residents/accounts within the Town area of service are provided with adequate water and wastewater facilities and to operate the existing water and wastewater system with optimal capacity.

1. Driver: Provision of services.
2. Metrics: Number of additional households or population served over the plan period.
3. Actions:
  - a. Investigate additional updates required for water and wastewater systems depending on any future boundary line adjustments. The Town will take steps to initiate Well #4 to cater water demand and to have contingency capacity to accommodate future development during the plan period.
  - b. Prepare an operation and maintenance plan and undertake its implementation (along with identified capital works) to reduce water leakages and unaccounted-for water in the older neighborhoods.
  - c. Coordinate with the county and its Water and Sanitation Authority to identify future developments adjacent to the Town area of service for consideration to service with water and sewer facilities.
4. Primary Responsibilities: Public Works and Fauquier County.

**Objective 5:** Ensure that the fee/rate structure is consistent with water and wastewater capital works expenditure to have greater financial operating capacity of the public works department.

1. Driver: Provision of services.
2. Metrics: Number of additional households or population served over the plan period.
3. Action: Develop a new master sewer and water agreement by considering the future developments proposed in the Town area of service within the plan period and identify required capital improvements for cost sharing between the Town and the County.
4. Primary Responsibilities: Town and Fauquier County.

## Policy CF-8.5:

Promote consistency between the Town's capital improvement programs and county infrastructure priorities.

**Objective 6:** To identify synergy between the Town's capital improvement program for out-of-Town residents and the county infrastructure priorities.

1. Driver: Provision of services.
2. Metrics: Number of additional households or population served over the plan period.
3. Actions:
  - a. Work out a strategy with county WSA for out-of-Town residents (if WWTP cannot be re-rated and permitted). The 2009 Comprehensive Plan update provided a recommendation to give priority to in-Town residents to provide water and wastewater facilities<sup>22</sup>. Any service extensions within the county area can be based on contiguous services, direct benefits to the Town such as employment generation, or changes in user fees for additional customers.
  - b. Work out the new regional agreement by 2021 to ensure that the rerating of the WWTP will take into consideration of any future flows from the Town and out-of-Town areas.
4. Primary Responsibilities: Town and county.

<sup>22</sup>. The Town has a Master Sewer and Water Agreement adopted in 2001 with Fauquier County and the Fauquier County Water and Sanitation Authority to provide water and wastewater services to out-of-Town residents. The agreement also states that the Town may impose a moratorium on the future water and sewer connections for properties outside the Town limits at any time after either of its plants reach eighty-five percent (85%) of current operating capacity. The Town will work out a new agreement outlining the maximum amount of water to be provided to out-of-Town residents and identify the sewer coverage area considering the new inflows coming into the Town system based on new development during plan period.

## **GOAL 9 - TELECOMMUNICATIONS:**

Identify telecommunications facility locations to ensure a broad range of communications services.

### **Policy CF-9.1:**

Locate facilities to provide the broadest access to communications services.

### **Policy CF-9.2:**

Locate facilities in a manner that is compatible with adjacent and nearby uses and in conformance with Federal, State, and county requirements and procedures for review and approval of such facilities.

**Objective:** Promote sharing telecommunications facilities and efficient use of the land, and minimize the impact of monopoles and towers, while assuring compatibility of land uses.

1. Driver: Technical requirements for telecommunications facilities
2. Metrics: Improve telecommunications coverage and reach
3. Actions:
  - a. Survey and determine potential locations for telecommunications facilities
  - b. Streamline permitting process for telecommunications facilities
4. Primary Responsibilities: Town and telecommunications providers

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# PLAN WARRENTON 2040

## III. HOUSING





## Vision

The 2040 vision for housing is to promote the expansion of the current base of detached single-family homes to a range of rental and for-sale housing options that cater to aging adults and professionals at different price points and types. Warrenton's existing housing stock will be improved and maintained through renovations and retrofits to better serve the changing population demands. These goals of preserving established residential neighborhoods while expanding housing options ensure that the Town supports those who live and work in Warrenton by catering to both its current and potential future residents.

Key aspirations related to this guiding vision include:

- Allow for housing types that caters to the needs of a diverse community: include young families, professionals early in their careers, essential workforce (e.g. teachers and police officers), and those entering retirement.
- Design new housing developments as walkable communities with shared open spaces, creating a sense of place.
- Promote Character Districts as the place to accommodate a range of housing typologies. Place an emphasis on physical form of the housing (e.g. number of stories, building profile, and appropriate transitions to adjoining neighborhoods), while protecting the character of existing residential neighborhoods.

## Housing Background

Understanding the historical and current housing market trends of the Town of Warrenton and Fauquier County is important to grasp the economic picture of the town. The following section provides a basis for understanding the current housing market, both locally and regionally, in order to determine the future housing market conditions within the Town of Warrenton.

An analysis of the Town of Warrenton’s demographic and housing market was conducted to better inform the planning process and provide the necessary background information for developing housing policy recommendations. The Final Demographic and Housing Analysis White Paper is included for reference in Appendix III.

### Household Size

The average household size in the Town of Warrenton as of 2017 was 2.5 persons per household. Household size in Warrenton is lower than both Fauquier County (2.7) and the greater region (3.0). Household size varies significantly within the town. The Lee Highway Corridor and Old Town Commercial Business District (CBD) have substantially smaller average household sizes than the rest of the town. This can

Housing Profile

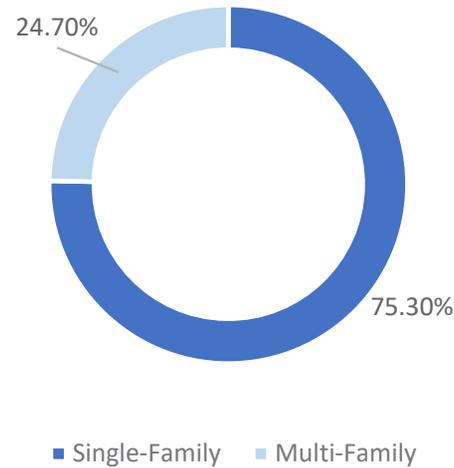


Figure 3-1: Housing Profile

be attributed a greater variety of housing types in both of those areas.

Although the Town’s household size is lower than the county and greater region, more than 75.0 percent of the town’s housing units are single-family, which is a housing type that typically results in larger household sizes due to bedrooms per unit. This finding is an indicator that the town is in need of greater diversity.

### Housing Profile

The predominant housing type in Warrenton and Fauquier County is single-family homes (attached and detached).

Single-family units account for 75.3 percent of the town’s housing inventory, compared to 90.0 percent of the county’s inventory. This finding is not surprising as the county’s development strategy focuses higher intensity development in established service districts (such as Warrenton) and retains a more rural development pattern throughout the rest of the county. Multi-family development is largely prohibited outside the service districts due to zoning and infrastructure availability.

Owner vs. Renter

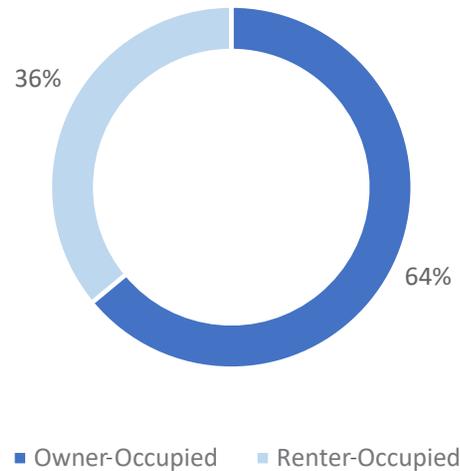


Figure 3-2: Owner vs. Renter

**Housing Development**

As stated previously, the town’s housing supply expanded significantly from 2000 to 2010. Over 1,000 of the town’s 3,237 single-family housing units were constructed during this 10-year period. Multi-family housing development also increased but at a slower growth rate of 18.0 percent during the same decade. Post-recession housing development has been slow in the Town with only 103 new

single-family units and approximately 40 new multi-family units constructed since 2012. This contrasts with much higher post-recession development trends in the greater Northern Virginia region.

**Housing Tenure**

The typical housing unit in Warrenton is an owner-occupied, single-family home. Roughly 64.0 percent of households in the Town are owner-occupied, compared to

78.0 percent for Fauquier County. Homeownership rates in the Town of Warrenton are consistent with the current mix of housing within the town (i.e. most single-family homes are owner occupied). Most homeowners (almost 80.0 percent) have lived in Warrenton for at least 10 years, compared to only 28.0 percent of renters who lived in Warrenton prior to 2010.

## Market Implications

Single-family homes account for approximately 45.0 percent of all land use in the Town (approximately 75.0 percent of the total housing inventory) with 1.8 percent in multi family use. For comparison, 25.0 percent of all land use is commercial. The lack of housing diversity is contributing to the Town’s slowing growth prospects. The Town’s population trends are skewing towards older age groups, while younger age groups have shown minimal growth since 2010. Fauquier County’s *2016 Housing Needs and Market Analysis* and the *2019 Warrenton Demographic and Housing Analysis White Paper* found that the Town appears to lack the diverse housing options desired by younger populations. This trend could have implications the local labor force, as younger workers, couples, and young families may seek more affordable locations where different housing choices are offered.

A key strategy of Warrenton 2040 is to provide a better mix of housing types, including mixed-use scenarios, located within the Town’s Character Districts, that are overlays to the adopted Urban Development Areas (UDAs). Enacting a housing strategy that comports to the Town’s small-town character, protects older neighborhoods and is coupled with high-quality amenities and community facilities (arts, entertainment, cultural, and

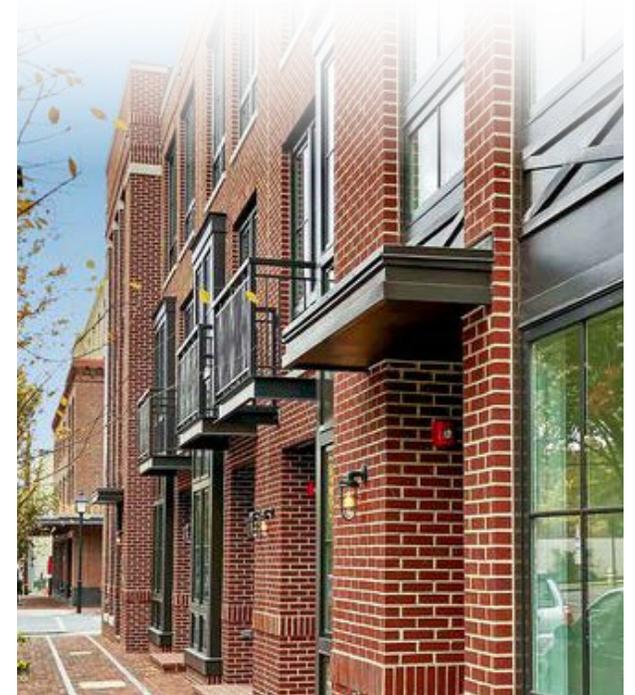
recreational) will be important to attract and retain young households.

The jobs-to-housing balance is an important piece of the puzzle when seeking a live/work community. The ratio can be too high or too low. If the ratio is too high, it means that employees must commute into the area because there is not enough housing to accommodate the workers. If the ratio is too low, then residents must commute outside of the community to other employment centers.

According to the Building Industry Association (BIA), a healthy jobs-to-housing balance ratio is 1.5 (one full time job and one-part time job per housing unit). Benefits of a healthy jobs-to-housing balance are reduced driving and congestion, lower costs to business and commuters, lower public expenditures of facilities and services, and higher quality of life. Mixed-use development, infill, and contiguous development can reduce vehicle trips but may have minimal impact on jobs. The Town’s current jobs-to-housing balance ratio is 2.77. Lowering the jobs-to-housing balance ratio would have a positive impact on the town’s traffic congestion and would improve quality of life for residents.

The Town and county will need to cooperate to address the demands of the regional market . Since the last

recession (2009-2010), the Town has seen very little multi-family housing development, in contrast to post-recession development trends in other Northern Virginia communities such as Manassas and Gainesville. In general, higher-density mixed-use developments have become more popular as consumers have moved away from large single-family homes and gravitated to smaller living spaces closer to commercial, retail, and employment uses. These mixed-use projects would address multiple opportunities for the Town and would maximize the potential for the few remaining undeveloped parcels.



*Image 3-1: Multi-family housing*

## Previous Studies and Town Initiatives

### Fauquier County 2016 Housing Needs and Market Analysis

The *2016 Housing Needs and Market Analysis for Fauquier County* concluded that Warrenton will serve mainly as a housing market for Northern Virginia commuters and that housing demand will focus on single-family homes within the purchase-price range of \$250,000 to \$400,000. The rental market will be in strong demand with a need for units at all price levels.

The Housing Needs and Market Analysis also supported the finding that just 24.0 percent of households are “traditional” families of two married adults with children living at home. The housing that will be added to the county in 2040 will need to

*Image 3-2: Single-family housing*



address the growing disparity between the large proportion of single-family homes and the decrease in household size. Furthermore, the future housing market in Fauquier County will need to respond to the needs of three types of households:

5. Local area workers with annual incomes below \$75,000 and homes worth less than \$300,000 for 30 percent of future demand.
6. Northern Virginia commuters (at least one worker who commutes per household) with incomes greater than \$75,000 and homes worth \$300,000 to \$500,000 account for 60 percent of future demand.
7. Seniors and retirees with homes worth less than \$250,000 to \$400,000 account for 10 percent of future demand.

### Town of Warrenton 2002-2025 Comprehensive Plan & 2009 Supplement

The Town’s last Comprehensive Plan was adopted in 2002, and a Supplement to the Comprehensive Plan was initiated in 2009. Together, these plans served as the Town’s official policy guide for housing until adoption of the new Comprehensive Plan in 2020.

The 2002 Comprehensive Plan focused on housing character and design compatibility, maintaining the existing housing stock, and encouraging a mix of housing density and unit types. The 2009 Supplement was developed to further encourage a range of housing types, price, and density levels within the Town. The Supplement also identified affordable housing and universal design as priorities to be encouraged in new development throughout the community.



*Image 3-3: Housing example*

### **Fauquier County Affordable Housing Committee 2006 Needs Assessment**

The Fauquier County Affordable Housing Committee was established in 2006 to address the need for affordable housing in the county. Once established, the committee conducted a needs assessment which found that rapidly escalating home prices in 2000-2006 meant that 95.0 percent of full-time employees could not afford to purchase a median-priced home within the Town of Warrenton. Further, in response to the 1993 Comprehensive Housing Affordability Study (CHAS), the Committee studied the definition of affordability for the Town and demonstrated that affordability varies considerably among families with the same income based on down payment, interest rate, and other debt obligations.

### **Town of Warrenton 1993 Comprehensive Housing Affordability Study**

The *1993 Comprehensive Housing Affordability Study* echoed many of the findings of the *1991 Housing Action Plan*. The study included many short-term goals such as identifying Town-owned land that is suitable for housing, developing a program for low-interest loans, and creating ongoing partnerships with private developers and corporations to develop affordable housing that maintains the Town’s character. Other recommendations included clustering development to lower development costs and blending affordable units with higher-priced units to achieve affordability goals. The study also suggested that the Town define the income limits of the target population for “affordable” housing to better determine the housing needs of its citizens and to assess local market and inventory conditions.

### **Town of Warrenton 1991 Housing Action Plan**

The *1991 Housing Action Plan* was initiated to address the issue of affordable housing in the Town. The Plan discussed amending the *Zoning Ordinance* to provide density bonuses to developers for the inclusion of affordable units. The plan also identified using State grants and partnerships within the county and private sector to rehabilitate existing homes in low-income neighborhoods and encourage the provision of affordable housing through assistance with the housing financing and purchasing process.



Image 3-4: Variety of Housing Types

## 2040 Strategy

In order to become a strong live/work community, the Town of Warrenton’s 2040 housing strategy promotes the availability of housing units for a wide range of income levels, ages, and lifestyles. The existing housing market in the Town should be expanded from the current base of detached, single-family homes to a range housing options that cater to a variety of renters and buyers, including aging adults and young professionals at different price points.

Although the Town has relatively few available greenfield (undeveloped) parcels, a variety of new housing types can be accommodated through infill and redevelopment to broaden the current housing inventory and respond

to a changing housing market. Housing should be provided for young families as well as older empty-nesters with options that include higher-density, market-rate, mixed-use residential for sale at all price points and in a variety of housing types that are missing from the current housing inventory.

Warrenton’s existing housing stock can also be improved and maintained through renovations and retrofits to better serve changing population demands. These measures should be taken to ensure that the Town is catering to its current and potential future residents and supporting those who live and work in Warrenton.

## Character Districts

Character Districts are based on the adopted UDAs and transform each UDA into full-service mixed-use districts with transition in form at the neighborhood edges. The Land Use and Character Districts chapter provides specific guidance for development in these Districts, including housing types (e.g., multi-family, mixed-use residential, townhomes), intended to bolster and improve existing commercial areas while creating new neighborhoods.

Character Districts provide the framework for accommodating new housing Opportunities and provide guidance for form, setback and design elements so

that Town can maintain its unique small-town character. However, each Character District is different when it comes to identifying appropriate housing typologies. For example, the Old Town Character District is ideal for infill and adaptive reuse of existing structures to conform with the character of the historic district; while the New Town Character District would promote mixed-use residential in a vertical configuration to support more retail uses. The Health and Wellness District and Greenway and Makers Character District present opportunities for housing types at a lower scale and transition more appropriately to adjacent older neighborhoods.

## A Range of Housing Types

Warrenton's 2040 housing strategy is focused on providing home buyers or renters with more choices and offering investors and lenders more flexibility in their future projects. The housing strategy guides implementation, particularly within the Character Districts and certain residential zoning overlay districts, with additional guidance for transitions to existing neighborhoods. A particular focus of this strategy will be providing housing types that are located between the single-family and multi-family options, commonly known as the "missing middle." Typically, these middle-range housing options have square footages that are less than the traditional detached, single-family home

and are more appropriately located as a transition to commercial corridors, main streets, and multi-family housing at greater intensities. These housing types range from multi-unit or clustered housing types, such as duplexes, fourplexes, Live/Work, and bungalow courts.

The key urban design principles for Character Districts highlighted in the Land Use and Character District chapter are essential considerations in the implementation of diverse housing options. New housing developments should be designed as walkable communities with shared open spaces to create a sense of place. Neighborhood retail, amenities and open space should be in walking distance. Most importantly, Warrenton 2040 promotes housing policies that are essential to the Live/Work concept and promote a range of housing types that cater to the needs of a diverse community including young families, professionals early in their careers, essential workforce (such as teachers and police officers), and retirees.

## Zoning Recommendations

When considering implementation, conventional zoning that separates land uses and measures development intensities by dwelling units per acre (DU/AC) is not compatible with a vision of mixed-use, walkable neighborhoods with a range of housing types. The Character Districts use

physical form rather than a separation of uses as the organizing principal, providing a framework for the implementation of middle-range housing. For each Character District, the number of stories, setbacks, and range of design elements (such as exterior materials, terraces, stoops, awnings, etc.) are articulated to provide Town with options to ensure its small-town character and friendly street frontages are maintained

Middle-range housing types are similar in form and scale to detached, single-family homes, but with more units, they often vary dramatically in their densities, making them impossible to regulate with a traditional dwellings-per-acre density-based system. For example, four (approximately 750 square foot) bungalow court homes cannot become part of a single-family residential zoning district that allows one 2,400 square foot home on a 10,000 square foot lot. The dwelling units per acre would be significantly higher than what is typically allowed in this zoning district. If the density requirements for a zoning district are 40 dwelling units per acre, the chances are high that a typical multi-family building will be built. Setting district standards based on form (e.g., height, setbacks) rather than density offers flexibility to achieve the middle-range housing types desired by current and potential future residents.

## Missing Middle Housing Options



See Chapter 2 - Land Use and Character District Plan for form standards for each district.

Specific zoning recommendations for middle-range housing types are provided in the Goals and Policies section of this chapter.

### **Accessory Dwelling Unit (Carriage House or ADU)**

An accessory structure typically located at the rear of a lot providing space for a small residential unit, home office, or other small commercial or service use. This unit could be above a garage or at ground level.

### **Duplex: Side-by-Side**

A small- to medium-sized structure that consists of two dwelling units, one next to the other, both of which face and are entered from the street.

### **Duplex: Stacked**

A small- to medium-sized structure that consists of two dwelling units, one on top of the other, both of which face and are entered from the street.

### **Fourplex**

A medium-sized structure that consists of four units: typically, two on the ground floor and two above often with a shared entry.

### **Bungalow Court**

A series of small, detached structures providing multiple units arranged to define a shared court that is typically perpendicular to the street. The shared court takes the place of a private rear yard and is an important community-enhancing element.

### **Courtyard Apartments**

A medium- to large-sized structure consisting of multiple side-by-side and/or stacked dwelling units accessed from a courtyard or series of courtyards. Each unit may have its own individual entry or up to three units may share a common entry.

### **Townhouse**

A small- to medium-sized structure consisting of two to eight (usually) attached single-family homes placed side by side.

### **Multiplex Apartment**

A medium structure that consists of five to 10 side-by-side and/or stacked dwelling units, typically with one shared entry or individual entries along the front.

### **Live/Work**

A small- to medium-sized attached or detached structure consisting of one or two dwelling units above or behind a flexible ground-floor space for residential, service, or retail uses. Both the primary ground-floor flex space and the second unit are owned by one entity.

## Goals

### GOAL 1: Provide a variety of housing types in Character Districts

#### **Policy H-1.1:**

Increase opportunities for multi-family and mixed-use residential development

**Objective:** Update zoning to allow for multi-family housing at greater density in all of the Character Districts

1. Metric: Measure the total number of net new housing units enabled by total dwelling units per acre
2. Action: Rezone commercial corridors in the Character Districts to align with the recommendations of the Land Use and Character Districts Plan Chapter
3. Primary Responsibilities: Community Development, Planning Commission, Town Council and private sector

## GOAL 2: Encourage the development of missing middle housing types

### Policy H-2.1:

Expand the ADU ordinance to encourage additional housing options to allow residents to age-in-place

**Objective 1:** Improve existing ADU language in the *Zoning Ordinance* to encourage the addition of ADUs in appropriate Zoning Districts

1. Metric: Net new ADUs created
2. Actions:
  - a. Allow greater lot coverage for development of a detached ADU (i.e. converted garage or granny unit). Set appropriate square footage maximums for ADUs.
  - b. Partner with the Commonwealth, county, and regional stakeholders to provide financing tools to defray costs for the construction/renovation of ADUs, such as low-interest loans, cost match, tax freeze on additional value created by investment, or tax abatement on the cost of rehabilitation
  - c. Limit ADUs to one per parcel to avoid converting single-family houses into single-room occupancy housing.
3. Primary Responsibilities: Community Development, Planning Commission, Town Council, Commonwealth, regional stakeholders.

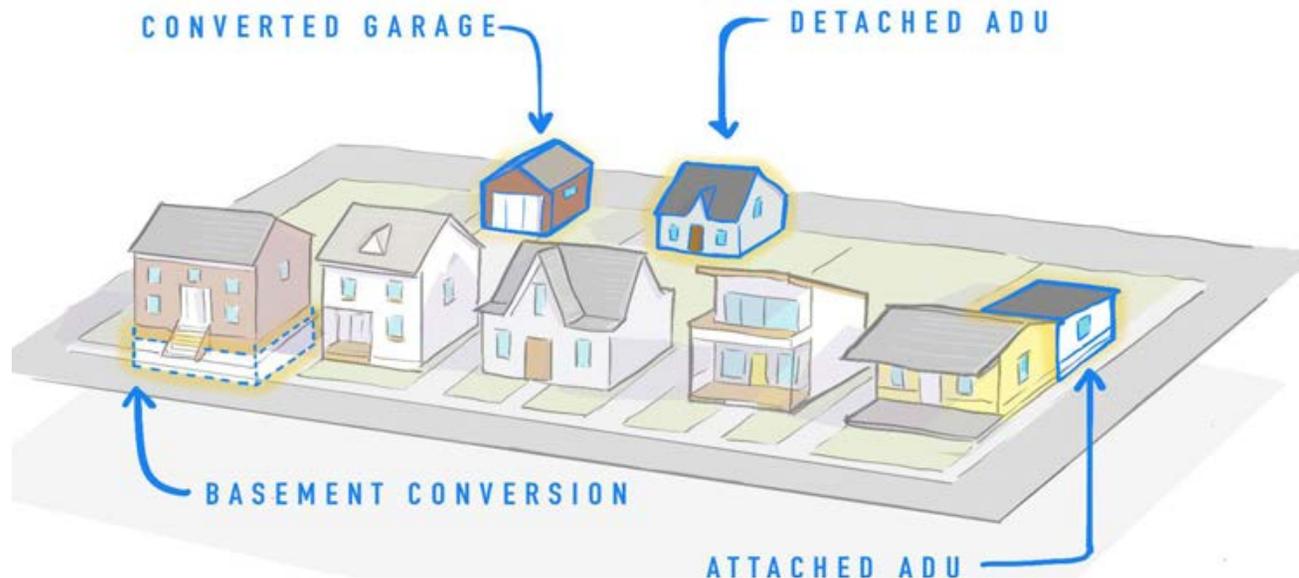


Figure 3-3: Middle Housing Types

## **Policy H-2.2:**

Create a range of housing types to attract a more diverse demographic

**Objective 2 :** Encourage redevelopment and infill development projects that embody the “missing middle” housing typologies

1. Metric: Net new housing in mid-range housing price point and at varying density levels.
2. Actions:
  - a. Form housing committee to study initiatives to improve the mix of housing types.
  - b. Update definitions and by-right housing in appropriate town zoning districts to allow for “missing middle” housing types such as duplexes and courtyard apartments in appropriate residential zoning districts.
  - c. Encourage a variety of residential types such as bungalows, cottages, apartments and townhouses in the most beneficial mix (to be studied by a new housing committee).
3. Primary Responsibilities: Community Development, Planning Commission, Town Council, Housing Committee, non-profit stakeholders.

### Policy H-2.3:

Encourage the development of workforce housing

**Objective 3:** Revise the existing density bonus program to further encourage the development of workforce housing.

1. Metrics:
  - a. Total number of net new housing enabled by total DUs per acre
  - b. Percentage of housing at price points affordable to households earning between 60 percent and 120 percent of resident AMI.
2. Action: Revise the density bonus program to align with the recommendations of the Land Use and Character Districts Plan chapter.
3. Primary Responsibilities: Community Development, Planning Commission, Town Council.

### Policy H-2.4:

Promote aging-in-place policies for Town residents

**Objective 4:** Encourage the use of universal design principles for new construction and home renovations to allow residents to age-in-place.

1. Metric: Track the number of new and renovated housing units that include universal design principles
2. Action: Amend all residential zoning districts to facilitate multi-generation residential development by-right to require at least one doorway to be at-grade from the public right-of-way.
3. Primary Responsibilities: Community Development, Planning Commission, Town Council.

## GOAL 3: Maintain and improve existing housing stock for all income levels

### Policy H-3.1:

Engage and expand existing partnerships for the rehabilitation and retention of existing affordable housing

**Objective 1:** Continue working with non-profit partners to acquire at-risk properties to protect, rehabilitate, and retain permanently affordable housing stock.

1. Metric: Measure the number of properties that have been rehabilitated, retained, and improved.
2. Actions:
  - a. Work with community partners during the Design Approval and Site Design process
  - b. Provide opportunities for community and neighborhood engagement.
3. Primary Responsibilities: Housing Committee, non-profit partners, stakeholders, residents.

### Policy H-3.2:

Support improvements to existing housing units

**Objective 2:** Encourage property owners to undertake renovations to modernize and maintain the Town’s housing stock.

1. Metric: Measure the number of renovated housing units.
2. Action:
  - a. Partner with the Commonwealth, county, and regional stakeholders to identify financing tools to defray the cost of rental property renovations in exchange for a commitment to maintain pricing for a targeted income group (e.g., 60 percent AMI of town residents).
    - i. Incentives could include low-interest loans, cost match, tax freeze on additional value created by investment, and tax abatement on the cost for rehabilitation.
  - b. Partner with income-qualified homeowners (recommended maximum of 120 percent AMI of residents) to identify financial incentives.
3. Primary Responsibilities: Community Development, Housing Committee, Commonwealth, Fauquier County, private developers.



# PLAN WARRENTON 2040

## COMMUNITY HEALTH







# PLAN WARRENTON 2040

## IV. OPEN SPACE AND PARKS





## Vision

In 2040 the Town of Warrenton will boast a network of spaces that are enjoyed by a diverse mix of residents and visitors. These facilities not only contribute to community health, but attract future residents, visitors, and businesses, and lay the foundation for the overall economic and fiscal well-being of the community. The Town's parks, trails, and rural buffer are just as much part of the aesthetic and image of the community as Old Town and Main Street, providing an important facet to the Town's character. Over the next 20 years, parks, recreation and open space will continue to be a critical element to the Town becoming a live/work community in 2040.

Key aspirations related to this guiding principle include:

- Create a long-term approach to the development of parks, recreation areas, and open spaces that reflect the needs and priorities of the residents of the Town of Warrenton, that are safe interconnected spaces for a variety of public uses, and that promote healthy, active, and recreational activities.
- Ensure access to a green space, trail, park, parklet, or pedestrian trail from anywhere within the Town.
- Incorporate green infrastructure and low-impact development into new open space and park development and improvements to existing Town open spaces.
- Educate the community about how healthy food is grown and how healthy food is integral to a healthy lifestyle.

## Existing Facilities

The Town of Warrenton’s open space and park system supports health, wellness, and fun for people of all ages and abilities through a combination of robust programming and physical facilities. It is a reflection of the needs and priorities of Warrenton’s residents, who in response to the Fauquier County Parks and Recreation Needs Assessment Survey of 2017 indicated that providing high quality parks and recreation was “very important” by an overwhelming 77.3 percent. Anchored by five Town parks and supported by greenways, bike and pedestrian paths, and school playgrounds, the system serves Town residents and visitors with a variety of recreation options.

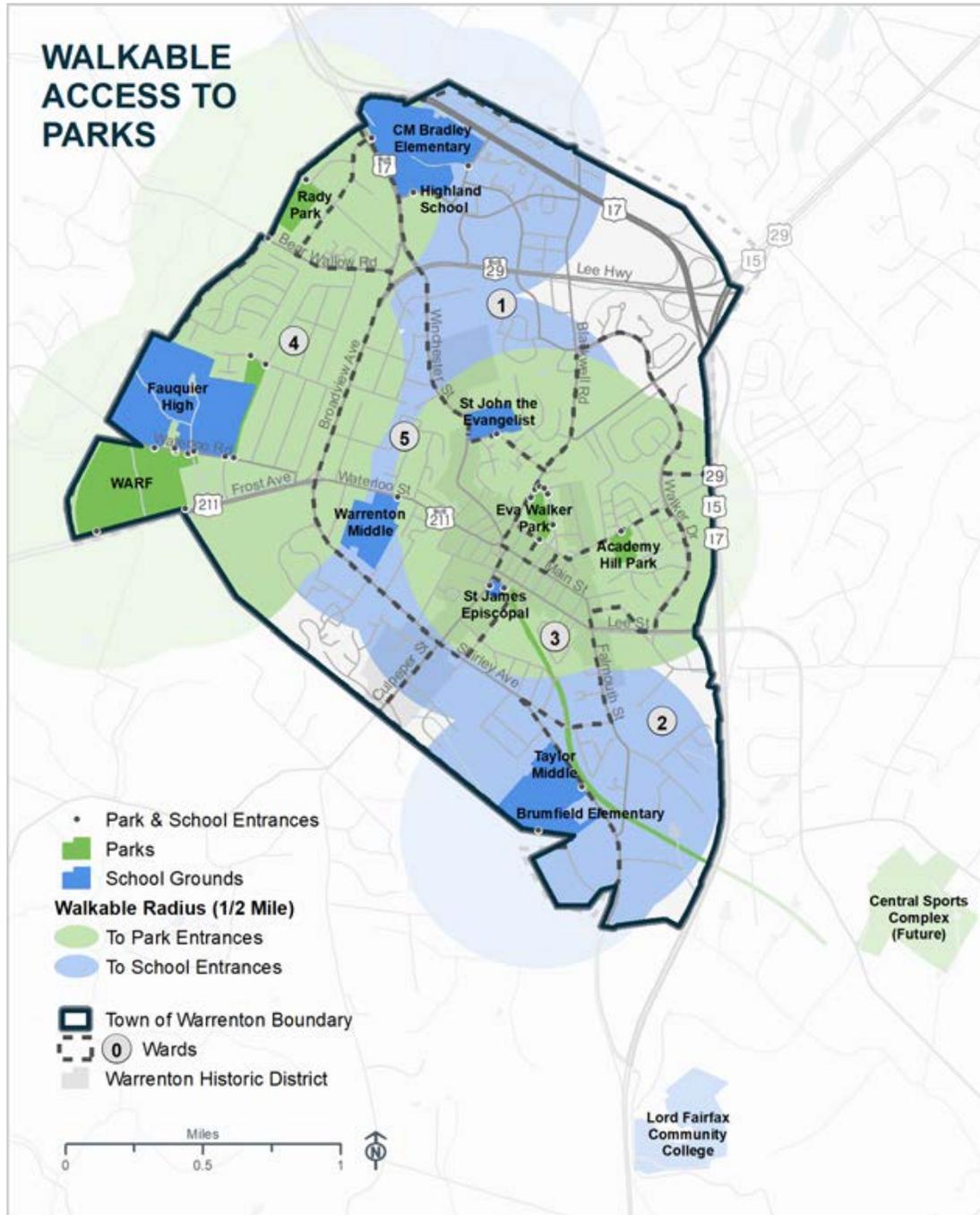
Approximately 75 percent of the Town is within a 10-minute walk or a half mile of a park space – which is a goal both the Trust for Public Land and the National Recreation and Park Association (NRPA) advocate for. A network of both trails and on- and off-road bicycle and pedestrian facilities supports access to parks by foot or bike, as do improvements indicated in the Walkability Audit report (September 2017) and the Complete Streets Recommendations (2017).

Looking at the overall parks, recreation, and open space currently provided in terms of the half mile or 10-minute walk radii, it is clear that there are several locations within Warrenton that are outside the recommended distance for bicycle and pedestrian connectivity. These data points provide indicators for where to focus efforts toward increasing park and recreation resources within the community and bringing the Town up to the NRPA median in the future.

Ultimately, a discrete Parks, Recreation, and Open Space Master Plan is needed to address not only the acreage and connectivity of the park system, but also the number and types of recreation facilities provided based on robust community engagement, resource management, and collaboration and coordination with private entities that could lend support for public facilities and programs.



*Image 4-1: Town of Warrenton’s Parks*



*School grounds play an important role in providing public open space facilities for the people of Warrenton. As pictured at left, large parts of the Town would lack facilities if not for the public schools.*

Figure 4-1: Walkable Access to Parks

## Existing Park Facilities and Amenities

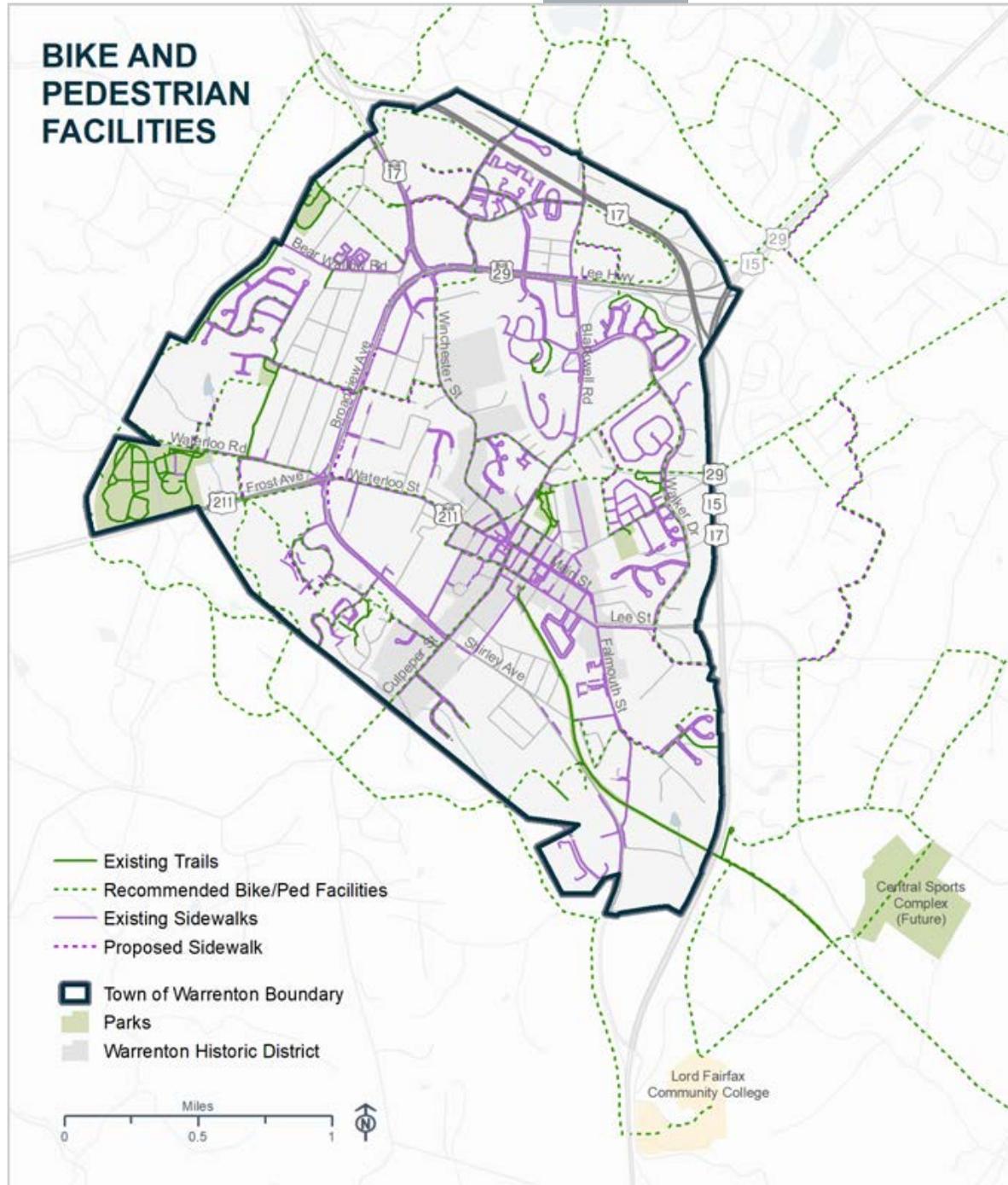
	Acres	Pavilions ○	Picnic Tables ○	Benches	Grills	Restrooms ⬠	Porta-Potties ⬠	Playgrounds	Walking Trails	Skate Parks	Pickleball Courts	Basketball Courts	Baseball Fields ○	Volleyball Courts ○	Soccer Fields ○	Horseshoe Pits	Open Space	Parking Lots
<b>Dog Park</b>	0.3																★	
<b>Academy Hill Park</b>	4.6		★○	★	★		★⬠				★		★○		★○		★	★
<b>Eva Walker Park</b>	5.6	★○	★○	★	★	★⬠		★	★			★				★	★	
<b>Rady Park</b>	6.9	★○	★○	★	★	★⬠		★	★				★○	★○	★○	★	★	★
<b>Sam Tarr Park</b>	1.8			★				★	★						★○		★	
<b>Warrenton Sports Complex</b>	65.0	★○	★○	★		★⬠	★⬠	★	★	★				★○	★○		★	★

○ Reservations required for exclusive use (includes the veranda with six picnic tables next to the Fun for All Playground at the WARF)

⬠ Facilities are seasonal and available for use mid-April through mid-November



Image 4-2: Town of Warrenton’s Existing Park Facilities and Greenway

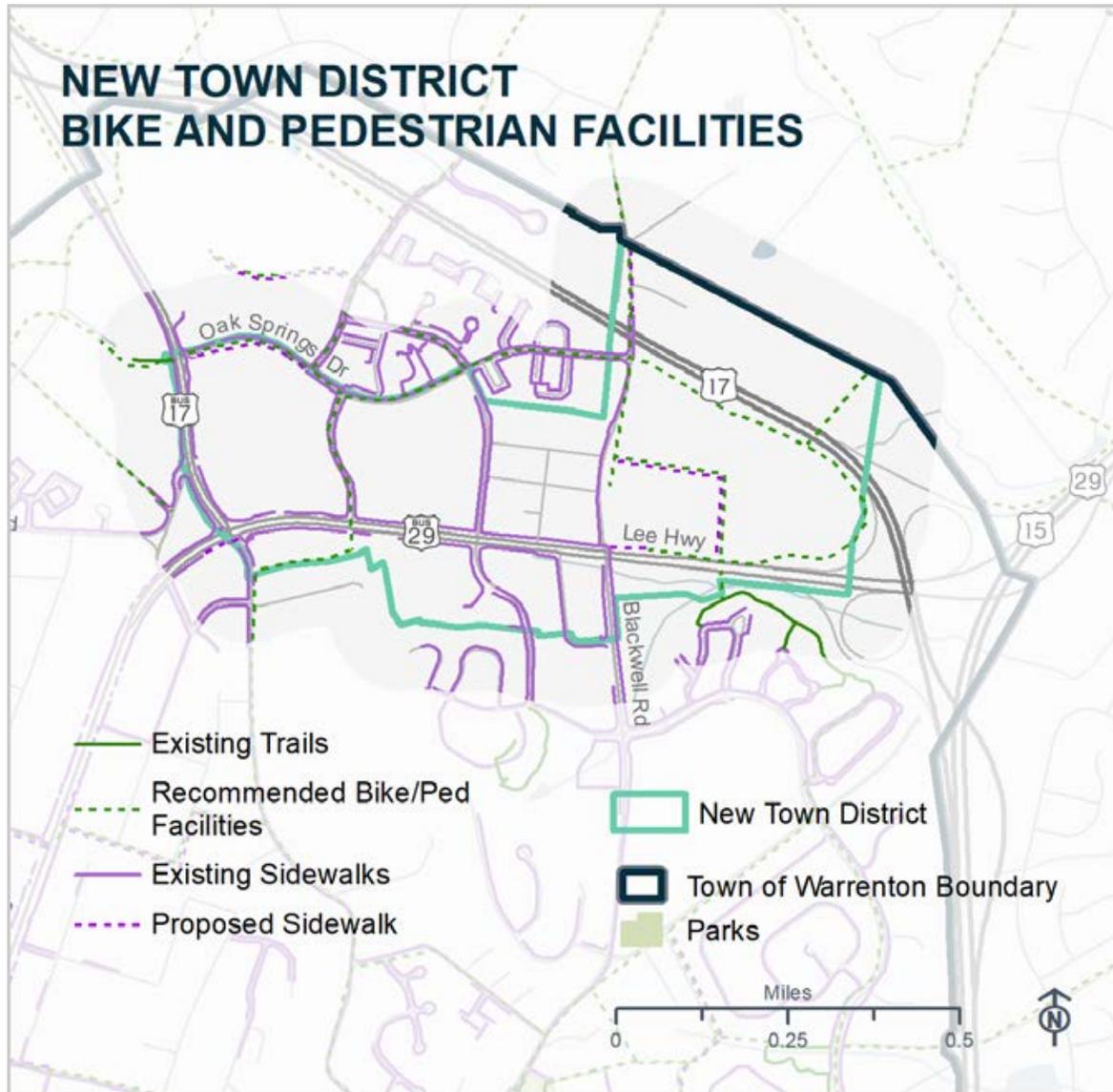


*Intent is to improve Town connectivity by constructing sidewalks.*

*See Policy 2: Objective 1: page 178*

Figure 4-2: Bike and Pedestrian Facilities

# Parks, Recreation, and Open Space Opportunities in the Character Districts



## New Town

Promote the transformation of a floodplain, which currently contains surface parking, into a passive park area as part of a private development plan, incorporating green infrastructure into the design. Create an interior street grid system with roads that include sidewalks with street trees and striped bicycle paths. The grid will connect to new park space within the district, as well as to sidewalks and pathways to adjoining neighborhoods.

Figure 4-3: New Town District Bike and Pedestrian Facilities

### Health and Wellness District

Promote the transformation of the floodplain that lines the frontage along Frost Avenue into a linear park frontage. Continue to add more recreational opportunities to the WARF, including an amphitheater, and provide for trail connections and new park space as part of any residential development located in the current greenfield behind the hospital.

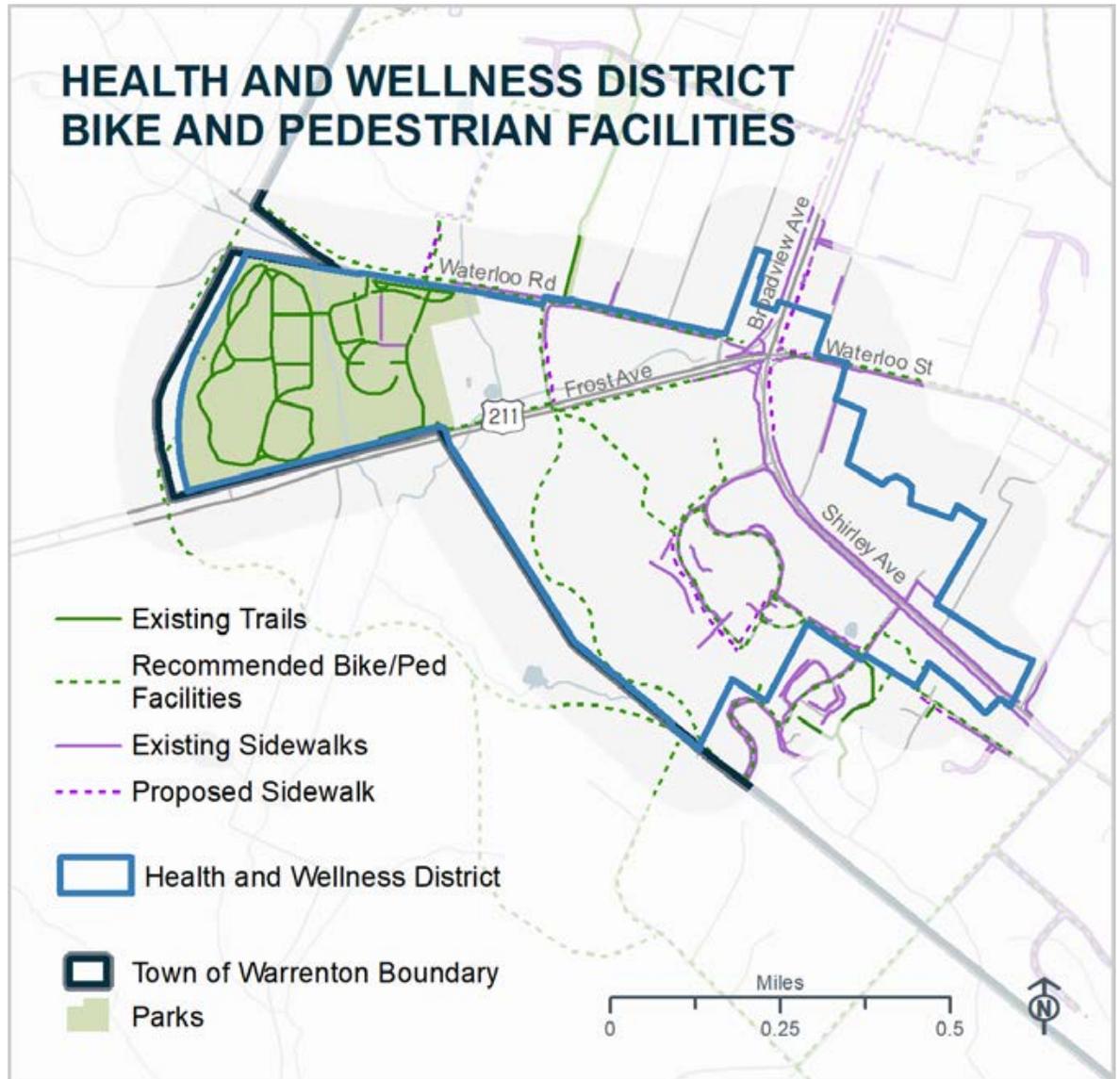
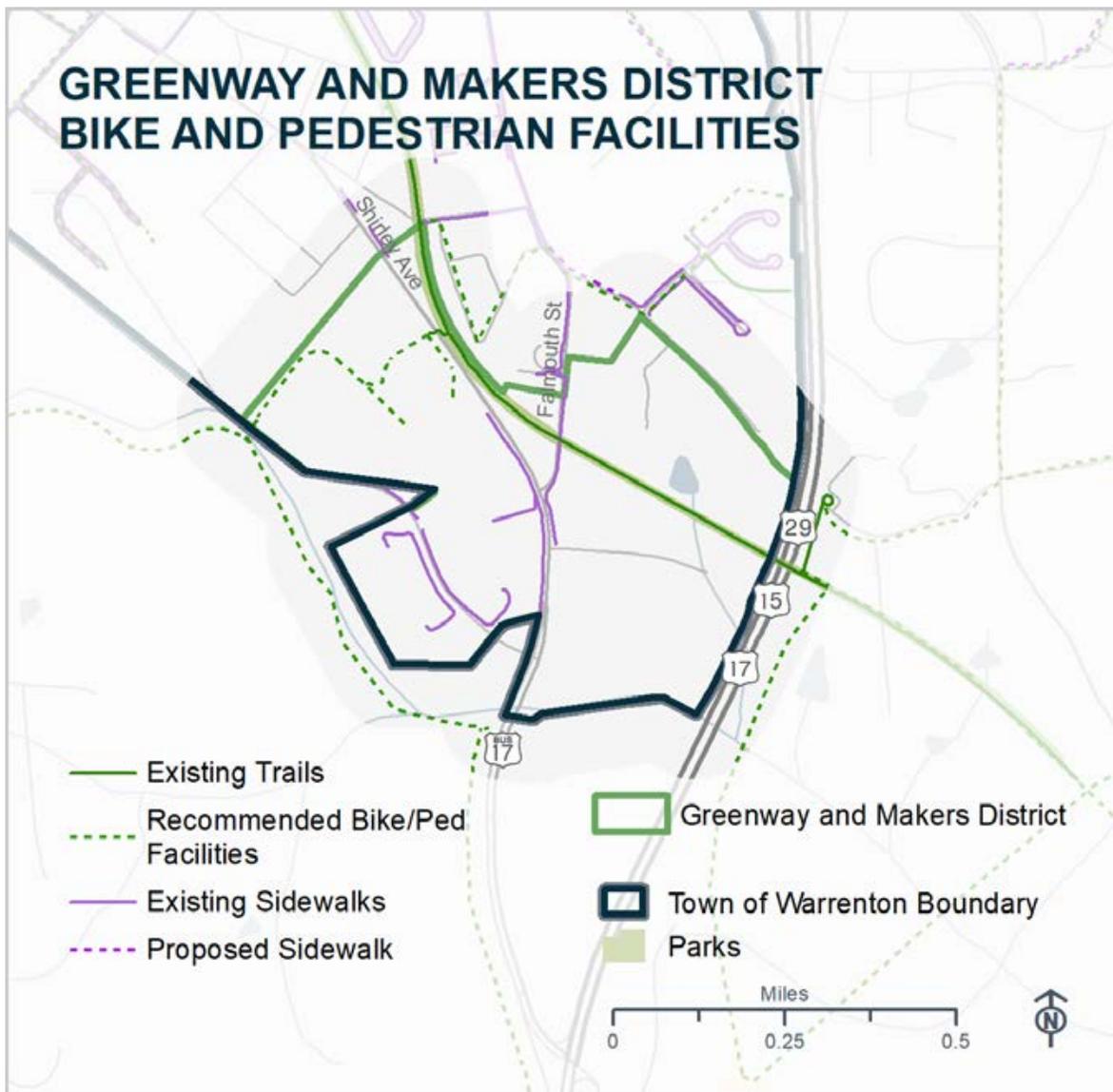


Figure 4-4: Health and Wellness District Bike and Pedestrian Facilities



### Greenway and Makers District

Create trail connections and pedestrian pathways to the Warrenton Greenway from future residential and current commercial uses. Link the future Southern Bypass multi-use path with pathways that connect to the Warrenton Greenway. Make Shirley Avenue walkable, with continuous sidewalks that are lined with street trees.

Figure 4-5: Greenway and Makers District Bike and Pedestrian Facilities

## Old Town

Promote trail connections and pedestrian pathways to the Warrenton Greenway from future infill, new commercial development, and adaptive reuse of existing buildings. Establish a pedestrian linkage from Eva Walker Park to the Warrenton Greenway along 3rd Street with bicycle striping and curb bulb-outs at each intersection.

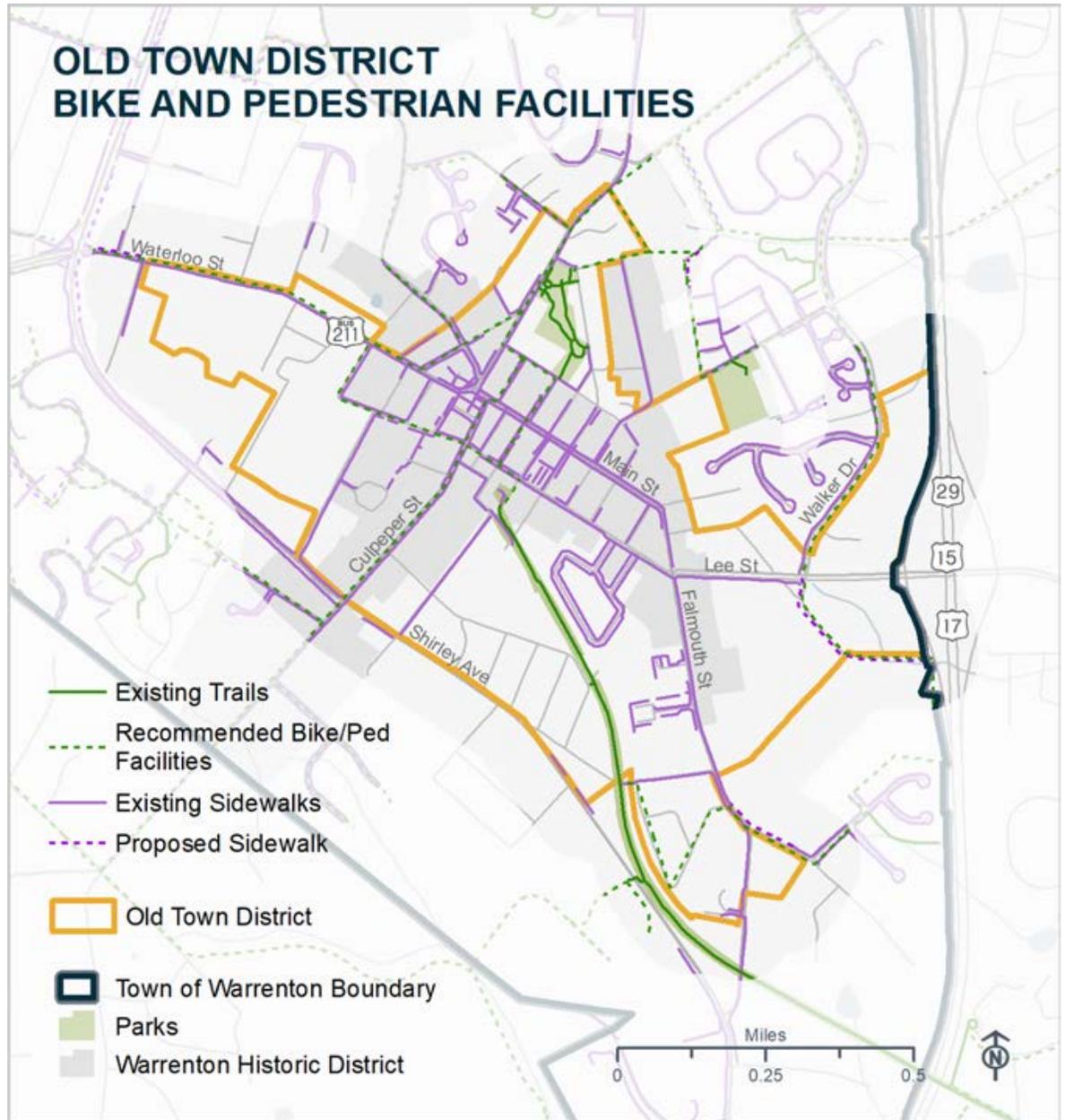
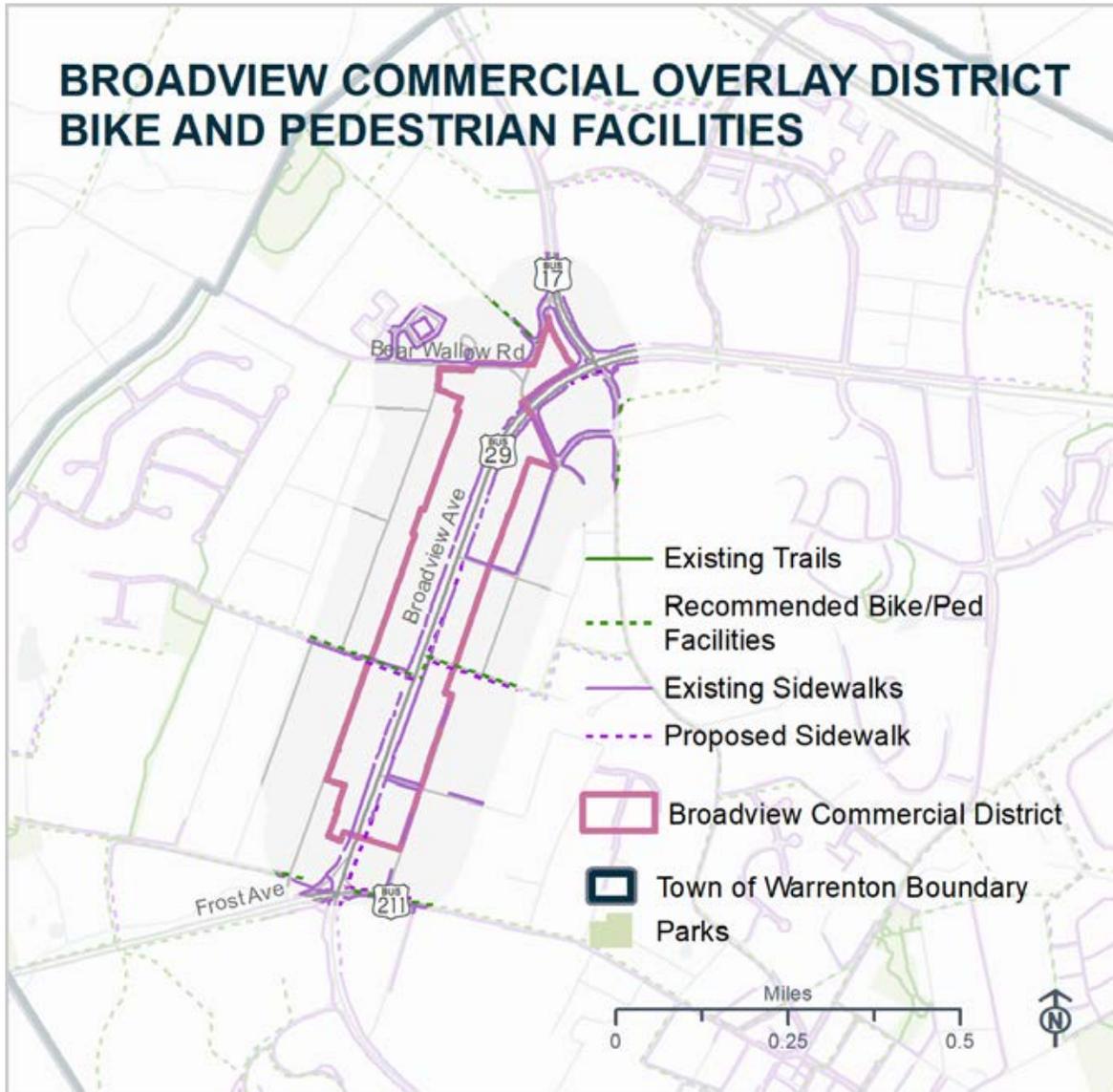


Figure 4-6: Old Town District Bike and Pedestrian Facilities



### Experience Broadview

Create a street frontage along Experience Broadview Avenue with buildings placed closer to street frontage, with a consistent sidewalk experience accentuated by street trees. Promote compact green space within new development with pedestrian pathways from the Broadview Avenue frontage to the interior of the block. Create key nodes of mixed-use development at the bookend intersections of Broadview Avenue/Frost Avenue and Broadview Avenue/Lee Highway, with emphasized corners and pedestrian plazas.

Figure 4-7: Broadview Commercial Overlay District Bike and Pedestrian Facilities

## Green Infrastructure Types by District



**Districts:**

1. New Town Warrenton District
2. Old Town District
3. Health and Wellness District
4. Greenway and Makers District
5. Experience Broadview
6. Non-District Neighborhoods

## Goals

### GOAL: Create a long-term approach to development of parks, recreation, and open space in the Town of Warrenton

#### Policy PRO-1.1:

Create a Warrenton parks, recreation, and open space system that reflects the needs and priorities of the residents of the Town of Warrenton.

**Objective 1:** Provide a dynamic system of safe, interconnected spaces for a variety of public uses that promote healthy, active, recreational activities in spaces throughout the Town. These spaces will reflect the culture, ecology, and natural environment of Warrenton.

4. Driver: Community health and safety
5. Metric: Track parks, recreation, and open space success through public engagement surveys
6. Actions:
  - a. Create a 2040 Parks, Recreation, and Open Space Master Plan including a dynamic public engagement program that builds upon existing park infrastructure and provides a more comprehensive interconnected system to provide the services needed by residents. The Master Plan will include a physical and programming improvements framework, implementation, and operations and maintenance costs.
  - b. Town Council will adopt and support plan elements, and include parks, recreation, and open space improvements in future capital improvement plans as well as maintenance and operations plans.
  - c. Create a program to build and/or connect parks, green space, and trails.
7. Primary Responsibilities: Parks and Recreation, Community Development, Town Council, with private consultant support.



Image 4-3: Pond at the WARF

**Policy PRO-1.2:**

Ensure a 10-minute walk to a green space, trail, park, parklet, or pedestrian trail from anywhere within the Town per Trust for Public Land and NPRA guidance.

Image 4-4: Eva Walker Park



**Objective 2:** Build connectivity improvements for sidewalks, shared roadways, and trails (see: 2017 Walkability and Complete Streets reports and existing and proposed trail map).

1. Driver: Community health
2. Metrics:
  - a. Measure increasing percentage of residential units within a half mile of trail, green space, park, or parklet, number of linear feet (LF) of new trails and sidewalks built annually.
  - b. Measure participation in public events.
3. Actions:
  - a. Create a program to maintain and connect existing parks, green space, and trails on public and private land with public access.
  - b. Maintain partnerships with trail advocacy organizations such as the Fauquier Trails Coalition, the Fauquier County Pedestrian, Bicycle, and Greenway Advisory Committee, and the Fauquier County Parks and Recreation Department.
  - c. Build proposed Town trails and connect them with existing county trails.
  - d. Connect existing and proposed Town and county trails with select privately owned (Homeowners Association (HOA)) trails, including agreements for public access.
  - e. Create an adopt-a-trail program to assist with maintenance of trails.
4. Primary Responsibilities: Parks and Recreation, Public Works, Community Development, Town Council, HOAs.

**Objective 3:** Build additional park and recreation spaces throughout the Town in areas that currently do not have these resources with a 10-minute walk (half mile radius).

1. Driver: Community health
2. Metrics:
  - a. Measure the percentage of residential units within a half mile of a trail, green space, or parklet, and LF of new trails and sidewalks built annually.
  - b. Measure the number of new permanent, temporary, or pop-up parks.
3. Actions:
  - a. Look for opportunities for donated or shared spaces within the Town to develop into parks and parklets.
  - b. Create public/private partnerships to plan for parks that are open and accessible to the public within private developments.
  - c. Create a “Park-nership” program within the Town that facilitates and evaluates partnerships between public and private entities to provide permanent, temporary, and pop-up park spaces as well as outdoor programming for the community.
  - d. Support Policy 1: Create a 2040 Parks, Recreation, and Open Space Master Plan
4. Primary Responsibilities: Community Development, Parks and Recreation, Public Works, and Town Council.



*Image 4-5: Green Roof*

**Policy PRO-1.3:**

Incorporate green infrastructure and low impact development into new open space and park development and improvements to existing Town open spaces.

**Objective 4:** Use a nature-based systems approach to mitigate storm water and improve habitat within the Town’s open spaces.

1. Driver: Community health
2. Metrics: Measure the total number of green infrastructure projects built over time.
3. Actions:
  - a. Create and adopt a Green Infrastructure Plan as a guide to implement green infrastructure into existing and future Town improvements.
  - b. Require green infrastructure improvements as a part of storm water management solutions.
  - c. Incorporate educational markers to teach residents about the value of green infrastructure and impact of storm water on the greater Chesapeake Bay Watershed.
  - d. Create opportunities for new public spaces that combine stream restoration within the 100-year floodplain (including Rady Park), daylighting of piped streams, planting of native species, education, and passive recreation.
  - e. Collaborate with private development and public resources stream restoration.
4. Primary Responsibilities: Community Development, Public Works, and Town Council, private sector developers



Image 4-6: Greenway

### **Policy PRO-1.4:**

Support accessibility to the Greenway from within own boundaries

**Objective 5:** Improve access and use of the Greenway Trail.

1. Driver: Community health and access
2. Metric: Measure LF of improvement, Americans with Disabilities Act (ADA) access, and the number of new light fixtures added annually.
3. Actions: Create an Implementation Plan for trail, ADA, and lighting improvements. Prioritize areas adjacent to residential and commercial uses.
4. Primary Responsibilities: Fauquier County Parks and Recreation, Community Development, Public Works,

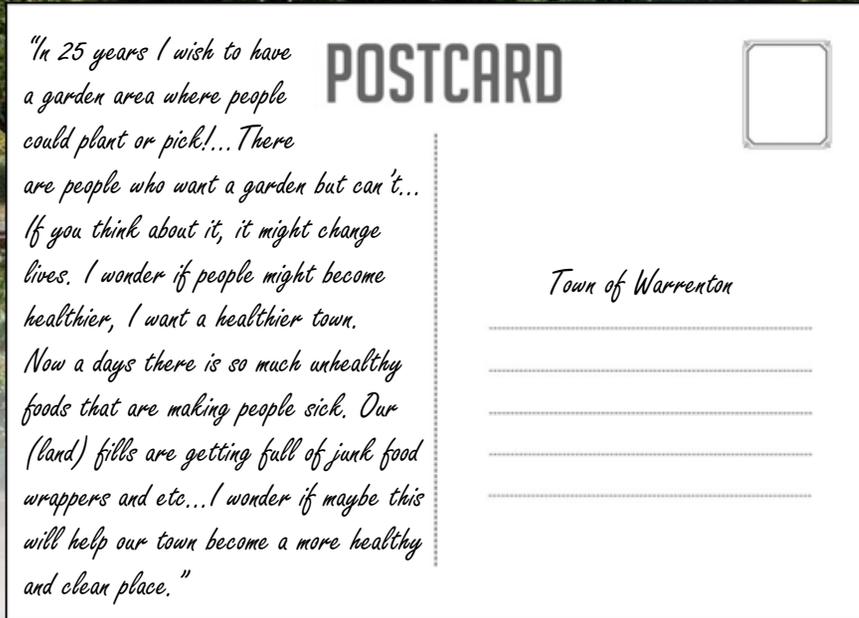


Image 4-7: Community Gardening

**Policy PRO-1.5:**

Promote and support community gardens that will be managed by committed community groups, such as schools, clubs, and neighborhoods.

**Objective 6:** Educate the community about how healthy food is grown and how healthy food is integral to a healthy lifestyle. Create a food source for community members in need by donating locally grown food to assistance organizations such as the Fauquier Hospital, Fauquier Community Food Bank, and other local food pantries. Support the Town of Warrenton Healthy Eating Active Living (HEAL) Resolution.

1. Driver: Community health
2. Metric: Measure square footage of garden space and amount of food provided to food pantry programs.
3. Actions:
  - a. Continue to support and expand current community garden program.
  - b. Promote Public-Private partnerships to provide garden space and materials for the program.
4. Primary Responsibilities: Community Development, HOAs, Non-Profit Organizations



Image 4-8: Walkable Communities

**Policy PRO-1.6:**  
Create safe and walkable communities

**Objective 7:** Increase the number of safe routes for pedestrians within the Warrenton Town limits, including safe routes to schools and parks, homes, and workplaces. Creating safe active transportation routes that connect the Town is a key component of the Walk Score. The Walk Score metric is a key indicator of desirability that potential residents use when evaluating communities.

1. Driver: Community character and health
2. Metric: LF of new sidewalk and number of new canopy trees planted for each new or retrofitted residential development frontage.
3. Actions:
  - a. Create a new Town streetscape manual including the following:
    - i. All new developments shall have sidewalks and street trees within public space along the street frontage.
    - ii. Retrofit existing residential areas that do not currently have sidewalks or street tree plantings within the right of way.
    - iii. Create a fund to provide right of way improvements to existing residential neighborhoods.
4. Primary Responsibilities: Community Development, Parks and Recreation, Public Works, and Town Council



Image 4-9: Town Wide Tree Plan

**Policy PRO-1.7:**  
Create a Town-wide Tree Plan

**Objective 8:** Promote the health of the community by increasing the total tree canopy of Warrenton’s public open spaces and parks through targeted stewardship.

1. Driver: Community character and health
2. Metric: Number of trees maintained and new trees planted.
3. Actions:
  - a. Create an inventory of existing trees within public space, such as the U.S. Forest Service’s Urban Tree Canopy Assessment. Include species, height, spread, condition, etc.
  - b. Based on inventory, create a goal for future Town tree canopy.
  - c. Create standards for effective tree plantings that include sufficient space for root growth, and by extension storm water management.
  - d. Implement a comprehensive street/parks/open space tree maintenance program.
  - e. Create an “Adopt a Warrenton Street Tree” program to promote the value of street/ open space trees and community ownership.
4. Primary Responsibilities: Community Development, Parks and Recreation, Public Works

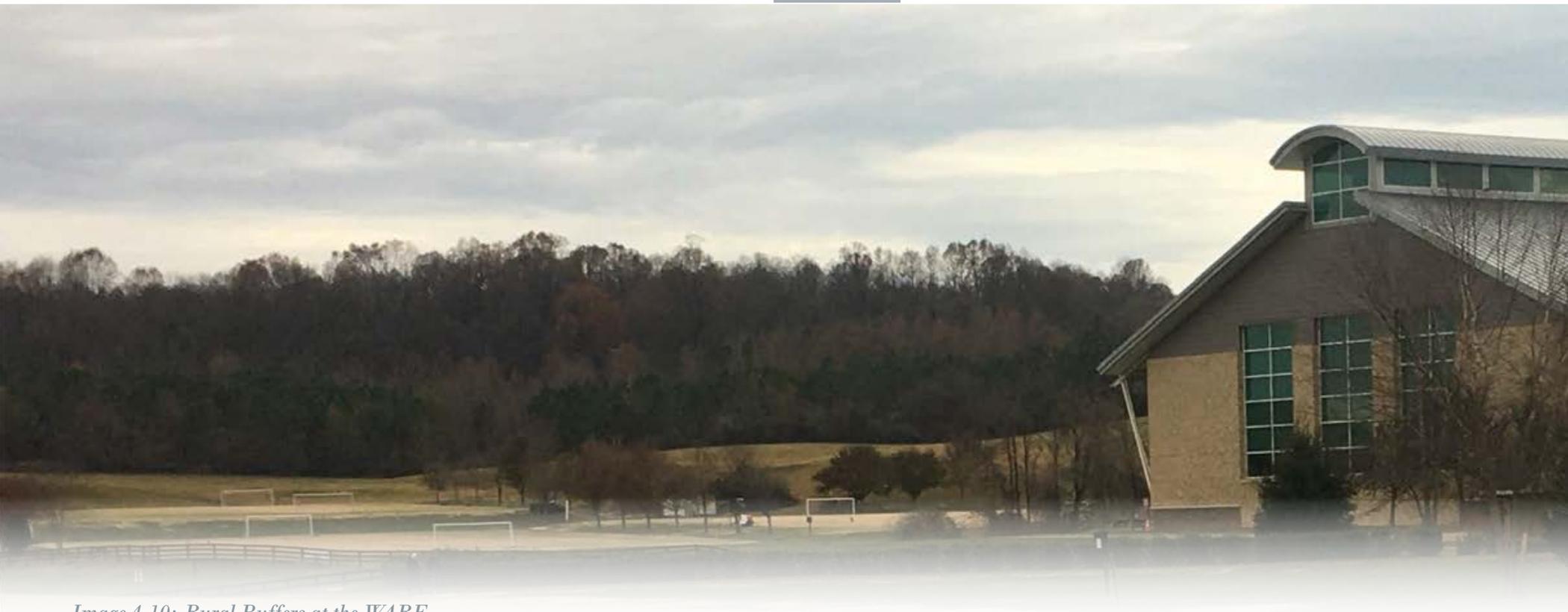


Image 4-10: Rural Buffers at the WARF

## Policy PRO-1.8:

Maintain rural buffers around the Town

**Objective 9:** Support habitat preservation within and around the Town of Warrenton.

1. Driver: Community character and health
2. Metric: Acres in conservation/agriculture
3. Actions:
  - a. Coordinate with private land owners to create sustainable programs that maintain the land in a preserved state by creating infrequent, limited duration, low infrastructure events that financially support the land without major disruption to the natural environment.
  - b. Work with private land owners to acquire land for preservation.
  - c. Work with local land trust organizations such as the Piedmont Environmental Council, Land Trust of Virginia, and Virginia Outdoors Foundation and national organizations such as the Nature Conservancy to promote land conservation and preservation.
4. Primary Responsibilities: Town, land owners, non-profit organizations



# PLAN WARRENTON 2040

## V. TRANSPORTATION AND CIRCULATION





## Vision

In 2040, Warrenton residents and businesses will benefit from strategic investments in a safe, vibrant, and interconnected multi-modal transportation network. This network will implement the live/work vision for the town, promote travel experience, an accessible business environment, and a desirable place for new residents and future employers, while preserving the Town’s character and established neighborhoods.

Key aspirations related to this guiding principle include:

- **Improve multimodal safety** by enacting access management strategies, incorporating bike-friendly policies into new development standards, and deconflicting through-travel and local traffic movements.
- **Enhance the traveling experience** into and throughout Town by gateways, implementing complete street typologies, increasing the attractiveness of public transit, and enacting innovative parking strategies to foster greater economic activity and attract new residents.
- **Promote livability in the Town** by integrating transportation solutions with land use development in each mixed-use Character District and applying traffic calming techniques that foster and protect non-vehicular street activities in established residential neighborhoods.
- **Create new linkages and connectivity** that reduces dependence on the car for local trips, enlivens commercial areas, and addresses accessibility gaps and barriers currently limiting mobility.

### *The Foundation – 2040 Live/Work Vision*

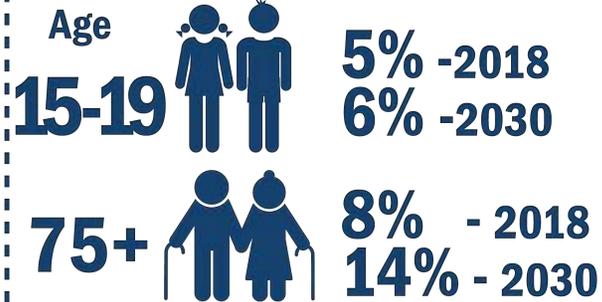
- *Provide for efficient and reliable movement for all transportation modes for existing and future residents, visitors, and employees.*
- *Maximize safety and dependability.*
- *Enhance the sense of arrival as one enters the town.*
- *Manage the impact of regional and local travel and development trends.*
- *Reduce congestion along Warrenton’s commercial corridors.*
- *Encourage people to walk and bicycle.*

# Town of Warrenton Mobility Facts

**Two Corridors**  
of Statewide Significance  
meet in Warrenton



## Need for mobility



**35** minutes  
average commute time



**11%**  
of commuters  
carpool



**Two transit routes operate**

7:30 am - 6:45 pm  
(Monday - Friday)

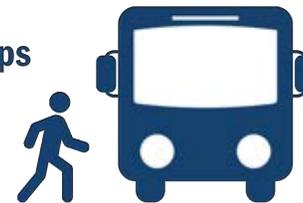


Every  
45 minutes

**98%** of the town residents  
own at least  
one vehicle



**24,550** trips  
are provided  
by Circuit Rider  
annually



**161**  
automobile crashes a year in Warrenton



are made through  
Warrenton  
without stopping

Sources: U.S. Census 2017 Five-year Estimates, Virginia Department of Transportation, Virginia Regional Transit

## General Trends Affecting Mobility

### Corridors of Statewide Significance:

VTrans, Virginia’s long-range multimodal transportation plan, has identified 12 Corridors of Statewide Significance (CoSS). The CoSS are defined as an integrated, multimodal network of transportation facilities that connect major centers of activity within and through the Commonwealth and promote the movement of people and goods essential to the economic prosperity of the State. The CoSS include major roadways, rail lines, airports, ports, and transit services across the State.

The CoSS carry a high volume of traffic and provide unique statewide functions or support statewide transportation goals. The State transportation funding process accounts for the localities’ level of protection of the functionality of these corridors. Local governments are required to include these corridors in their Comprehensive Plans.

Two of the CoSS traverse Warrenton: the Tidewater (Coastal) Corridor and the Seminole Corridor. The Tidewater Corridor is a major freight corridor and provides important connections not only to I-66 and I-95 but also to I-64 in the Hampton Roads area and to I-81 through Winchester

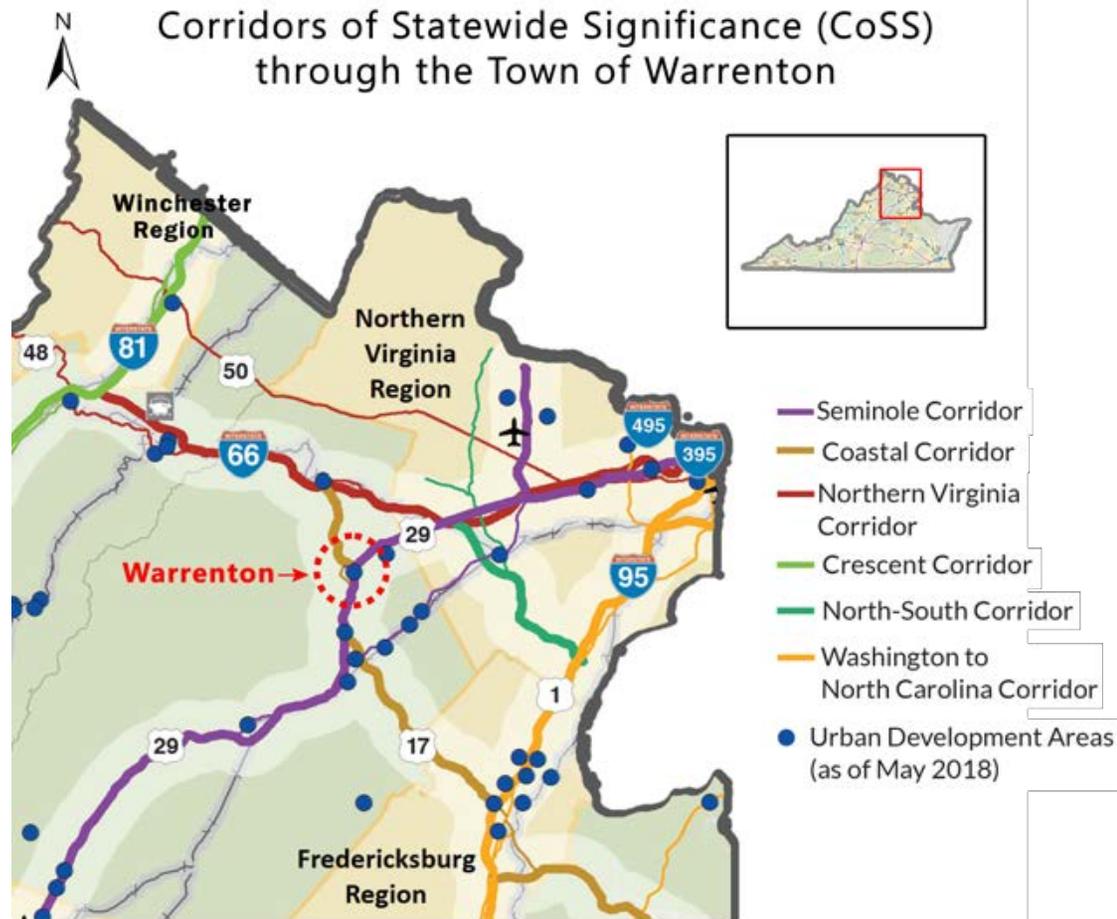


Figure 5-1: Corridors of Statewide Significance

via U.S. 50. The Seminole Corridor is a commuter route, and an important north-south connection for both passengers and freight, offering an alternative to the I-81 and I-95 corridors.

Within the town, the Coastal Corridor includes U.S. 17 and U.S. 17-Bus and the Seminole Corridor includes U.S. 29.

In the Tidewater Corridor, U.S. 17 runs concurrently with U.S. 15 and U.S. 29 between Warrenton and Opal, then splits from these routes to travel toward Stafford County and Spotsylvania County, where it accesses the I-95 corridor. In the Seminole Corridor, U.S. 29 runs concurrently with U.S. 15 for a long stretch near the Town of Warrenton.

## Current Conditions

### Regional Transportation Demand

The Town of Warrenton is located at one of the busiest junctions of traffic transitioning between Western, Southern, and Northern Virginia. Route 15, Route 17, Route 29, and Route 211 all intersect within the Town. Over 35,000 vehicles pass through Warrenton, while the Town itself generates up to 24,000 vehicles traveling in and out of Warrenton. Finally, drivers account for 58,000 trips that start and end within the Town of Warrenton’s roadway network.

The town is at a strategic crossroads, including two COSS: the Seminole Corridor that follows U.S. 29 and the Coastal Corridor that follows U.S. 17. Consequently, Warrenton’s transportation network is subject to a number of external influences. Warrenton has experienced regional traffic traversing the town from southern and western points to access I-66 for years. This traffic stands to increase as development occurs in Culpeper County. For example, the approved developments to the west of Warrenton, such as Clevengers Village, are projected to increase traffic to nearly 20,000 vehicles per day on U.S. 211 at buildout. Park and Ride improvements, coupled with expanded Virginia Railway Express service, have the potential to increase

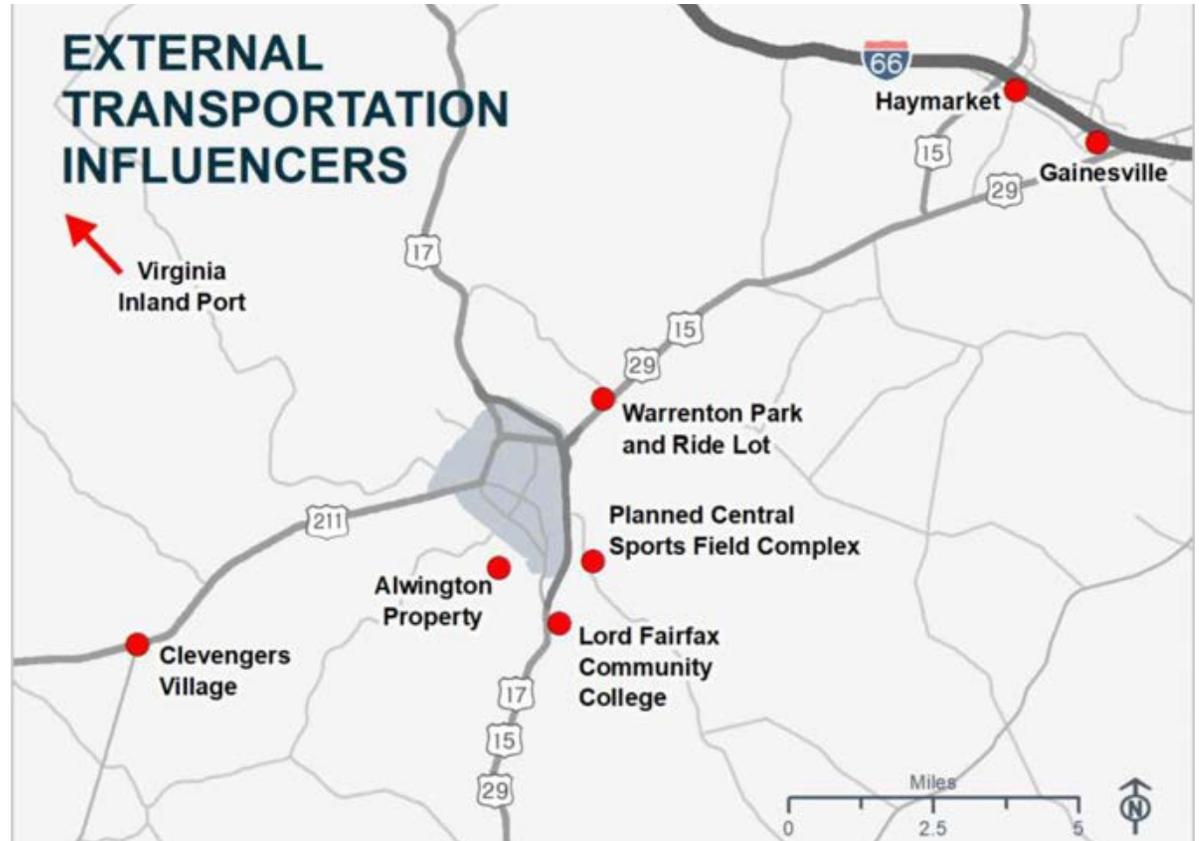


Figure 5-2: External Transportation Influencers

traffic traveling through Warrenton to access Haymarket. Freight traffic remains a constant in Warrenton due to the Virginia Inland Port in Front Royal. Closer to Town, destinations such as Lord Fairfax Community College, the new park and ride lot at the U.S. 29 and Business 17 interchange, and the planned Central Sports Field Complex serve as regional attractions.

The Town of Warrenton is responsible for maintaining their own roadways and is therefore responsible for regional traffic safety and capacity. As noted in this report, the main arterials are at or nearing capacity and experience traffic safety issues that exceed similar State roadways. This comprehensive plan aims to produce recommendations for roadway segments and intersections with the intention of improving the travel and safety of the town and region.

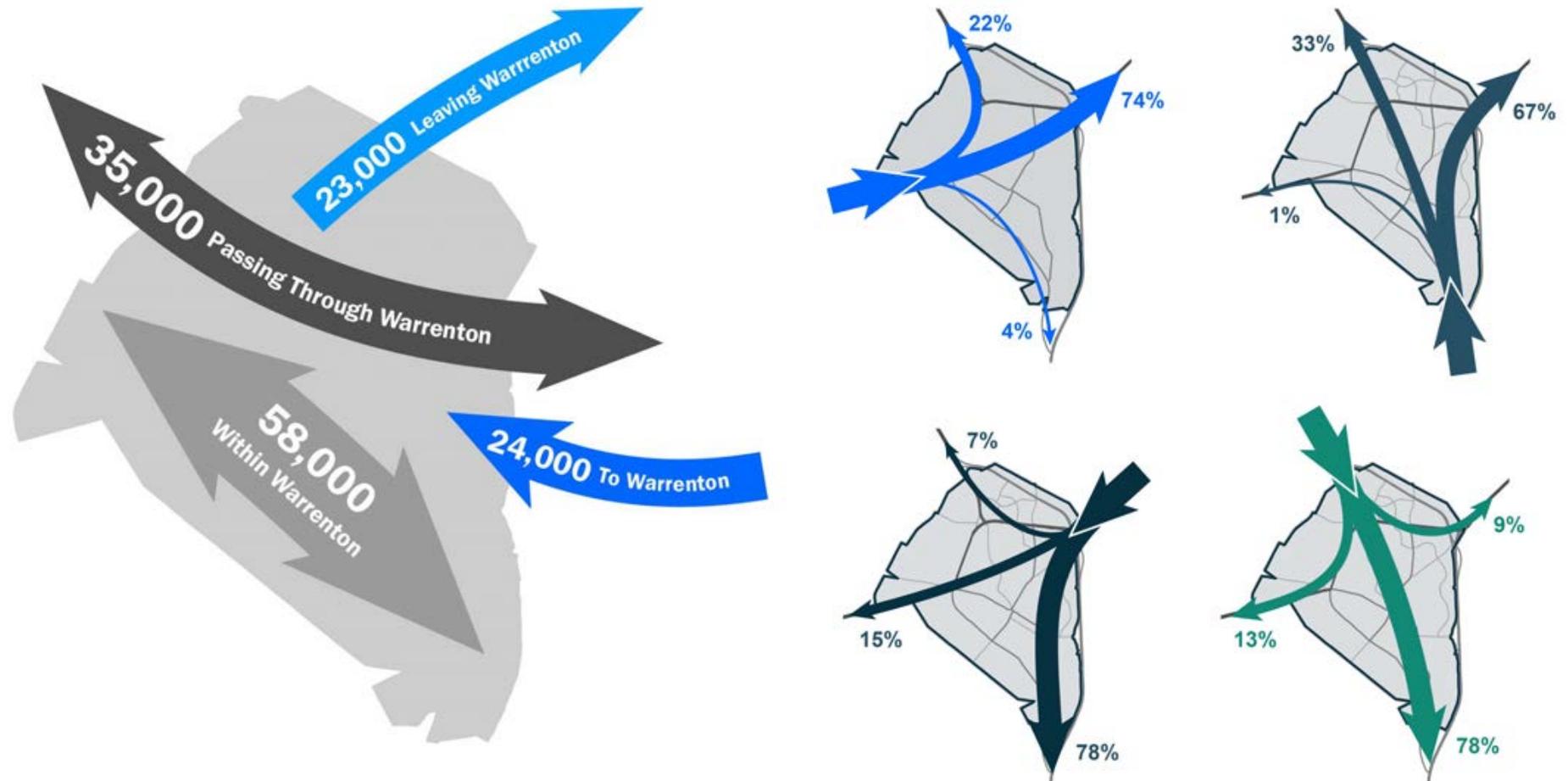


Figure 5-3: Warrenton Pass Through Trips by Direction

Over half of the residents of Fauquier County work outside the county (76.6 percent). This is in contrast with Warrenton, where over half the residents work in Fauquier County. Nearly four out of every 10 Warrenton residents work in Warrenton. The median commute time is nearly 40 minutes for Fauquier County

residents and 30 minutes for Warrenton residents. This data indicates that a large proportion of county residents who commute to work within the beltway and the greater District-Maryland-Virginia area, as well as to Fredericksburg, Culpeper, and Charlottesville.

**Comparison of VDOT Functional Classification Classes to the Multimodal Corridor Types**

**Street Classification**

As part of the Comprehensive Planning effort, the town will maintain coordination with the Virginia Department of Transportation (VDOT) in the establishment of proposed street typologies. Warrenton’s proposed typologies are fully documented in the Warrenton Complete Streets Recommendations (2017), containing guidance on the incorporation of Complete Streets practices into this Comprehensive Plan update. Complete Streets is a transportation planning and design philosophy to provide safe, equitable, and convenient access to the transportation system for all roadway users regardless of age, ability, or mode of transportation.

In support of the Complete Streets philosophy, VDOT promotes the implementation of transportation-efficient design that supports alternative mobility. In coordination with the Virginia Department of Rail and Public Transportation’s Multimodal System Design Guidelines, VDOT developed Appendix B(2), Multimodal Design Standards for Mixed-Use Urban Centers<sup>1</sup>, as a component of the Road Design Manual to permit exceptions that accommodate transportation-efficient design.

The methodology in the Multimodal System Design Guidelines embraces a Complete Streets approach where streets are designed and operated to enable safe access for all travelers regardless of travel mode. To appropriately accommodate users, the guidelines include a Roadway Typology similar in concept to functional classification, consisting of Multimodal Through Corridors, Transit Boulevards, Boulevards, Major Avenues, Avenues, and Local Streets.

VDOT Functional Class (Design Speed)	Interstate, Freeway or Expressway (50 – 70 mph)	Urban Other Principal Arterial (30 – 60 mph)	Urban Minor Arterial (30 – 60 mph)	Urban Collector (30 – 50 mph)	Local Street (20 – 30 mph)
Multimodal Street Typology (Design Speed)	Multimodal Through Corridor (35 – 55 mph)				
		Transit Boulevard (30 – 35 mph)			
		Boulevard (30 – 35 mph)			
			Major Avenue (30 – 35 mph)		
			Avenue (25 – 30 mph)		
					Local Street (25 mph)

Table 5-8: Functional Class to Corridor Types

Source: VDOT Road Design Manual, Appendix B(2) - Multimodal Design Standards for Mixed-Use Urban Centers Street Classification and Multimodal Corridor Types

Proposed Street Classification Typology	Multimodal Corridor Type
Limited Access	Multimodal Through Corridor
Gateway	Boulevard/Transit Boulevard
Boulevard	Boulevard/Transit Boulevard
Old Town	Avenue
Signature	Major Avenue
Neighborhood	Local Street
Shared	Local Street
Local	Local Street

Table 5-9: Street Classification and Multimodal Corridor Types

Table 4-2 provides a crosswalk between Warrenton’s Proposed Street Classification Typology and the Multimodal Corridor Types.

<sup>1</sup> Mixed-use Urban Center is the terminology used by VDOT for areas appropriate for applying Complete Streets design guidelines and does not imply or require any special designation.

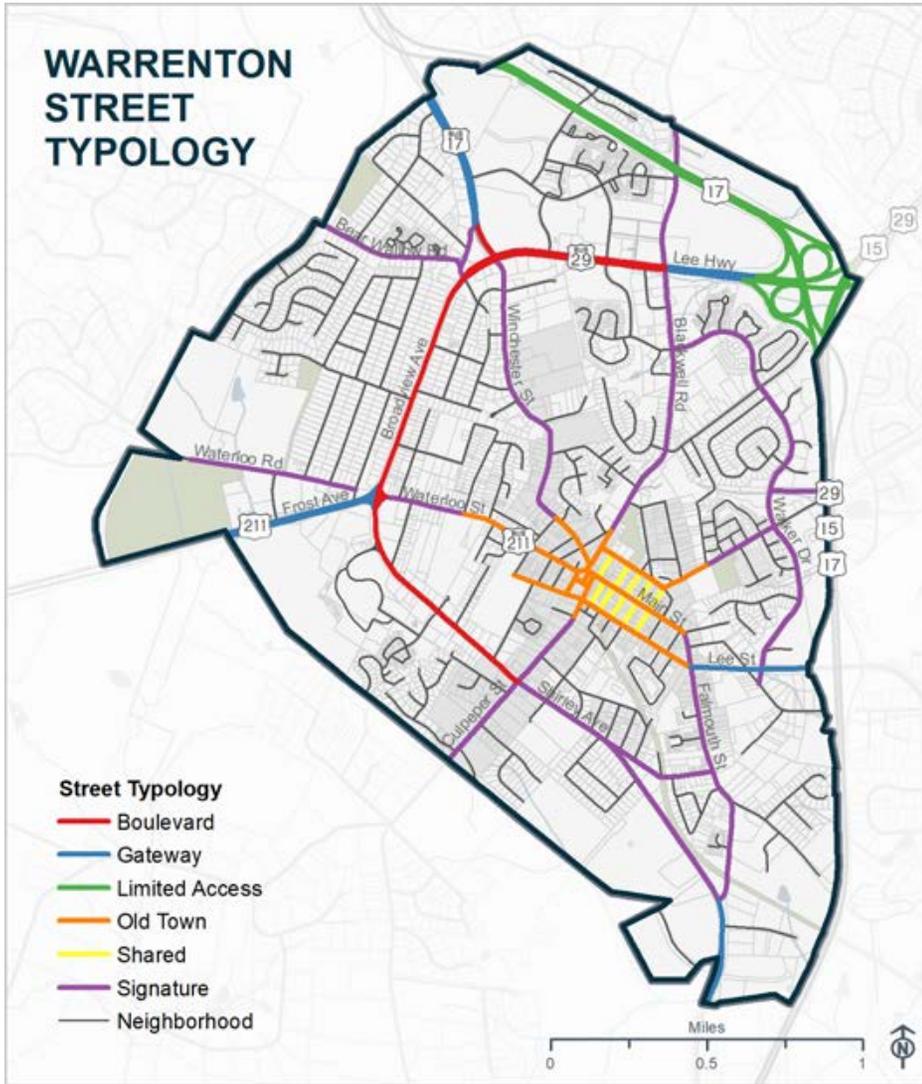


Figure 5-4: Warrenton Street Typology

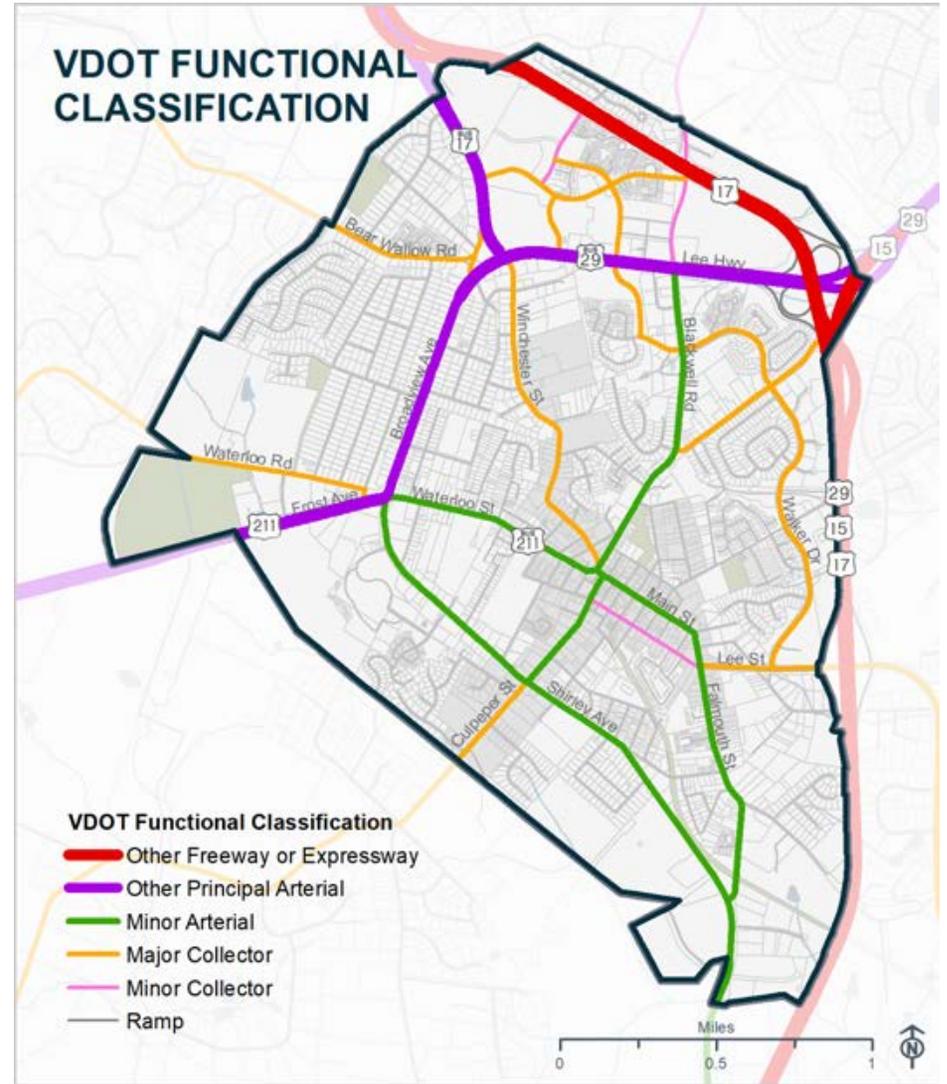


Figure 5-5: VDOT Functional Classification

The Warrenton Street Typology, developed for the application of Complete Streets and to be consistent with Appendix B(2) of VDOT’s Road Design Manual , is independent of the roadway Functional Classification maintained by VDOT. Functional classification is the process by which streets and highways are assigned to one of several possible functional classifications according to the character of travel service each roadway provides. This hierarchy of roadways is used to properly channel transportation movements through a highway network efficiently and cost effectively. Functional classification is determined by VDOT according to Federal guidance. The functional classification hierarchy is as follows:

- **Interstate:** Interstates are the highest classification and designed with mobility and long-distance travel in mind. This classification is for highways designated as part of the Eisenhower Interstate System.



Image 5-2: Other Freeways and Expressways

- **Other Freeways and Expressways:** This classification is for highways that are generally divided with partial or full control-of-access. They primarily serve through traffic and major circulation movements within or around urban areas.
- **Other Principal Arterials:** This classification serves corridor movements of substantial statewide or interstate travel. In urban areas, Other Principal Arterials serve the major activity center of a metropolitan area and the highest traffic volume corridors.



Image 5-1: Minor Arterial

- **Minor Arterials:** Minor Arterials provide service for trips of moderate length, serve geographic areas that are smaller than their higher arterial counterparts and add connectivity to the higher arterial system.

- **Major Collectors:** Major Collectors are longer in length with lower connecting driveway densities, higher speed limits, higher traffic volumes, and more travel lanes than Minor Collectors may have. These collectors distribute trips from the arterials to their ultimate destination or collect traffic from local streets and channel it to the arterial system.



Image 5-3: Minor Collectors

- **Minor Collectors:** Minor Collectors collect traffic from local roads and provide land access and traffic circulation in lower density residential and commercial/industrial areas.
- **Local:** Local roads serve primarily to provide direct access to adjacent land and are not intended for long distance travel.

## Bicycle and Pedestrian Infrastructure

The bicycle infrastructure in the Town of Warrenton mainly consists of the trail system in peripheral areas of the town.

Within their own system, the existing trails provide necessary connections between destinations. However, Warrenton does not have an overall network of connected trails or bicycle infrastructure. Relevant plans recommend forming such a connected system.

The existing pedestrian infrastructure primarily consists of sidewalks that are mainly located in Old Town Warrenton along Main Street, and along Falmouth Street, Walker Street, and Shirley Avenue. The residential neighborhoods in the eastern and western portion of the town also have internal pedestrian systems that provide local connections. Similar to the bicycle infrastructure, the sidewalks fall short in terms of connectivity along and between main arterials such as Broadview Avenue and West Shirley Avenue, and necessary segments are proposed to complete the pedestrian network.

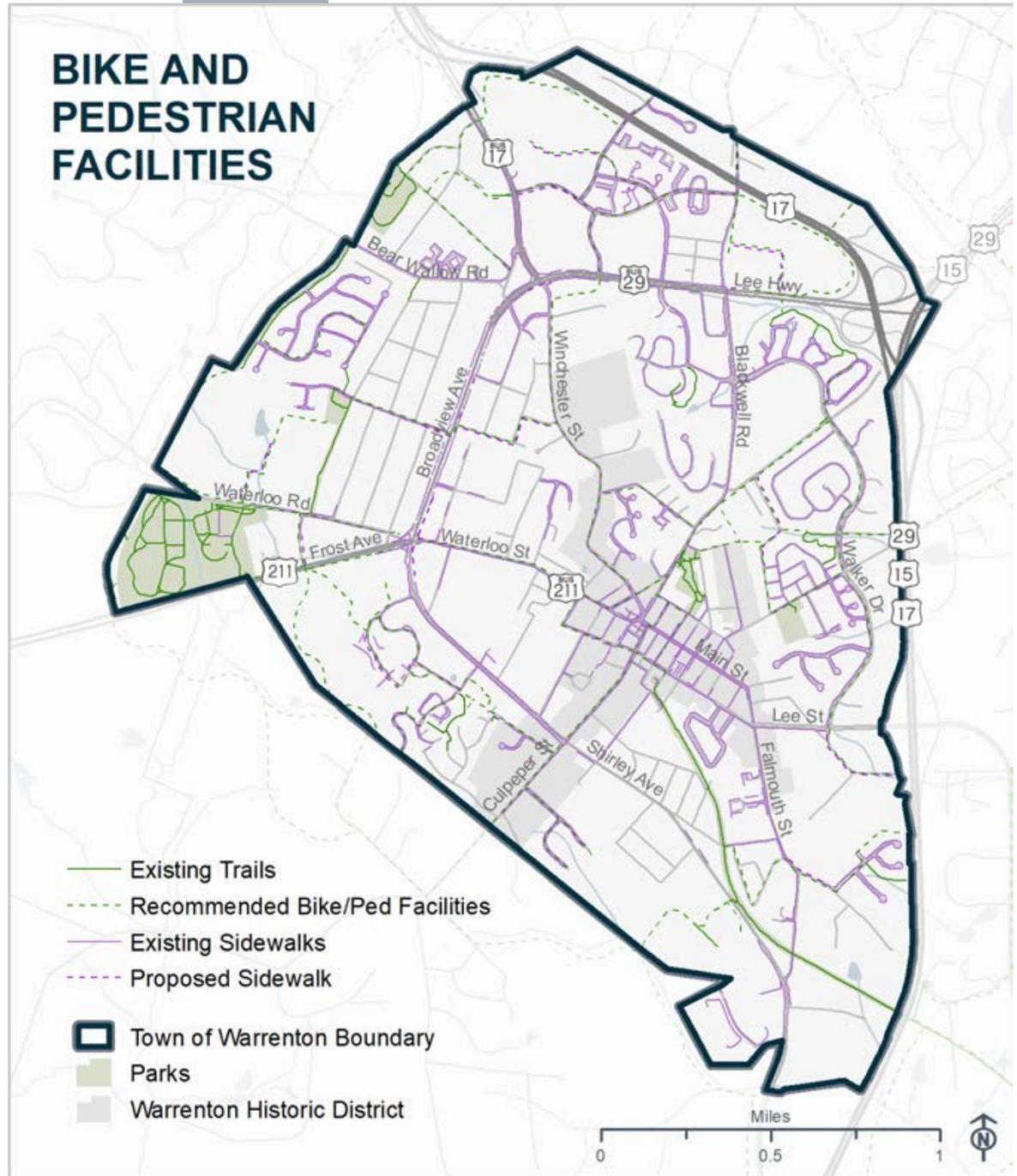


Figure 5-6: Bike and Pedestrian Facilities

## Transportation Safety

Vehicle crash data and its spatial location was collected between May 2013 and May 2018. An analysis of this crash analysis revealed that the greatest density of automobile crashes is on Lee Highway and on Broadview Avenue, particularly at their intersections with Frost Avenue and Winchester Street/Route 17. There was lower crash density at West Shirley Avenue at Culpeper Street, West Lee Street at Business Route 29 (inside Town boundaries), and in Old Town.

When the crash data is normalized to a crash rate per 100 million vehicle miles traveled, the results show that the crash rates along Broadview Avenue are the highest with approximately 325 crashes per 100 million vehicle miles traveled. This crash rate and the crash rate on Lee Highway, are above the Virginia statewide average of 180 crashes per 100 million vehicle miles traveled.

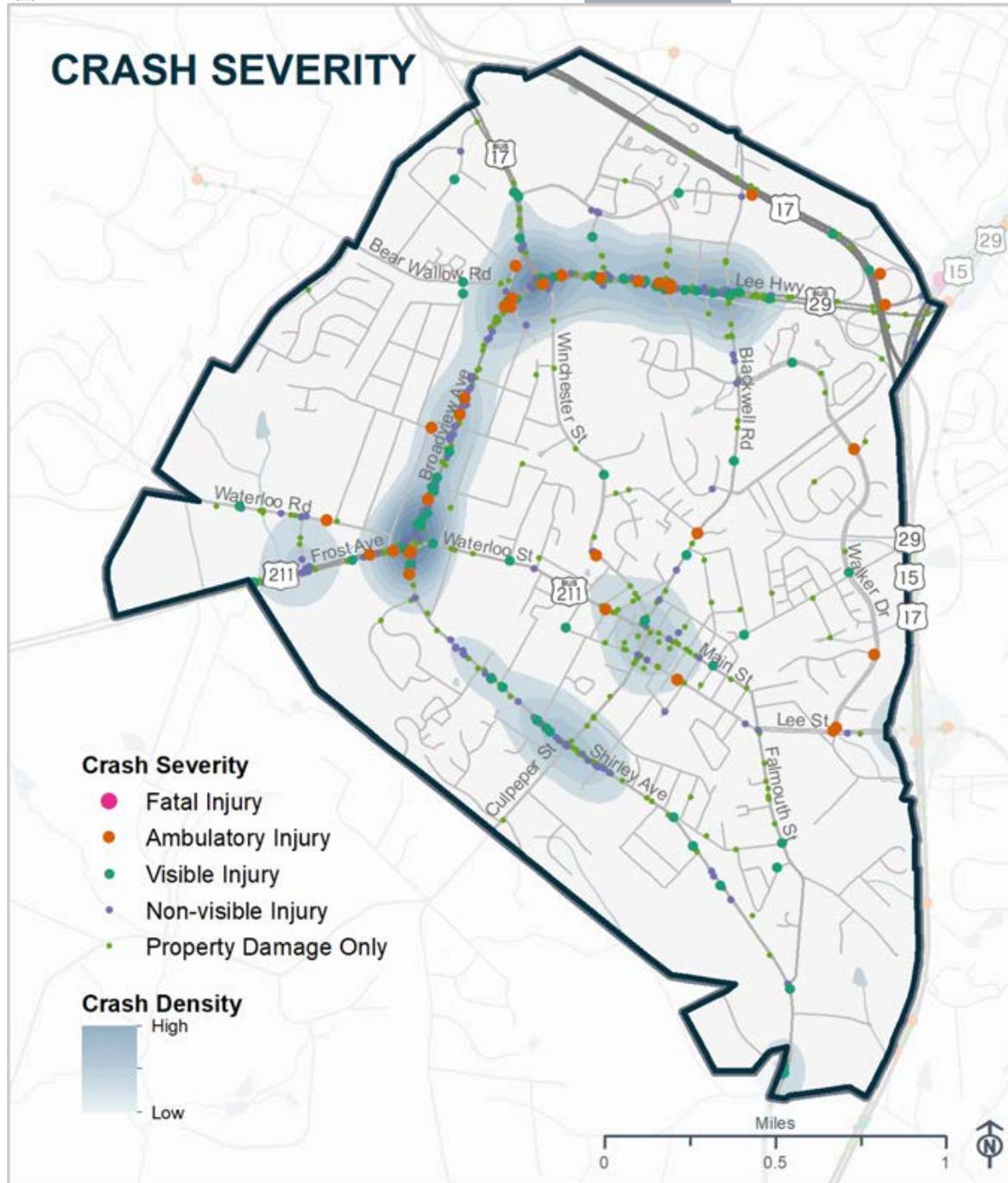


Figure 5-7: Crash Severity

Figure 5-8: Crash Rate

## Traffic Volumes

Traffic volumes of 49,000 annual average daily trips (AADT) enter on U.S.-29/U.S.-15 from the east and travel south (41,000 AADT) or west on U.S.-211 (28,000 AADT) and northwest on U.S.-17 (13,000 AADT). An analysis of these traffic patterns illustrates a potential market of over 40,000 vehicles per day that are driving past the Town along West Lee Highway and Broadview Avenue, validating its commercial potential.

The color-coded numbers in the Map Legend indicate the capacity that is occupied by traffic volumes. For example, a Vehicle to Capacity (VC) Ratio of .50 means that 50 percent of the roadway capacity is occupied by traffic. A lower number indicates more free space and less congestion on the roadway.

The portion of East Lee Highway from Blackwell Road to Route 29 (coming into the Town) has reached its full capacity (100 percent), while Broadview Avenue between Frost Avenue and Blackwell Road and West Shirley Avenue from Moffett Avenue to Industrial Road are at 50 percent.

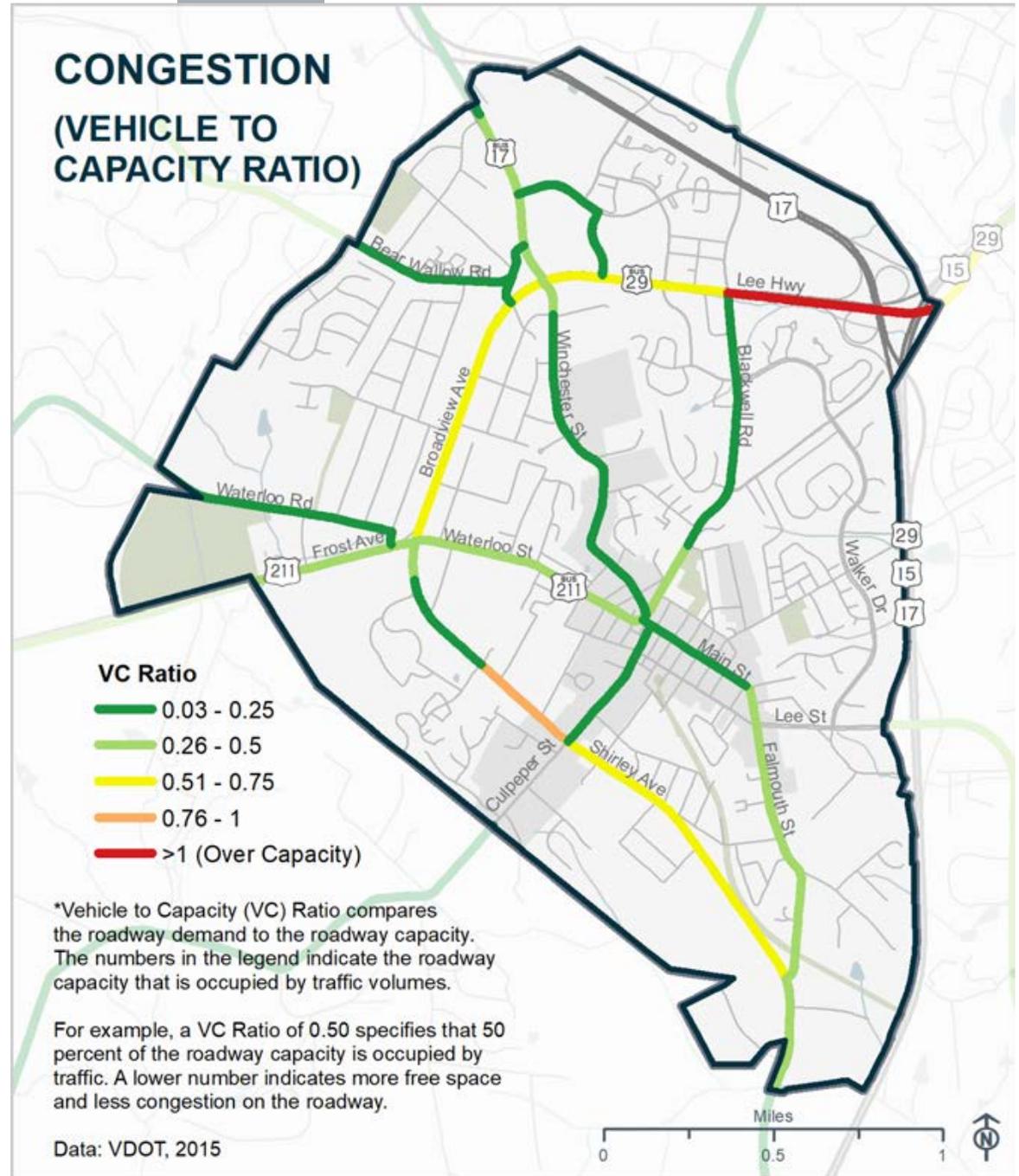
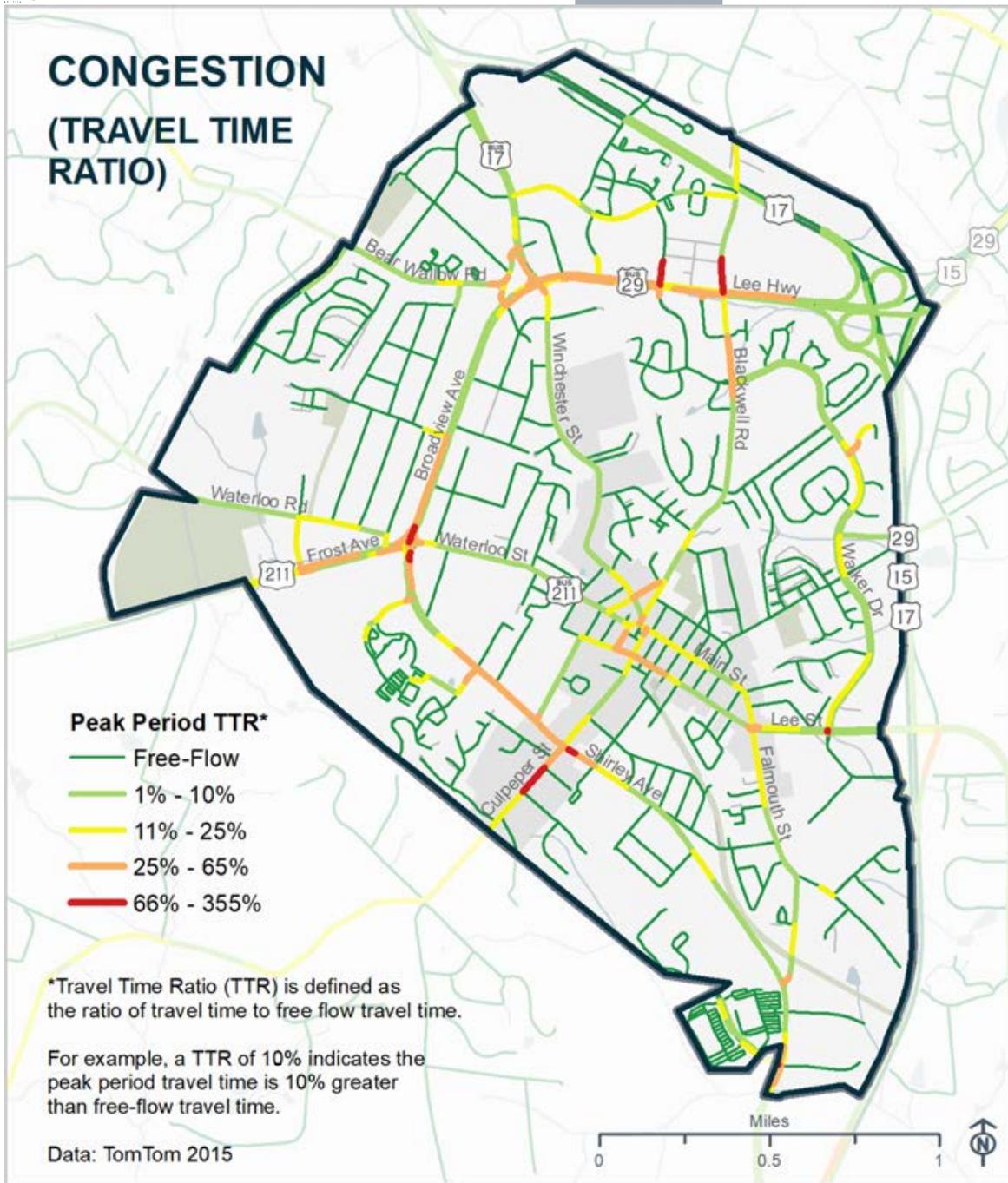


Figure 5-9: Congestion - Vehicle to Capacity Ratio



### Traffic Flow

Travel Time Ratio (TTR) is defined as the ratio of free-flow travel time to commuting travel time. For example, a TTR of 10 percent indicates that the peak-period travel time is 10 percent greater than free-flow travel time. The highest TTRs were located at the intersections of Broadview and Frost Avenues and West Shirley Avenue and Culpeper Street, along West Lee Highway, and notably at the intersection of Blackwell Road and Fletcher Drive (north of West Lee Highway). These road segments registered a peak-period TTR between 66 percent and 355 percent. The TTR for the remaining areas of the Town is mostly free-flow to 10 percent.

Figure 5-10: Crash Severity - Travel Time Ratio

## Parking

Public on- and off-street parking spaces are available throughout the Town of Warrenton. These spaces are particularly concentrated in Old Town Warrenton and along main commercial corridors such as Broadview Avenue and Lee Highway. In total, there are 611 public off-street parking spaces in Old Town Warrenton, 190 within the core area and 421 in the periphery<sup>2</sup>. The off-street parking is to meet the needs of long-term parkers, such as employees or residents, given their more remote location.

A total of 561 publicly available on-street spaces are available in Old Town Warrenton<sup>2</sup>. These parking spaces have 5-minute, 15-minute, 30-minute, 1-hour, and 2-hour time restrictions on weekdays, and include some unrestricted parking, police parking, ADA parking, and loading zones.

During the peak hour of parking activity 75 percent of the public off-street parking spaces and 55 percent of the on-street spaces were occupied. The demand for and use of on-street parking in Old Town Warrenton and Town-owned/operated off-street parking is particularly significant.

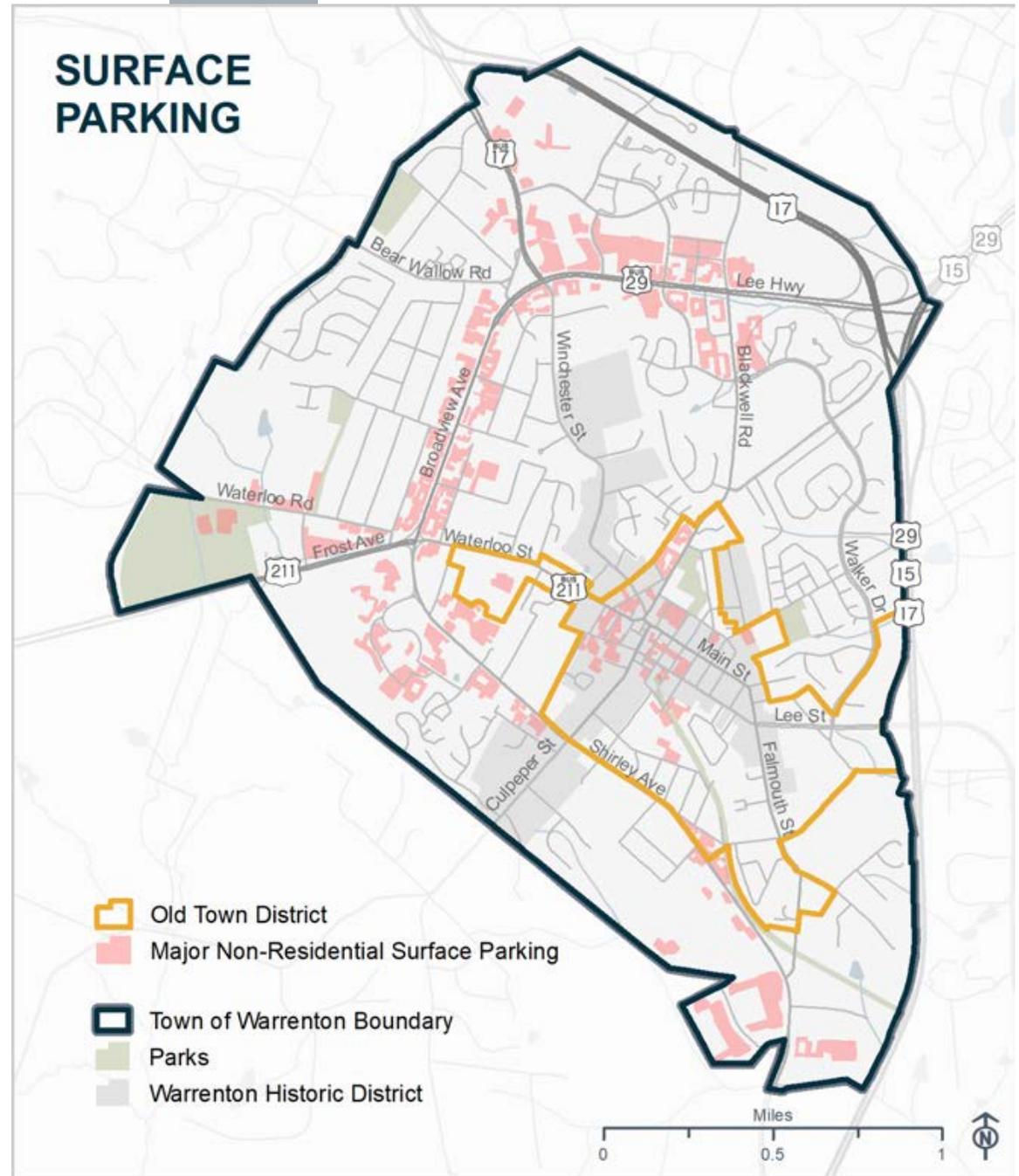
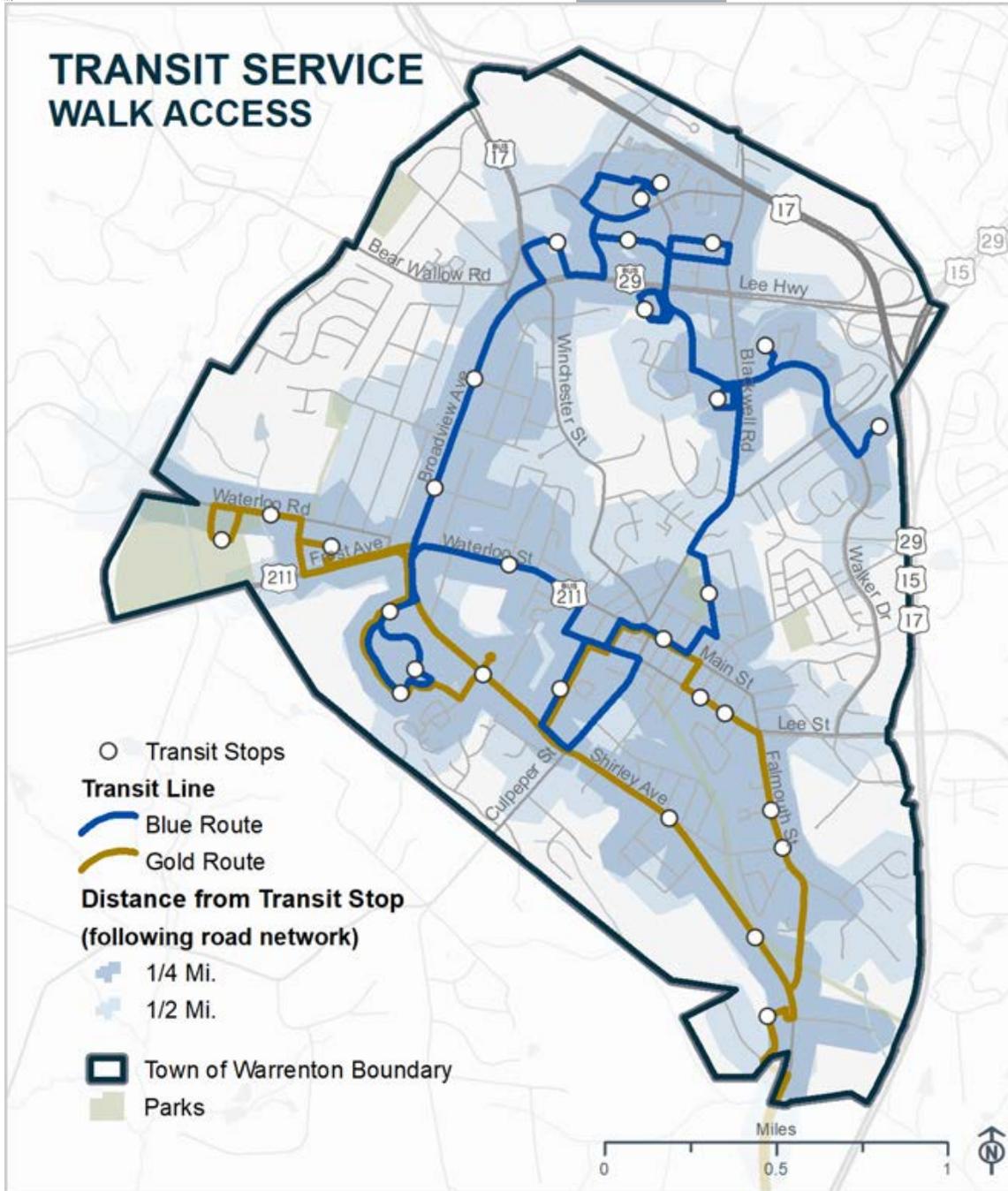


Figure 5-11: Surface Parking

<sup>2</sup> Old Town Warrenton Parking Management Plan (2017)



## Public Transit

The Circuit Rider is the shuttle transit service operated by Virginia Regional Transit (VRT) in the Town of Warrenton. Transit service on two fixed-route service lines (Blue and Gold) is available in the Town Monday through Friday from 7:30 a.m. to 7:30 p.m. These routes are partially combined into one route (Green) to provide Saturday service from 9:30 a.m. to 5:30 p.m. Fares for the Circuit Rider are \$0.50 per trip and the service is free on Mondays.

There are a total of 29 transit stops throughout the Town, and most residents live within a half-mile distance from these stops. The majority of bus stops have no signage and no stops currently feature a shelter. In FY2017, VRT provided over 24,500 trips in the Town of Warrenton. A steady increase in ridership has been observed since 2008 on both weekday and Saturday services, with continued future growth in transit ridership both anticipated and encouraged.

Figure 5-12: Transit Service - Walk Access

## Opportunities and Challenges

### Opportunities:

#### Improve multimodal safety

- Build upon transportation improvements adopted on Broadview Avenue for other boulevard streets.
- Calm traffic flow and movements into neighborhoods and on transitions from higher speed roads into denser activity areas.
- Add separation on rights-of-way of lower volume and wider streets.

#### Enhance the traveling experience

- Create captivating and speed-reducing gateways that indicate a change in roadway character and accentuate Warrenton’s sense of place.
- Provide additional features and amenities for the existing Circuit Rider transit service.
- Leverage the elevated role of park and ride activity resulting from opening of I-66 Express Lanes.

#### Promote livability

- Expand pedestrian priority areas beyond Main Street in the Old Town Character District.
- Expand the hours of operation for the existing Circuit Rider transit service.
- Consolidate excess parking in retail corridors for public or redevelopment uses.

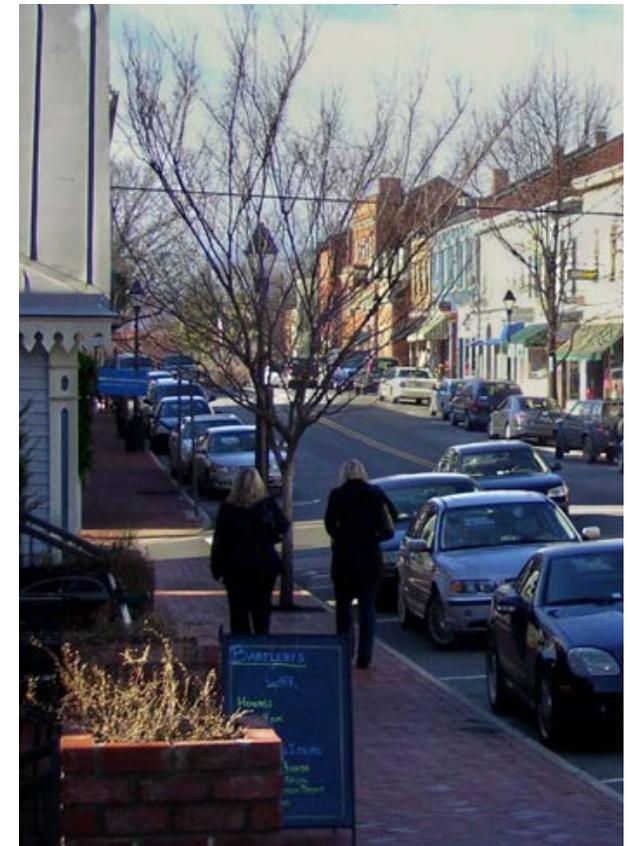
- Re-brand and incorporate distinct wayfinding, such as banners along streets.

#### Create new linkages and connectivity

- Work with regional partners to best leverage the new Virginia Breeze intercity bus stop proposed for Warrenton.
- Leverage existing bike trails and facilities to build an interconnected network around Town.
- Reconfigure and add additional emergency access connections that accommodate bicycle/pedestrian connectivity.
- Advance parkway concepts to integrate with surroundings and better distribute traffic volumes.
- Improve Town and neighborhood linkages of roadways to improve circulation and system-wide connectivity.
- Facilitate new, compact redevelopment in Character Districts to introduce sidewalks and, linkages to trails/paths, and promote walkability.



*Image 5-4: Shared Use - Main Street Roll Out*



*Image 5-5: Streetscape*

#	Transportation Opportunities	New Town District	Health and Wellness District	Greenway and Makers District	Old Town District	Experience Broadview	Residential Districts
1	New compact street blocks with sidewalks	X					
2	New trails connecting to existing trails	X	X	X			
3	New bicycle lanes connecting to existing lanes	X	X	X			X
4	Circulator shuttle system		X				
5	Minimize curb cuts with new development along commercial corridors	X	X			X	
6	Connect new development to the Warrenton Greenway			X	X		
7	Traffic-calming measures adjacent to adjoining neighborhoods	X	X	X	X		X
8	Park and Ride opportunities for I-66 Express Lanes	X					
9	Build and connect a multi-use trail as part of the concepts for the Southern Parkway and Timber Fence Parkway		X	X			
10	Build and connect a multi-use trail as part of the Timber Fence Parkway concept		X				
12	Bulb-outs to reduce pedestrian crossing distances	X	X	X	X		X
13	Roundabout opportunities	X	X	X	X		
14	Median island and crossing islands to slow traffic	X	X	X	X		X
15	Raised crosswalks to slow traffic	X	X	X	X		X
16	Gateway elements, such as landscaping and vertical elements	X	X	X	X		
17	Traffic islands to slow traffic	X	X	X	X	X	X
18	Wayfinding and district identification signage	X	X	X	X	X	
19	Bicycle racks, repair and air stations	X	X	X	X	X	
20	Electric car charging stations	X	X	X	X	X	
21	Adaptive signal technologies	X	X	X	X	X	X

## Transportation Opportunities in Character Districts

Each Character District provides a framework for transportation opportunities that accommodate all modes of travel within the context of each Character District. Strategies applicable to developing Character Districts include connecting pathways for pedestrians and bicycles with existing and planned active transportation improvements, minimizing curb cuts and creating interior circulation streets for access, service, and parking. For Character Districts in more established areas, strategies also include ways to protect existing residential neighborhoods from cut-through traffic and roadway treatments to slow traffic down. The following summaries highlight how each Character District is unique in how the transportation elements are framed, prioritized, and implemented.

### 1. New Town Warrenton (Lee Highway UDA)

Defined by large lots, direct access from Route 29, and high visibility, this gateway district represents a highly desirable location for a potential signature office/jobs center, characterized by a greater intensity of mixed-use with strong live, work, and play options. Redevelopment of existing commercial parcels could provide the opportunity for compact development

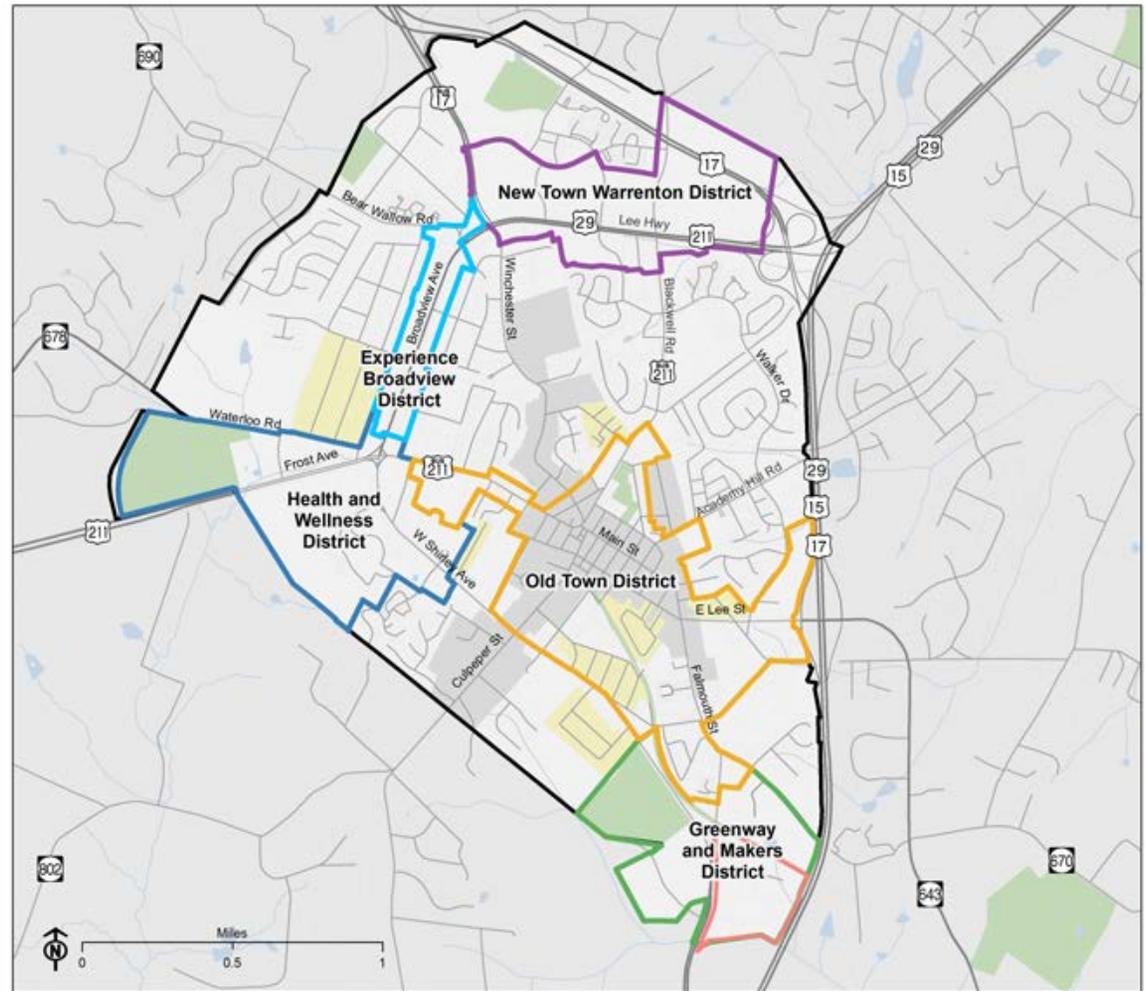


Figure 5-13: Transportation Opportunities in Character Districts

blocks with an interior street grid that includes sidewalks that connect to the adjoining neighborhoods. This district could also provide opportunities to connect new pathways for bicycles and pedestrians with existing and planned pathways. Opportunities exist for mixed-use developments with a park-and-ride facility for commuter

service because of its proximity to I-66 and the large parcel sizes. Finally, the district should focus on innovative solutions along Route 211 and cohesive street designs within developments that incorporate roundabouts and raised intersections. An existing floodplain could provide an opportunity for a green or public gathering area with development planned around it.

**2. Health and Wellness District (Frost and Broadview UDA)**

This gateway district is defined by the regional anchors of Fauquier Hospital and the WARF. Opportunities exist for improving all modes of travel, including the provision of safe linkages for pedestrians between the WARF and the hospital, and at the Frost and Broadview intersection. By creating better access, this district could possibly include a shuttle connecting the hospital with surrounding medical offices, health services, senior housing and care, hotels, and commercial uses. This district serves as the western entrance into Warrenton, and improvement along Route 211 and at the intersection of Shirley Avenue and Broadview Avenue should be prioritized to improve safety and provide a gateway. Simple traffic-calming features such as raised intersections, narrower streets, and bulb-outs for safe travel should be incorporated in areas near the hospital.

**3. Greenway and Makers District (East Shirley UDA)**

This district is defined as the southern gateway into the Town of Warrenton. While this district is largely defined by its vehicular movements, over the next 20 years the street design will need to accommodate other modes of travel such as pedestrians and bicyclists. The completion of sidewalks on both sides of Shirley Avenue throughout the district should be an immediate

priority. There is also an opportunity for a vertical gateway element to emphasize the area as Warrenton’s southern gateway and frame the experience as one enters the town. The town should capitalize on the existing roundabout at Shirley Avenue and Falmouth Street, as well as adopting a unified complete streets theme for Shirley Avenue within this District.

**4. Old Town District (Old Town UDA)**

The cultural heart of Warrenton will have more foot traffic over the next 20 years with the gradual infill and adaptive reuse of buildings. Enhancements to street intersection design such as curb bulb outs to facilitate safe street crossing and slow traffic will encourage pedestrian activity. Encouraging on street parking, narrower streets, median refuges, and mini-roundabouts will provide opportunities for safe pedestrian passage and maintaining the lower speeds expected within the Town. The development of a structured parking garage can activate constrained surface parking lots by accommodating required parking in the parking structure. Traffic-calming treatments between the CBD and the older single-family



*Image 5-6: Broadview*

neighborhoods should be considered and the evaluation of through-truck restrictions will help preserve Old Town’s character. Adjacent to the main point of entry into Warrenton from U.S. 29, the intersection at East Lee Street and Walker Drive is an exceptional opportunity to provide a Town gateway and improve safety.

**5. Experience Broadview**

With revitalization occurring incrementally over time, new development as mixed use or multi-family anchors will provide opportunities at key nodes along Broadview Avenue to create a consistent street frontage. This would provide the opportunity to create internal connectivity between parcels to minimize curb cuts along Broadview Avenue through the designation of interior streets that provide access to service and parking.

In addition, new development brings the opportunity to improve the transitional frontage to adjoining neighborhoods, which would include traffic-calming features to discourage vehicle cut-throughs and speeding. Opportunities to improve safety along Broadview Avenue exist through the consideration of access management strategies including appropriate median treatments. In order to maintain capacity and safety on Broadview Avenue, special focus should be given to intersections at Shirley Avenue, Roebling Street, and Business Route 29.

## Challenges:

### Improve multimodal safety

- Balancing curb and access management with the needs and desires of the business community.
- Limited rights-of-way, curving alignments, and hilly topography limit sightlines in parts of the Town.
- Through truck traffic inadvertently diverted through the historic Town.

### Enhance the traveling experience

- Lack of cohesive wayfinding, difficulty in determining location of and best access to major destinations.
- Limited, inconsistent, or faded pavement markings.

### Promote livability

- Need for effective enforcement and consistency of parking in historic Town.
- Perceptions of parking as inconvenient as the current supply does not align with desires.
- Considerable through traffic with spillover effects into adjacent neighborhoods.

### Create new linkages and connectivity

- Last-mile connectivity from transit and indirect walk access between key points of interest in Town.
- Disjointed land-use along retail corridors, with limited connectivity, discourages “park once” behaviors.
- Acceptance of new connections.
- Cut-through traffic on local streets.



*Image 5-7: Streetscape*

# Identification of Needs

## Main Arterials:

The main arterials, U.S. 17, U.S. 211, U.S. 29, Broadview Avenue, and Shirley Avenue are all currently operating at or near capacity. As is typical at higher volumes, crash rates along these segments are also very high. Anticipated regional development will continue to add strain to the roadways. Projects and studies should be focused on key areas that maximize safety and improve performance to accommodate Warrenton’s future growth.

- **Access Management:** Projects and studies should be focused on limiting the number of curb-cuts and median breaks to reduce the risk of crashes, such as rear-ends and angles. Additionally, opportunities should be found to reduce the number of access points without restricting access to nearby and proposed developments.
- **Intersection Capacity:** Intersections are typically the focal point of capacity issues. This is especially true of signalized intersections that can reduce roadway throughput by up to 50 percent. Recommendations should be focused on incorporating innovative intersections such as Restricted Crossing U-turns (RCUTS), median U-turns (MUT), thru-cuts, quadrant

roadways (QR), and roundabouts. These intersections distribute traffic efficiently and safely. Traffic signalization should be kept to a minimum.

- **Networking streets:** To provide maximum flexibility and efficiency in the Town’s transportation system, every opportunity to connect local streets into a functional network should be taken. This approach relieves pressure from the main arterials by increasing route options for local trips and increasing the potential for non-automobile trips. However, speed and safety must be primary design considerations to protect the mix of modes and respect land uses adjacent to local streets.
- **Future Demand:** Understanding the future of traffic, not simply from within the Town but outside as well, will be what creates a successful, lasting recommendation. Modeling traffic demand creates effective solutions while also supporting the Town of Warrenton’s business growth.



Figure 5-14: Streetscape



*Image 5-8: Example of a two-lane, limited access cross-section with multi-use path in a residential area.*

### **Timber Fence Parkway:**

As the main arterials approach capacity, other methods can help alleviate the congestion. The completion of the proposed Timber Fence Parkway could ultimately provide a connection between western Warrenton and U.S. 17. In the short-term, the existing Timber Fence Parkway should be extended within Town as a neighborhood connector providing access to the high school and the WARF.

A two-lane cross-section with bike and pedestrian facilities, such as a multi-use path, should be provided.

The existing cross-section between Bear Wallow Road and Black Sweep Road should be carried through.

Intersections along the alignment should avoid using conventional intersections and focus on the implementation of innovative intersections. This will ensure capacity and safety can be maintained on a two-lane roadway.

Safe crossings at intersections should be provided for bike and pedestrian users. Access should be limited between intersections to maintain throughput. The proposed multi-use path accompanied by

conservation easements adjacent to the alignment would help support limitation of access.

In the future, a connection at U.S. 17 and Frost Avenue should be studied further to identify opportunities for at-grade intersection treatments that allow for quick and affordable implementation. While the Plan identifies recommendations in the Warrenton Service District, any planned improvements outside of the Town of Warrenton’s corporate limits would require coordination with Fauquier County, VDOT, and any appropriate external stakeholders.

## Southern Parkway:

Shirley Avenue is the main connection between the southern portion of the Town of Warrenton and Frost Avenue. The roadway today is characterized as two lanes between Alwington Boulevard and Culpeper Street and four lanes between Culpeper Street and Frost Avenue. As development occurs locally, multimodal and traffic management strategies in this plan and the UDA comprehensive plan overlay are intended to manage growth while minimizing the impacts to the corridor. External traffic growth, however, raises concerns that Shirley Avenue’s right-of-way and the opportunities for improvements on the two-lane sections can continue to perform in the long-term.

To preserve the opportunity for future transportation improvements within the service area of the Town, and with orderly growth in mind, the feasibility and alignment of a Southern Parkway should be evaluated. The immediate intent of the parkway concept is for the development of a multi-use trail to provide recreation and mobility for bicycle, pedestrian, and equestrian transportation while serving to

preserve the opportunity and right-of-way for a continuous parkway around eastern/southern Warrenton if needed in the long-term future.

Similar to Timber Fence Parkway, the ultimate Southern Parkway would be limited access with a parallel multi-use path (i.e., the initially developed multi-use trail) and adjacent conservation easements. The Southern Parkway study should focus on avoiding environmental and historical resources and maximizing the use of existing alignments. The study should take the form of a Planning and Environmental Linkages (PEL) Study to emphasize the importance of environmental resources and context-sensitive design.

Options for how and where the Southern Parkway connects to Frost Avenue should be evaluated in particular to provide recommendations for development planning. The connection here should be at-grade and align with the Timber Fence Parkway alignment. The southern connection of a future Southern Parkway should connect with the interchange at Business 17 and Route 15 or possibly a new connection to the south at

Lovers Lane. While the Plan identifies recommendations in the Warrenton Service District, any planned improvements outside of the Town of Warrenton’s corporate limits would require coordination with Fauquier County, VDOT, and any appropriate external stakeholders.

The goals of the Southern Parkway should be as follows:

- Preserve historical and environmental resources.
- Provide a continuous and dedicated multi-use path for recreational use and mobility.
- Preserve the opportunity to alleviate and accommodate future traffic on Shirley Avenue.
- Promote orderly growth and growth management in the Warrenton Service District by preserving right-of-way while prioritizing rural context and mobility.
- Manage costs by using existing alignments and interchanges or construct at-grade intersections.

## Truck Routing:

Situated at the crossroads of two CoSS and en route to the Virginia Inland Port, a substantial volume of freight traffic travels through Warrenton. In 2018, 7 percent of vehicles traveling through and into Warrenton were classified as heavy vehicles. With the increased freight traffic, Warrenton has reported a subsequent increase in trucks traversing through Town on neighborhood streets or through the historic downtown business district. This cut-through traffic can be the result of drivers seeking alternate routes when U.S. 211 is congested or drivers following guidance from GPS navigational devices.

Section §46.2-1304 of the Code of Virginia permits the local regulation of trucks and buses as follows: “The governing bodies of counties, cities, and towns may by ordinance, whenever in their judgment conditions so require: 1. Prohibit the use of trucks, except for the purpose of receiving loads or making deliveries on certain designated streets under their jurisdiction; 2. Restrict the use of trucks passing through the city or town to such street or streets under their jurisdiction as may be designated in such ordinance.”

### R5-V1 SIGN



*Figure 5-15: Signage*

Upon adoption of a truck restriction ordinance, signage indicating “NO THRU TRUCKS” are permitted to be installed on the applicable routes. This signage is often accompanied by a supplemental plaque indicating termini, certain trucks or lengths, or exceptions (e.g., EXCEPT DELIVERIES).

In addition, VDOT’s Designated Truck Routes and Length Restrictions map serves as a repository for local truck restrictions. Commercial navigation providers are aware of this map and have sought to incorporate any noted restrictions into their products.



*Image 5-9: Streetscape*

## Public Transit:

The Town of Warrenton features the greatest concentration of activity centers within Fauquier County. These activity centers, representing shopping, medical, and other social services, are destinations where county residents wish to have multimodal connection options. With greater density and population demographics of autoless and elderly households within the Town, the public transit service has been expanding to provide for this growing need. The service has grown from one shuttle bus to two routes operating during weekdays. With transit expansion, the need exists to focus on rider convenience, provision of amenities to facilitate understanding and transfers between routes, and a path for continued increased ridership. Supporting future growth of the Circuit Rider system, actions and recommendations from the comprehensive planning process should reflect strategies to address the following needs:

- The need to establish a hierarchy of amenities to install at bus stops. Through the Transit Development Plan process, the Town of Warrenton can monitor daily boarding at Circuit Rider bus stops and establish incremental thresholds for the installation of signage, benches, or shelters. As the number of boardings

increase, the bus stop treatments should increase as well. Key locations where multiple routes provide service, such as the post office, along Keith Street, and the hospital may represent initial needs for amenities. The standards for amenities can be informed from other small-town bus systems operating within the Commonwealth.

- Need for coordination with public transportation services to connect beyond the Town limits. This includes determining the location and treatment for a new Virginia Breeze route stop in Warrenton. Integrate, where possible, existing transit schedules with new intercity schedules. Needs have also been expressed for peak period express service (Manassas) and deviated fixed route service to Culpeper. Interjurisdictional options reflect the anticipated need for connections between Warrenton and Fauquier County and medical services, employment, and shopping in Manassas as well as destinations in the inner ring suburbs of Washington DC (as well as Washington DC itself) through connections to regional transit services beginning in Manassas, including the VRE.
- Need to define the next level of service expansion options and priorities based upon the monitoring of ridership

response and funding availability. Service expansion should be linked with programming and the enlivening of Town spaces. Examples may include:

- Later night service on Fridays and Saturdays to Old Town could coincide with increased entertainment options and activities to draw residents and visitors into the historic Town. Later service may be branded as a single route based on demand.
- Provide the same Saturday service (two routes) as provided on weekdays.
- Need to encourage more on/off usage of the system. The current \$0.50 fare (free on Monday) is reasonable, but multiple trips could add up and collection of and counting coins may be cumbersome. Exploration of a day-pass system, perhaps with a \$1 fare, would represent the current cost of a round-trip but also enable additional travel throughout the day. This greater use would benefit system productivity, reduce some fare collection overhead, and encourage a transit approach to lingering longer within various points around Town.
- Need to leverage technology to increase the comfort and assurance of waiting passengers. Rider convenience could be enhanced through the use of a

mobile application to track the location of buses along each route. This would enable riders to better time their arrival at a bus stop to avoid unnecessary wait times. Technology can help distribute information to visitors in real-time as well as assist in trip planning for future visits.

**Safety:**

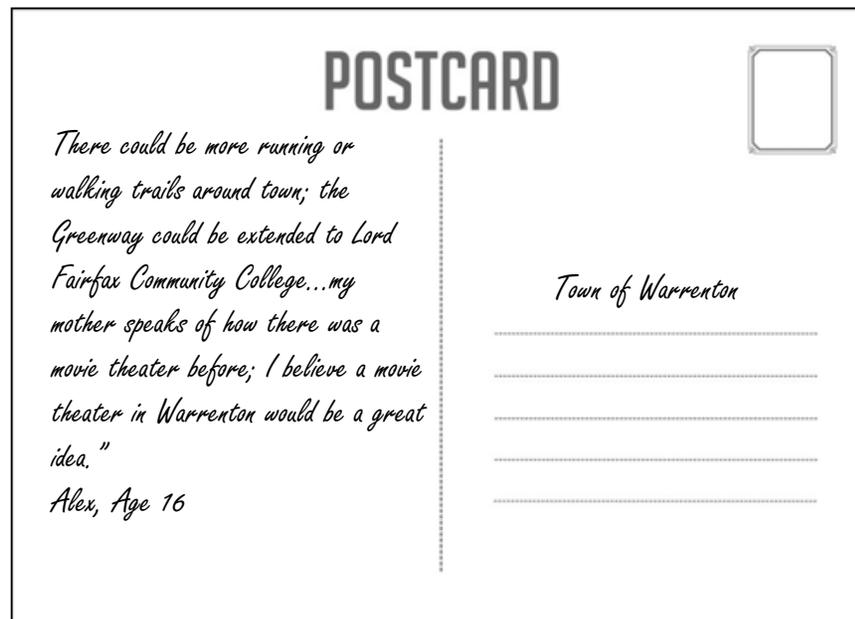
Traveling through Warrenton should be a safe activity regardless of mode. The Town of Warrenton currently has a traffic-calming policy and traffic committee that addresses citizen concerns through the evaluation of the problem and identification of recommended solutions. The traffic-calming policy should be reviewed and updated as part of a broader traffic safety policy. The policy should still reflect the traffic calming process and its elements; however, the traffic safety policy should be adopted to incorporate the following:

- Implementation of responsive regional solutions that are effective and contextually sensitive to the area.
  - The toolbox should include roundabouts/mini-roundabouts, road diets that incorporate bike lanes

and/or sidewalks, and innovative intersections when applicable. Narrower roadways, curb bump-outs, raised intersection tables can be effective solutions that blend into neighborhood and historic district landscaping. On-street parking and one-way streets can also be an effective solution with minimal impact to street character.

- A process to proactively review future developments and implement recommended cross-sections and traffic-calming features on proposed neighborhood streets.

- A process to preserve and monitor safety along streets that connect neighborhoods, schools, and community centers. This should include Waterloo Road, Blackwell Road, and Walker Drive. Monitoring and identifying solutions along these streets should be focused on multi-modal accommodations, innovative intersections, and enforcement programs.
- Appropriate components such that the safety policy will aspire to a Vision Zero policy. Vision Zero is a strategy to eliminate all traffic fatalities and serious injuries, while increasing safe, healthy, equitable mobility for all.



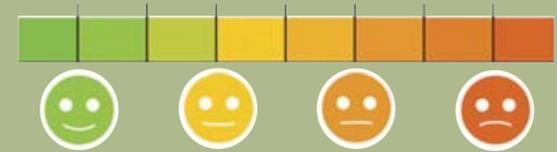
## Multimodal Connectivity:

The Town of Warrenton has expressed a need for an implementation blueprint to enable residents of Warrenton to choose walking and bicycling as safe, convenient and comfortable transportation choices as part of a healthy lifestyle. This comprehensive plan incorporates past studies to quantify this need, such as the Walkability Audit Report (2017), Linger Longer Old Town Warrenton (2017), Fauquier-Warrenton Destinations Plan (2012), and Complete Streets Guidance Memo (2017). Key elements of needs expressed in this documentation include the following:

- Need to create an active transportation network within the Town that promotes walking and bicycling as part of a healthier lifestyle for all Warrenton residents and visitors.
- Need to pursue a complete trail network around the perimeter of the Town. Included in this vision is the need to integrate the development process as a means to provide missing links and connections identified on private lands.
- Need to increase visibility and priority for pedestrians and bicyclists.
- Need to extend connections beyond the Town, with an emphasis on improved connections to Lord Fairfax Community College.
- Need to eliminate or mitigate obstructions that impair driver site lines of pedestrian crossings.

- Need for increased wayfinding to guide people to and from parking options and around the historic Town.
- Need for multimodal gateway treatments on higher-speed entrances to Town to calm traffic and create that sense of arrival.
- Need to ensure that planned roadway improvements incorporate safe and convenient pedestrian and bicycle access.
- Need to address inconsistent sidewalk and pavement conditions that result in tripping hazards and outstanding maintenance needs.
- Need to close gaps in the networks, that may result in circuitous or hazardous paths and/or cut through private property.
- Need for improved pedestrian crossing geometry and ADA accessibility features.
- Need to enhance crossing measures at mid-block locations, to include crossing islands, raised crossings, additional warning signs, and signal treatments in some locations.
- Need to provide bike racks and other amenities along priority routes and at all schools and public buildings.
- Need to monitor pedestrian and bicycle usage through counts at key locations to benchmark waiting times and comfort levels.

### Thinking about safety More than just the numbers



### What is a comfort index?

The concept of a comfort index is a nationally recognized tool for quantifying the pedestrian/bike “friendliness” of a roadway. This comprehensive plan expands the safety focus by considering comfort, as informed from the town initiated studies (2017):

- Walkability Audit Report
- Complete Streets Recommendations
- Linger Longer Old Town Warrenton

### Prioritizing safe routes to school.



This comprehensive plan can help achieve goals of a Safe Routes to School (SRTS) program by identifying locations for engineering improvements near schools such as crosswalks, signage, and sidewalks.

The Virginia SRTS Program is administered by VDOT and provides grants for eligible projects.

Figure 5-16: Comfort Index

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# Goals

## GOAL 1: Improve Multimodal Capacity and Safety

### Policy TC-1.1:

The Town will promote a balanced and multimodal transportation system that serves the mobility needs of all segments of the population.

### Policy TC-1.2:

The Town will seek to maximize the capacity of existing streets by investing in Smart Mobility technology.

**Objective 1:** Assess the needs for access management strategies and capacity improvements along Warrenton’s main corridors and boulevards.

1. Driver: Access and safety.
2. Metrics:
  - a. Decrease the frequency of rear-end and angle crashes along Broadview Avenue, Frost Avenue, Shirley Avenue, Business U.S. 17, and U.S. 29/211.
  - b. Decrease delay and queue lengths generated at major intersections.
  - c. Decrease the travel time between the Town of Warrenton’s boundaries on major corridors and boulevards.
3. Actions:
  - a. Increase the safety along major roadways by incorporating access management and innovative design solutions.
  - b. Increase the capacity along major roadways by limiting the use of conventional traffic signals and incorporating innovative intersections such as roundabouts, Restricted Crossing U-turns (RCUT), quadrant roadways, thru-cuts, and median U-turns.
  - c. Study and improve major intersections and corridors in coordination with local officials, VDOT, and regional staff.
  - d. Develop effective, cost-efficient recommendations with regional staff and VDOT.
  - e. Maximize project readiness by aligning goals and recommendations with SMART SCALE scoring criteria.
  - f. Continue to submit project applications through SMART SCALE, Highway Safety Improvement Plan (HSIP), and available grant programs.
  - g. Periodically re-evaluate existing and proposed improvements to ensure support of local and regional impacts.
  - h. Improve pedestrian safety by providing high visibility crosswalks and pedestrian signals at pedestrian crossings. Decrease pedestrian crossing distances by incorporating curb bulb-outs and pedestrian refuge medians where appropriate
4. Primary Responsibilities: Town
5. Identified Recommendations:
  - a. Intersection of U.S. 211 and Van Roijen Street: Improve the safety and capacity of the intersection and investigate the opportunity for a gateway into the Town.
  - b. Broadview Avenue between U.S. 211 and Lee Highway: Improve the safety and capacity

- of the segment by incorporating innovative solutions and access management standards.
- i. U.S. 211 and Broadview Avenue: Improve the safety and capacity of the intersection.
  - ii. Intersection of Roebing Street and Broadview Avenue: Improve the safety of the intersection and incorporate access management.
  - iii. Broadview between Lee Highway and Broadview Avenue: Improve the safety and capacity of the intersection.
- c. Lee Highway between Broadview Avenue and the U.S. 17/15/29 Interchange: Improve the safety and capacity of the segment by incorporating innovative solutions and access management standards.
- i. Lee Highway between Broadview Avenue and the U.S. 17/15/29 Interchange: Apply access management standards to reduce the number of median and curb-cuts along the segment.
  - ii. Intersection of Blackwell Road and Lee Highway: Improve the safety and capacity of the intersection by incorporating innovative intersections.
- d. Broadview Avenue between U.S. 17 and Lee Highway: Maintain the safety and capacity of the segment by limiting the use of conventional intersections and applying access management standards.
- i. Intersection of Roebing Street and Broadview Avenue (Business U.S. 17): Improve the safety of the intersection.
  - ii. Broadview Avenue between Roebing Street and Lee Highway: Improve the safety of the intersection by improving the intersections on the segment and limiting additional curb and/or median cuts.
  - iii. Broadview Avenue between U.S. 17 and Roebing Street: Maintain the safety of the segment by limiting the use of conventional intersections, limiting additional curb and/or median cuts, and monitoring school traffic.
- e. Shirley Avenue between Broadview Avenue and Alwington Boulevard: Improve the safety and capacity of the segment by incorporating innovative solutions, applying a cohesive roadway cross-section, and reducing the number of curb-cuts.
- i. Shirley Avenue between Broadview Avenue and Culpeper Street: Improve the safety of the segment by reducing the number of curb-cuts and investigating the safety and appropriateness of the two-way turn lane.
  - ii. Intersection of Culpeper Street and Shirley Avenue: Improve the safety and capacity of the intersection by analyzing traffic patterns and consider incorporating innovative solutions such as a roundabout or thru-cut.
  - iii. Shirley Avenue between Culpeper Street and Alwington Boulevard: Maintain the safety of the segment by limiting the use of conventional intersections and limiting additional curb and/or median cuts.
  - iv. Adopt a cross-section that ties the segments together at Culpeper Street.

**Objective 2:** Maintain the capacity and safety of signature streets by providing multimodal accommodations and incorporating innovative solutions.

1. Driver: Access and safety
2. Metrics:
  - a. Reduction of the number of traffic infractions on roadways entering and traveling through the Town of Warrenton such as Blackwell Road, Winchester Street, and Waterloo Street.
  - b. Reduction of the number of bicycle- and pedestrian-related crashes.
  - c. Maintain capacity at or below a VC of 1.00 on signature streets.
  - d. Reduced speeds within school zones.
3. Actions:
  - a. Maintain the safety of signature streets that travel into and out of the Historic District in the Town of Warrenton by applying traffic-calming measures and enforceable restrictions to include appropriate speed limits and parking prohibitions where sight distance may be limited.
  - b. Maintain the capacity of intersections on signature streets by monitoring development and reducing the use of conventional intersections.
  - c. Monitor traffic generated by existing and future land use.
  - d. Maintain capacity by reducing the application of conventional intersections and consider roundabouts, two-way stop control, and connecting links as necessary.
  - e. Maintain safety by incorporating roundabouts, when applicable, and road-diets that focus on providing bicycle paths, pedestrian pathways, and trails. Consider bulb-outs and median islands for safer pedestrian crossings.
  - f. Install high visibility crosswalk signage and pavement striping in areas with established pedestrian activity.
  - g. Install raised crosswalks in the vicinity of schools. Install technology to traffic signals in school zones to detect speeding vehicles and change to red during school hours.
4. Primary Responsibilities: Town and Fauquier County School Board.
5. Identified Projects:
  - a. Waterloo Street between Broadview Avenue and Main Street: Maintain the safety of the roadway by incorporating the recommendations from the Walkability audit and applying traffic-calming principles.
  - b. Waterloo Road between Rappahannock Street and Old Waterloo Road, and Timber Fence Trail: Improve the safety of the segment and provide bicycle and pedestrian accommodations between the school, community center, and nearby businesses.



Figure 5-17: Mini-roundabout

Mini-roundabouts are a VDOT innovative design where all traffic moves in a counter clockwise direction around a central island. The defining feature is a fully traversable central island that larger vehicles can drive over as needed. Pedestrian and cyclist movements are accommodated and the central island could incorporate an artistic treatment to enhance a gateway or sense of place.

- i. Waterloo Road between Rappahannock Street and Old Waterloo Road: Improve the safety of the segment by incorporating a road diet or adopting an urban cross-section with curb and gutter that provides improved bicycle and pedestrian facilities and accommodations.
- ii. Intersection of Van Roijen Street and Waterloo Road: Study ways to improve the safety of the intersection by working with school and local officials to define an effective strategy and produce a recommendation.
- c. Winchester Street: Maintain the safety of the roadway by ensuring future residential and commercial developments adhere to access management standards and provide multimodal accommodations.
- d. Blackwell Road between Lee Highway and Main Street: Maintain the safety and capacity of the segment by incorporating innovative intersection solutions and providing multimodal accommodations.
  - i. Blackwell Road between Lee Highway and Walker Drive: Maintain the safety and capacity of the segment by monitoring development and reducing the need for additional curb-cuts.
  - ii. Intersection of Walker Drive and Blackwell Road: Maintain the capacity of the intersection by studying future growth and providing recommendations that maintain existing traffic signal operations or by considering an innovative intersection, such as a roundabout.
  - iii. Blackwell Road between Walker Drive and Main Street: Maintain the safety of the segment by increasing the visibility of pedestrian crossings and considering the installation of bicycle facilities and neighborhood trail connections.
- e. Walker Drive between Blackwell Road and East Lee Street: Maintain the safety and capacity of the segment by incorporating innovative intersection solutions and providing multimodal accommodations.
  - i. Walker Drive between Blackwell Road and East Lee Street: Study the future growth along the segment to maintain the current number of median breaks and reduce the need for conventional intersections and traffic signals.
  - ii. Intersection of Walker Drive and East Lee Street: Maintain the safety and capacity of the intersection by reconfiguring the intersection to a roundabout.
- f. Intersection of Main Street with Winchester Street, Waterloo Street, and Alexandria Pike: Maintain the safety and access of the intersection through the implementation of the proposed revenue sharing project. Evaluate the performance and safety of this junction following construction for additional traffic-calming measures such as raised intersections, lighting, or median treatments.
- g. Intersection of Falmouth Street and East Lee Street: Improve the safety of the intersection by reconfiguring the intersection to a roundabout.
- h. Intersection of Bear Wallow Road and Roebbling Street: Study the intersection and nearby development impacts to improve the safety and maintain the capacity of the nearby network.

### **Policy TC-1.3:**

The Town will prioritize safety improvements for project implementation based on crash rates, congestion levels, and locations adjacent to schools.

**Objective 3:** Create an overarching vision for roadway safety through the development and adoption of a traffic safety policy. This safety policy should incorporate Vision Zero strategies with the goal of eliminating traffic fatalities and severe injuries while increasing safe, healthy, equitable mobility for all.

1. Driver: Access and safety
2. Metrics:
  - a. Reduction in fatalities and injuries for the traveling public across all modes.
  - b. Increase in transportation projects that have proven safety benefits.
  - c. Increase in the number of applications for projects that focus on school transit and transportation (Safe Routes to School).
3. Actions:
  - a. Update the existing traffic-calming policy to align more closely with VDOT standards and proven solutions.
  - b. Adopt solutions that incorporate pedestrian and bicycle accommodations. Use more active traffic-calming solutions, such as mini-roundabouts and road diets.
  - c. Incorporate traffic safety techniques and solutions into zoning codes for residential and commercial areas.
  - d. Identify improvements that increase the safety for students (bus routes, parking, and sidewalks).
  - e. Form a traffic safety committee or identify an established group to update and adopt a new traffic safety policy in accordance with Vision Zero guidelines.
  - f. Monitor existing and established traffic projects and their impacts within those established areas.
  - g. Coordinate with other local jurisdictions, regional officials, and VDOT to adopt proven traffic-calming solutions.
  - h. Adopt traffic safety policies into zoning codes to reduce the future risk of neighborhood problems.
4. Primary Responsibilities: Town and Traffic Safety Committee.

**Policy TC-1.4:**

The Town will identify and analyze roadways with excessive vehicle speeds for engineering or enforcement countermeasures.

**Policy TC-1.5:**

The Town will work with VDOT to incorporate multimodal and innovative design features as part of any new projects.

**Policy TC-1.6:**

The Town will continue implementing traffic-calming measures on local streets, as appropriate, to improve safety, livability, transportation choices and meet land use objectives.

**Policy TC-1.7:**

The Town will prioritize the monitoring of comfort levels and safety metrics for motorists, bicyclists, and pedestrians at signalized intersections and within the vicinity of schools.

**Policy TC-1.8:**

The Town will analyze locations with significantly higher crash rates to develop projects and programs to reduce the number of crashes and overall crash severity.

**Objective 4:** Identify context-sensitive, forward-thinking transportation solutions that incorporate Warrenton's plans for growth through the development and adoption of a long-range transportation plan.

1. Driver: Access and safety.
2. Metric: Increase in number of applications to transportation funding programs for transportation projects in the Town of Warrenton.
3. Actions:
  - a. Develop transportation prioritization criteria with the goal of improving multimodal access, safety, and economic growth.
  - b. Evaluate the application and role of Smart Mobility technologies in future transportation projects to optimize performance through interconnected mobility services.
  - c. Produce project recommendations and applications that align with VDOT's SMART SCALE program and regional goals by coordinating with local and regional officials.
4. Primary Responsibilities: Public Works, Community Development.

## GOAL 2: Enhance the Traveling Experience

### Policy TC-2.1:

The Town will implement the recommendations of the Walkability Audit and Complete Streets Recommendations Report.

**Objective 1:** Encourage non-auto (walk, bicycle, transit) local trips.

1. Driver: Community health.
2. Metrics:
  - a. Increase in the number of non-auto project applications to transportation funding programs.
  - b. Increase in the miles of bicycle and pedestrian facilities of independent utility or that provide access to transit services.
3. Actions:
  - a. Minimize the use of vehicles in town by providing safe bicycle/pedestrian crossings and parallel pathways.
  - b. Connect existing neighborhoods via trails and sidewalks.
  - c. Increase focus on multimodal interconnectivity.
4. Primary Responsibilities: Public Works, Community Development.

**Objective 2:** Improve pedestrian and bicycle safety and connectivity to neighborhoods and destinations by implementing the recommendations of the Town of Warrenton Walkability Audit and the Town of Warrenton Complete Streets Recommendations Report.

1. Driver: Access and safety.
2. Metrics:
  - a. Increase the mileage of walkable facilities along existing roadway networks.
  - b. Increase the number of existing crossings to incorporate pedestrian and bicycle-friendly improvements.
  - c. Increase the preventative maintenance of existing and future pedestrian and bicycle markings and signage along Town streets.
3. Actions:
  - a. Advance recommendations of the Walkability Audit through the initiation of new projects or by incorporating into complementary projects.
  - b. Advance recommendations of the Complete Streets Recommendations Report through the initiation of new projects or by incorporating into complementary projects.
4. Primary Responsibilities: Public Works

**Policy TC-2.2:**

The Town will create distinguished gateway features along routes leading into the jurisdiction.

**Objective 3:** Enhance gateways

1. Driver: Neighborhood character.
2. Metric: Increased number of gateway cues and roundabouts
3. Actions:
  - a. Consider the installation of cues to indicate a gateway or transition. These cues may include sculptures, murals, public art, decorative planters, special lighting fixtures, or banners across the street.
  - b. Consider the installation of roundabouts or in-road features that serve as visual gateways and function as traffic control at intersections.
  - c. Add distinctive signage directing travelers to gateways outside of the town, as well as signage specific to the gateways themselves.
  - d. In areas of high pedestrian crossing, demand at gateway locations and install raised crosswalk treatments.
4. Primary Responsibilities: Public Works, Community Development.

**Objective 4:** Preserve neighborhood and heritage streets through traffic calming and safety measures.

1. Driver: Access and Safety, neighborhood character
2. Metrics:
  - a. Reduce the number of traffic infractions within neighborhoods
  - b. Reduce the number of speed-related and pedestrian crashes within neighborhoods
3. Actions:
  - a. Use traffic-calming measures that incorporate parking, pedestrian, and bicycle solutions.
  - b. Adopt context-sensitive policies to maintain the character of the Town and neighborhoods.
  - c. Proactively identify and mitigate the impacts of developments and improvements on neighborhoods.
  - d. Coordinate with local law enforcement, Community Development, Public Works and Utilities, and neighborhood groups to track results and produce cohesive solutions.
  - e. Monitor traffic infractions and crashes in a geodatabase.
4. Primary Responsibilities: Public Works.

**Policy TC-2.3:**

The Town will preserve and pursue targeted and demand-driven expansion for the local bus system to meet the transportation needs of the community.

**Policy TC-2.4:**

The Town will create and install signage to direct travelers along appropriate routes to their destinations.

**Objective 5:** Increase the number of daily Circuit riders

1. Driver: Neighborhood character.
2. Metric: Increased daily ridership.
3. Actions:
  - a. Coordinate with other transportation services to connect Circuit riders beyond Town limits.
  - b. Implement late night services to Old Town on Fridays and Saturdays.
  - c. Invest in technologies to increase comfort and assurance of waiting passengers.
  - d. Improve bus stop amenities in key locations.
  - e. Explore other payment systems, such as a day-pass, to encourage greater utilization.
4. Primary Responsibilities: Virginia Regional Transit.

**Objective 6:** Develop a wayfinding system that is simple, consistent, and intuitive for all users. Wayfinding should direct visitors and residents along the preferred routes to local destinations. Beyond the Town's boundary, wayfinding can help the active transportation network (streets and trail system) connect seamlessly to the county trail networks.

1. Driver: Neighborhood character and access.
2. Metric: Increased wayfinding signage installed throughout town.
3. Actions:
  - a. Form a wayfinding committee or identify an already-established group to establish policies and practices through the development of a walkability plan and wayfinding policy. The wayfinding policy should identify preferred routes, local destinations, and government facilities. Design guidelines for wayfinding signage that complement the town's character. The policy should also establish a process for the determination of additional destinations and implementing such signage.
  - b. Identify funding sources and engage key government officials to implement policies.
  - c. Apply strategies through local staff, projects, partnerships, and zoning codes.
4. Primary Responsibilities: Public Works, Community Development , Wayfinding Committee.

**Policy TC-2.4:**

The Town will create and install signage to direct travelers along appropriate routes to their destinations.

**Policy TC-2.5:**

The Town will reduce lane blockage and double parking, and improve site access.

**Objective 7:** Limit through-truck movements on internal Town streets.

1. Driver: Safety and neighborhood character
2. Metric: Reduced through-truck movements on internal Town streets.
3. Actions:
  - a. Adopt a resolution identifying routes for through truck prohibitions in accordance with §46.2-1304 of the Code of Virginia and sign streets accordingly. The resolution should consider truck length restrictions, time restrictions, or limiting to deliveries only.
  - b. Provide VDOT with a list of facilities where truck movements are restricted for inclusion on VDOT's Designated Truck Routes and Length Restrictions map.
4. Primary Responsibilities: Public Works.

**Objective 8:** Improve curbside access on internal Town streets.

1. Driver: Safety and Neighborhood Character.
2. Metric: Reduced lane blockage and double parking.
3. Actions:
  - a. Initiate a curbside management study and identify best practices applicable to the Town. The study should address uses of curb space including but not limited to on-street parking, deliveries, Transportation Network Companies (TNCs) drop-off/pick-up, bicyclists, and pedestrians. The study should seek to leverage new technologies including phone applications for curbside management and should explore new strategies for management of deliveries such as the use of site-adjacent lockers.
  - b. Implement the recommendations identified in the curbside management study and incorporate them with the Town's on-street parking policies.
4. Primary Responsibilities: Public Works.

## GOAL 3: Promote Livability in the Town

### Policy TC-3.1:

The Town will implement Complete Streets within the context of adjacent land uses to improve safety and neighborhood livability.

### Policy TC-3.2:

The Town, when constructing sidewalks on existing streets, will construct sidewalks on both sides of the street.

### Policy TC-3.3:

The Town will provide sidewalks, crosswalks, pedestrian signals, lighting, and other amenities to make it safer, easier and more comfortable for people to walk.



Image 5-10: Sidewalk Widening

**Objective 1:** Improve sidewalk availability and accessibility.

1. Driver: Community health.
2. Metrics:
  - a. Reduced number of crashes that involve pedestrians.
  - b. Increase the amount of sidewalk that is in good condition (not in need of repair).
  - c. Increase in ADA accessibility features at sidewalk curbs.
3. Actions:
  - a. Prioritize completion of sidewalks on both sides of the street for Broadview Avenue, Shirley Avenue, Walker Drive, Waterloo Street, and Winchester Street.
  - b. When new development occurs, include accessible sidewalks, with a minimum 5 foot width, for all roadways.
  - c. Prioritize existing sidewalks for ADA improvements to width, slope, and geometry modifications where possible or to occur with adjacent redevelopment.
  - d. Where a proven history of speeding problems exist in 25 mph zones, and especially in areas with pedestrian activity, install \$200 Additional Fine signage in accordance with VDOT policy.
  - e. Add additional signage alerting drivers to “Watch for Children” near parks and other higher concentrations of youth activity in accordance with VDOT’s Watch for Children Sign Program.
4. Primary Responsibilities: Public Works, VDOT.

**Policy TC-3.4:**

The Town will continue to provide more bicycle facilities as part of the road resurfacing program, where possible, by striping bicycle lanes and markings.

**Policy TC-3.5:**

The Town will continue to seek opportunities to increase the availability of bicycle parking.

**Policy TC-3.6:**

The Town will increase the availability of bicycle connections and amenities.

**Policy TC-3.7:**

The Town will develop an integrated parking system to efficiently manage demand, enforcement, and effectiveness of the historic Town’s surface parking.

**Policy TC-3.8:**

The Town will continue to apply flexible transportation mitigation measures, within UDAs and along signature streets, in an effort to promote redevelopment.

**Objective 2:** Encourage biking as a viable means of accessing key destinations by incorporating bicycle-friendly policies into new development standards (on-site showers, bicycle parking, etc.)

1. Driver: Community health.
2. Metrics:
  - a. Increased bicycle counts on main corridors and trails.
  - b. Maximum length of continuous demarcated bicycle routes.
  - c. Number of bicycle racks, repair and air stations.
3. Actions:
  - a. Improve bicycle storage facilities at Circuit Rider bus stops.
  - b. Integrate bicycle route information into transit route maps and the Town website.
  - c. Install racks that can hold three bicycles on the front of Circuit Rider buses.
  - d. Display bicycle route system maps on the Town website and at key destinations.
  - e. Conduct a biennial public survey on bicycle comfort levels on locations throughout Town.
4. Primary Responsibilities: Town, business owners

**Objective 3:** Improve parking management.

1. Driver: Economic and Fiscal Health
2. Metric: Reduced number of parking violations
3. Actions:
  - a. Replace all on-street 1-hour parking spaces with 2-hour durations.
  - b. Retain a part-time employee, or parking enforcement aid (PEA), to perform parking patrols.
  - c. Increase fines for overtime parking to encourage turn-over and promote local businesses.
4. Primary Responsibilities: Town

## GOAL 4: Create New Linkages and Connectivity

### Policy TC-4.1:

The Town will coordinate the construction of sidewalk and trail connection projects as part of new redevelopment plans.

### Policy TC-4.2:

The Town will require that the proposed street system for new developments will be designed to provide a network of interconnected streets.

**Objective 1:** In large development parcels, create compact development blocks with internal streets for pedestrian and vehicular circulation to support walk access and decrease auto-trip patterns

1. Driver: Community character
2. Metrics:
  - a. Walk score of new developments
  - b. First mile/last mile connections and gap closure
3. Actions:
  - a. Provide safe and convenient arterial crossings using traffic signals or other geometric improvements.
  - b. Evaluate new multimodal facility treatments in proposed developments.
  - c. Plan for convenient bus stop facilities during design of new developments.
  - d. Conduct pre- and post-studies of multimodal features in new development projects.
4. Primary Responsibilities: Town and developers.

**Policy TC-4.3:**

The Town will work cooperatively with VDOT to ensure that their transportation projects best distribute regional traffic demand within the context of future land use visions.

**Objective 2:** Improve traffic flow between Route 211 and Route 17 through the advancement of the Timber Fence Parkway concept.

1. Driver: Safety and access (Community Health)
2. Metrics: Submitted applications through VDOT's SMART SCALE process for funding of the Timber Fence Parkway.
3. Actions:
  - a. Adopt typical cross-section and intersection treatments using innovative intersections and multimodal accommodations.
  - b. Construct bicycle and pedestrian accommodations, such as trails, sidewalks, and bicycle-paths, and avoid the use of mid-section crossings.
  - c. Acquire conservation easements on adjacent alignments.
  - d. Limit the use of conventional intersections and grade-separated intersections.
  - e. Limit access between roadway intersections.
  - f. Seek to develop Timber Fence Parkway as a neighborhood connector providing access to the high school and WARF in the short-term.
  - g. Work with VDOT and regional officials to tie-in Timber Fence Parkway with Route 17 and Route 211.
  - h. Study interchange or at-grade intersections that will provide safe and sustainable access between the main arterials.
  - i. Adopt access management standards and acceptable curb-cut locations for future growth.
  - j. Comply with Town and VDOT access management standards.
4. Primary Responsibilities: Town

### Policy TC-4.3:

The Town will work cooperatively with VDOT to ensure that their transportation projects best distribute regional traffic demand within the context of future land use visions.

**Objective 3:** Identify opportunities to improve traffic flow between U.S. 211 and U.S. 29 through the evaluation of the Southern Parkway concept.

1. Driver: Safety and access (community health)
2. Metrics: Coordination with Fauquier County on development proposals in the corridor and completion of a Southern Parkway Planning and Environmental Linkages Study.
3. Actions:
  - a. Study potential alignments that connect between Route 211 with Route 29 for a bicycle/pedestrian/equestrian parkway in sufficient right-of-way to accommodate a facility similar to Timber Fence Parkway if needed in the long-term future.
  - b. Conservation easements adjacent the buildable alignment should be identified in the planning stage.
  - c. Mitigate encroachment on environmental and historical resources.
  - d. Identify and reduce the need for property acquisitions by using existing alignments.
  - e. Identify context-sensitive solutions for location and design of the facility.
  - f. Work with VDOT, Fauquier County, and regional officials to identify connections to Route 211 and Route 29 and relevant county and regional plans for recreational facilities.
  - g. Study interchange or at-grade intersections that will provide safe and sustainable access between the main arterials.
  - h. Evaluate the strategy of the greenway and its multi-use trail as a means of limiting access and managing growth along a future Southern Parkway in the corridor. Explore use of established internal and external government on-call services, such as VDOT or Fauquier County, to study and adopt a final alignment.
  - i. Form a Southern Parkway task force consisting of local, regional, and State officials and incorporate developers and business leaders.
  - j. Fund and source a study of the Southern Parkway.
  - k. Adopt final alignment into the Comprehensive Plan.
4. Primary Responsibilities: Town in coordination with Fauquier and VDOT

**Objective 4:** Improve town and neighborhood linkages of roadways and bicycle/pedestrian infrastructure to improve circulation and system-wide connectivity.

**Policy TC-4.4:**

The Town will connect bike lanes and trails into a cohesive network.

**Policy TC-4.5:**

The Town will support connectivity by continuing to create new connections, both through new development and by identifying and implementing connectivity opportunities.

**Policy TC-4.6:**

The Town will identify future multimodal connections by either restoring severed connections or incorporating multimodal features with emergency access lanes.

1. Driver: Community health
2. Metrics: Increased number of linkages between neighborhoods.
3. Actions:
  - a. Provide connections between neighborhoods by focusing on designs that reduce cut-through traffic and speeding. Proposed designs should incorporate features such as bicycle and pedestrian pathways, narrower roadways, and mini-roundabouts.
  - b. Construct projects in coordination with future developments or through SMART SCALE, local monies, and statewide grants.
  - c. Create a parallel-use trail along one side of Academy Hill Extended to enable residents to walk and bicycle into downtown Warrenton.
  - d. Provide pedestrian and bicycle access between Fauquier Hospital and neighborhoods to the south and east of the Town of Warrenton.
  - e. Examine the feasibility of a shared-use path under the Route 29 bridge on the northeast side of the Town of Warrenton.
4. Primary Responsibilities: Town and development community
5. Identified Projects:
  - a. North Hill Drive Connection to Winchester Street: Link network that incorporates residential-friendly cross-sections with bicycle and pedestrian facilities.
  - b. Alexandria Pike between Blackwell Road and the berm at Walker Drive: Improve Alexandria Pike to accommodate future development. Determine if connection is needed at Walker Drive while maintaining access management standards. Remove berm at Walker Drive for bike and pedestrian passage.
  - c. Missing link along Roebing Street: Link the ends of Roebing Street near Jackson Street and maintain existing residential cross-section. Moser Road to Frazier Road: Identify alignment to connect Moser Road and Frazier Road that accommodates future growth but maintains residential character.

**Objective 5:** Alleviate traffic from main arterials by providing alternative connections.

1. Driver: Safety and access
2. Metric: Reduced Volume to Capacity Ratio on main arterials.
3. Actions:
  - a. Extend Academy Hill Road across Cedar Run to connect with Frytown/Atlee Road as an alternative link to Route 605.
  - b. Create a Route 29 Commercial Collector service road parallel to the existing Route 29 north of the Town of Warrenton that connects to Route 605 via Cedar Run Drive.
4. Primary Responsibilities: Town, Fauquier County, and VDOT

# Recommended Policies and Projects

## Desired Outcome Map

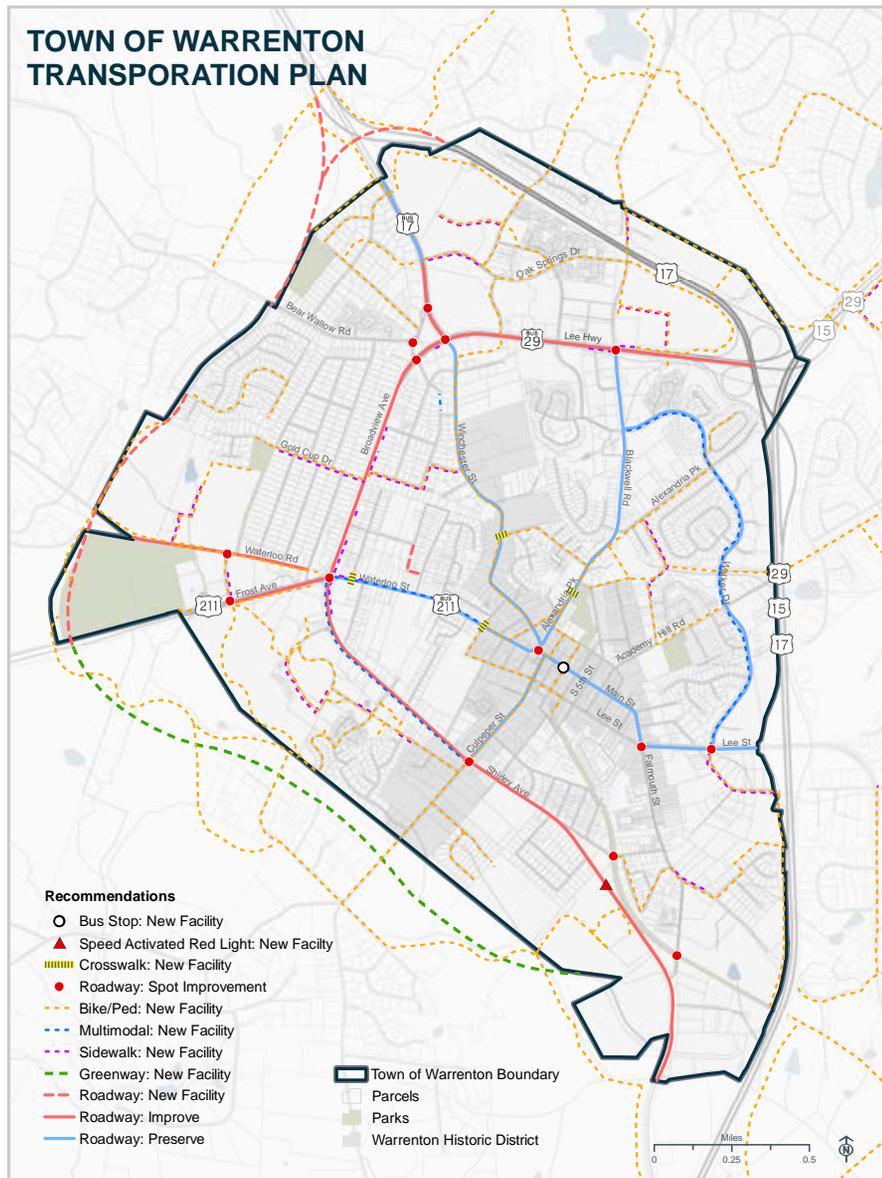


Figure 5-18: Town of Warrenton Transportation Plan

### Smart mobility concepts

*Preparing for next generation technology*  
 Smart mobility refers to the integration of information and communication technologies among roads, traffic signals, transit vehicles, parking systems, and shared on-demand providers to optimize the performance and convenience of interconnected mobility services.

*This comprehensive plan enables Warrenton to proactively plan for emerging and future mobility technologies.*

#### Potential Applications for Old Town:



*Smart Parking - Identifies free spaces, provides pay-by-phone options, and can be used to reserve electric charging spaces.*



*Robot delivery - Last mile autonomous technology solutions to address short-trip congestion, integrated into shared pedestrian spaces.*

#### Potential Applications for Corridors and Neighborhoods:



*Intelligent traffic signals - Feature sensors and artificial intelligence to adapt to demand and provide transit priority and emergency vehicle preemption.*



*Autonomous shuttles - Connect residential developments and neighborhoods to other transit stops, commercial centers, or park and ride lots.*

Figure 5-19: Smart Mobility Concepts

## Strategies for Implementation

### Highway Funding:

Implementation of the recommended improvements will require the successful identification of funding sources. The VDOT SMART SCALE Program is a process that invests in projects that meet the most critical transportation needs in the State. Projects are evaluated based on improvements in certain categories such as congestion and safety. At the corridor level, more specific strategies and operational improvements can be assessed in studies and implemented using a variety of funding sources, including Federal funding streams such as the Surface Transportation Program (STP), National Highway System (NHS) funds, the Congestion Mitigation and Air Quality Improvement (CMAQ) Program, Revenue Sharing, and the Highway Safety Improvement Program (HSIP), as well as through State or local funding or other discretionary funding sources. For larger projects, particularly capacity-adding projects, demand management and operational strategies should also be analyzed for incorporation in the project as part of the project development process.

### Bicycle/Pedestrian Funding:

- The SMART SCALE program is a competitive application process and scores projects based on an objective, outcome-based process. Bicycle and pedestrian improvements are eligible for SMART SCALE funding.
- The Transportation Alternatives (TA) Set-Asides are intended to improve non-motorized transportation, enhance the public's traveling experience, revitalize communities, and improve quality of life. The program requires a 20 percent local match (80 percent Federal).
- The Revenue Sharing Program provides additional funding for use by a county, city, or town to construct or improve the highway systems within such county, city, or town, with statutory limitations on the amount of State funds authorized per locality. The program requires a 50 percent local match (50 percent State) and a portion of the funds must be expended within 1 year of allocation. Sidewalks and shared-use paths are eligible activities under the Revenue Sharing Program.

- The Highway Safety Improvement Program (HSIP)'s Bicycle and Pedestrian Safety Program (BPSP) provides funds for implementing short-term, low-cost bicycle and pedestrian safety projects in Virginia. This initiative is administered by evaluating each project application on a case-by-case basis and does not require a local match.

Priority	Proposed Projects	Type	Existing Capacity	Future Capacity	Crash History	Economic Development
1	Shirley Ave and Culpeper St	Intersection	HIGH	HIGH	POOR	SIGNIFICANT BENEFIT
2	Broadview Ave between U.S. 211 and Broadview Ave	Segment	HIGH	HIGH	POOR	SIGNIFICANT BENEFIT
3	Lee Hwy between Broadview Ave and U.S. 15/17/29 Interchange	Segment	HIGH	HIGH	POOR	SIGNIFICANT BENEFIT
4	Blackwell Rd and Lee Hwy	Intersection	HIGH	HIGH	POOR	SIGNIFICANT BENEFIT
5	U.S. 211 and Broadview Ave	Intersection	MODERATE	HIGH	POOR	SIGNIFICANT BENEFIT
6	Broadview Ave and Lee Hwy	Intersection	MODERATE	HIGH	POOR	SIGNIFICANT BENEFIT
7	Shirley Ave between Falmouth St and Alwington Blvd	Segment	MODERATE	HIGH	POOR	SIGNIFICANT BENEFIT
8	Shirley Ave between Broadview Ave and Culpeper St	Segment	MODERATE	HIGH	POOR	SIGNIFICANT BENEFIT
9	Bear Wallow Rd and Roebing St	Intersection	MODERATE	MODERATE	POOR	SIGNIFICANT BENEFIT
10	U.S. 211 and Van Roijen St	Intersection	LOW	MODERATE	POOR	SIGNIFICANT BENEFIT
11	Roebing St and Broadview Ave	Intersection	MODERATE	HIGH	OBSERVE	SIGNIFICANT BENEFIT
12	Main St Roundabout	Intersection	MODERATE	MODERATE	POOR	POTENTIAL BENEFIT
13	Blackwell Rd between Walker Dr and Lee Hwy	Segment	LOW	MODERATE	OBSERVE	SIGNIFICANT BENEFIT
14	Broadview Ave between Roebing St and U.S. 17	Segment	LOW	MODERATE	OBSERVE	SIGNIFICANT BENEFIT
15	Broadview Ave between Roebing St and Lee Hwy	Segment	LOW	MODERATE	OBSERVE	SIGNIFICANT BENEFIT
16	Falmouth St and Lee St	Intersection	MODERATE	MODERATE	OBSERVE	POTENTIAL BENEFIT
17	Walker Dr and Blackwell Rd	Intersection	LOW	MODERATE	GOOD	SIGNIFICANT BENEFIT
18	Blackwell Rd between Walker Dr and Main St	Segment	LOW	LOW	GOOD	SIGNIFICANT BENEFIT
19	Walker Dr between Blackwell Rd and Lee St	Segment	LOW	LOW	GOOD	SIGNIFICANT BENEFIT
20	Timber Fence Bypass	Segment	LOW	LOW	GOOD	SIGNIFICANT BENEFIT
21	Southern Bypass	Segment	LOW	LOW	GOOD	SIGNIFICANT BENEFIT
22	North Hill Dr Connection to Winchester St	Segment	LOW	LOW	GOOD	SIGNIFICANT BENEFIT
23	Alexandria Pk between Blackwell Rd and Berm at Walker Dr	Segment	LOW	LOW	GOOD	SIGNIFICANT BENEFIT
24	Moser Rd to Frazier Rd	Segment	LOW	LOW	GOOD	SIGNIFICANT BENEFIT
25	Waterloo St between Broadview Ave and Main St	Segment	LOW	LOW	OBSERVE	POTENTIAL BENEFIT
26	Waterloo Rd and Van Roijen St	Intersection	LOW	LOW	POOR	MINIMAL BENEFIT
27	Waterloo Rd between Rappahannock St and Old Waterloo Rd	Segment	LOW	LOW	POOR	MINIMAL BENEFIT
28	Winchester St between Broadview Ave and Blackwell Rd	Segment	LOW	LOW	GOOD	POTENTIAL BENEFIT
29	Falmouth St and East Lee St	Intersection	LOW	MODERATE	GOOD	MINIMAL BENEFIT
30	Missing Link along Roebing St	Segment	LOW	LOW	GOOD	MINIMAL BENEFIT

Currently most transportation funds programmed by the State are allocated through VDOT’s SMART SCALE process. In accordance with SMART SCALE policies, regions of the State are classified into Area Types that each have unique scoring criteria upon which each project will be evaluated. The Town of Warrenton is currently classified as Area Type D, which scores safety and economic benefit above congestion, accessibility, and environmental quality. The recommended prioritization of the proposed projects and pursuits are aligned with VDOT’s current SMART SCALE ranking criteria. These projects will have the highest potential to receive State funding based on the scoring system. It should also be noted that the Town has proposed multimodal improvements and transit considerations. Those improvements should be evaluated for incorporation into the proposed traffic projects, as transit and multimodal improvements often increase the chance of funding.

<b>Near-Term Recommendations</b>	<b>Type</b>	<b>Cost Low</b>	<b>Cost High</b>
Shirley Ave and Culpeper St	Intersection	\$ 3.0M	<b>\$6.5M</b>
Broadview Ave between U.S. 211 and Broadview Ave	Segment	\$ 8.6M	<b>\$8.6M</b>
Lee Hwy between Broadview Ave and U.S. 15/17/29 Interchange	Segment	\$ 5.4M	<b>\$9.0M</b>
Blackwell Rd and Lee Hwy	Intersection	\$ 2.0M	<b>\$3.5M</b>
U.S. 211 and Broadview Ave	Intersection	\$ 1.9M	<b>\$2.2M</b>
Broadview Ave and Lee Hwy	Intersection	\$ 2.0M	<b>\$8.5M</b>
Shirley Ave between Falmouth St and Alwington Blvd	Segment	\$ 3.3M	<b>\$8.6M</b>
Shirley Ave between Broadview Ave and Culpeper St	Segment	\$ 5.7M	<b>\$9.6M</b>
Bear Wallow Rd and Roebling St	Intersection	\$ 3.0M	<b>\$6.5M</b>
U.S. 211 and Van Roijen St	Intersection	\$ 2.0M	<b>\$6.5M</b>

VDOT’s policy should continue to be followed and local officials are encouraged to coordinate with VDOT staff to maximize scoring when submitting applications. Other funding sources such as HSIP, grants, partnerships, and local funding should be explored for projects that may not be funded under the SMART SCALE program.

Finally, the following table is attached for projects that should be pursued immediately and could be implemented under the SMART SCALE program based on the current funding cycles and allowed number of submissions by a jurisdiction.

## Additional Implementation Tools and Techniques

### ***Curb Management***

*Curbside management must be involved in the creation of an organized curb layout that improves mobility and safety for all users through prioritized and optimized curb space use. Managing curb space effectively requires a policy for matching regulations and operations for the following purposes:*

- *Mobility: Move people and goods (sidewalks, bike lanes).*
- *Access for People/Commerce: Create Dropoffs, loading zones, or transfer between modes (bus, taxi zones).*
- *Activation and Greening: Develop vibrant social spaces (seating, food trucks) and landscaping (trees).*
- *Special Function: Create spaces for bus layover and reserve space for electric car charging, etc.*

*Current issues to solve:*

- *Address the need for reliable access to freight loading and unloading.*
- *Avoid blockages to travel lanes due to undesirable stopping.*
- *Meet the demand for ride-hail passenger loading/unloading space.*
- *Create space for bike storage and shared mobility devices.*

### ***Access Management***

*Access management is the proactive management of vehicular access points to land developments surrounding the roadway system to promote safe and efficient use of the transportation network. Balancing property access while preserving the flow of traffic may include the following measures:*

- *Access spacing: Increase the uninterrupted curb distance between access points and intersections.*
- *Safe Turning Lanes: Create dedicated lanes to keep through-traffic flowing and reduce conflict points.*
- *Median Treatments: Create physical separations to channel turning movements to safer and/or controlled locations.*
- *Right-of-Way Management: Preserve space for good sight distance and future access along corridors.*

*Current issues to solve:*

- *Improve safety and driver comfort.*
- *Improve non-motorized experience along the road.*
- *Reduce conflict and preserve traffic flow.*
- *Control turning movements on key locations.*

### ***Parking Management***

• *Parking Minimums: Local laws require private businesses and residences to provide at least a certain number of off-street parking spaces. This policy tends to make infill development less practical, often results in idle parking lots except during a few seasonal peaks.*

• *Parking Maximums: Limit parking supply, either at individual sites or in an area in order to encourage more efficient parking management. This approach may be too generalized and ignore context. In reality, occasional uses may benefit from a higher volume of parking maximum.*

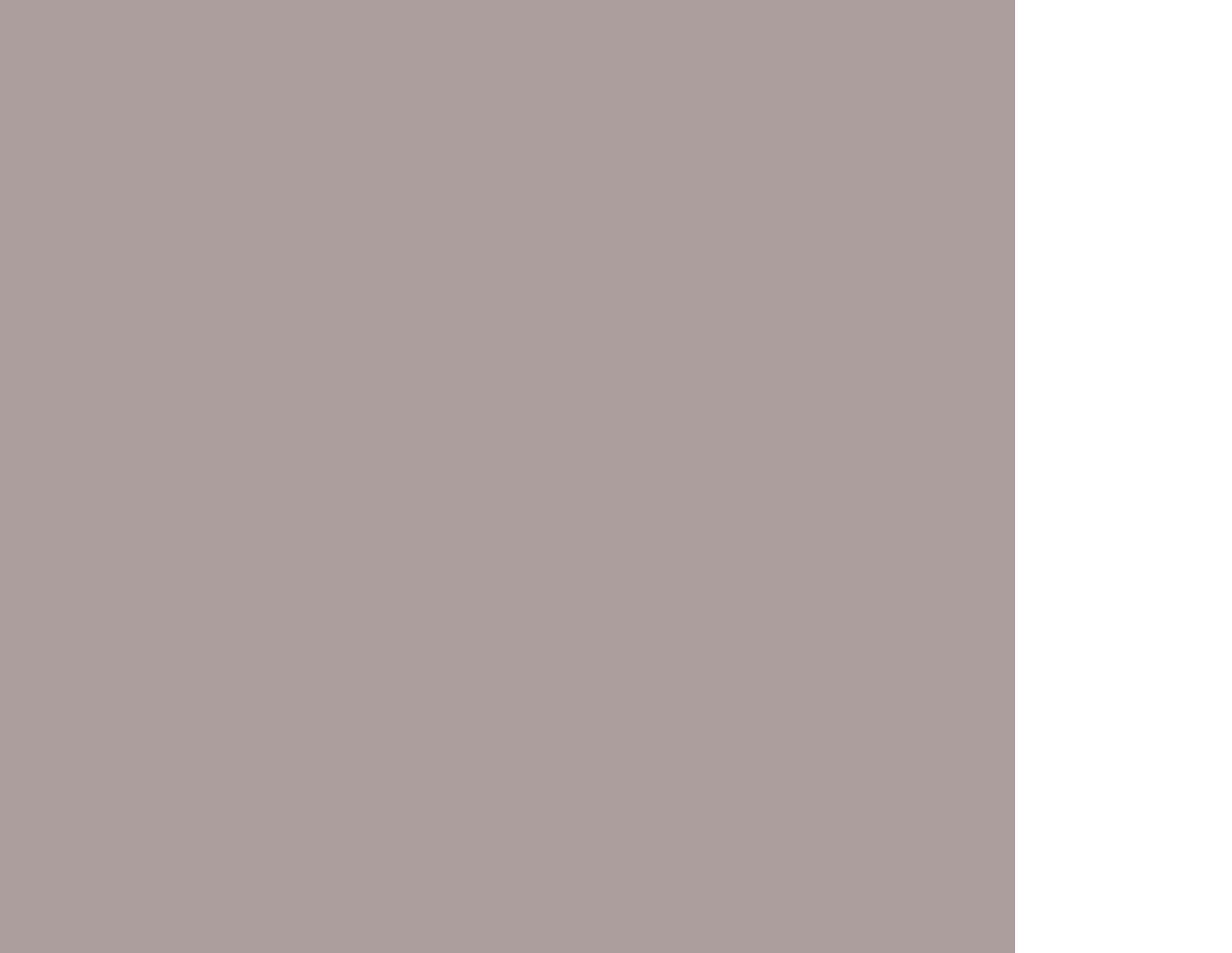
• *No parking requirements: Developers and businesses decide how many parking spaces to provide for their customers. Removing parking mandates complements expanding sustainable transportation options and better managing curb parking and loading.*



# PLAN WARRENTON 2040

## ECONOMIC AND FISCAL RESILIENCE



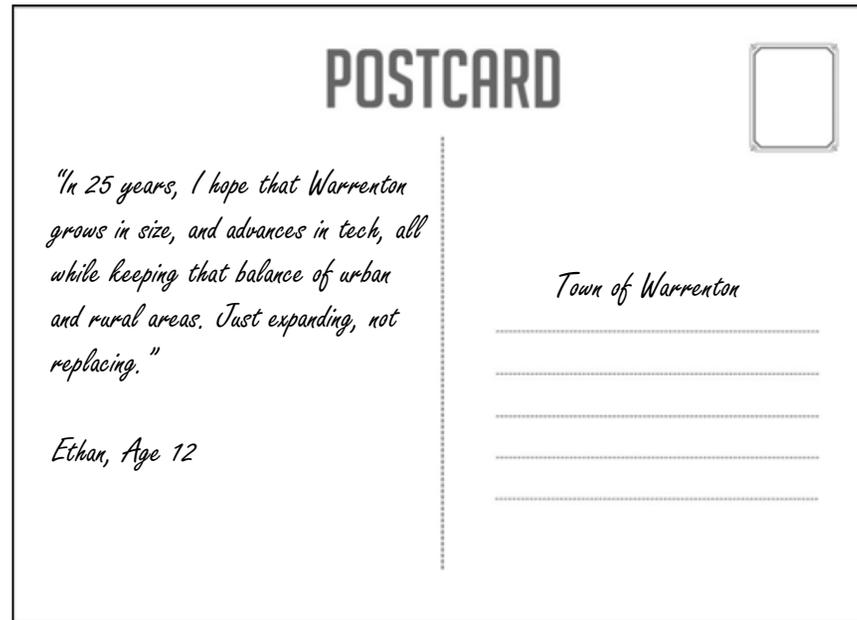




# PLAN WARRENTON 2040

## VI. ECONOMIC AND FISCAL RESILIENCE





## Vision

The Town of Warrenton's 2040 vision is to become a live/work community that cultivates and promotes economic and entrepreneurial opportunities and supports its public amenities and overall quality of life while preserving its unique small-town character. The Town will become an integral part of the regional economy by leveraging the Washington DC Metropolitan Area and will create Character Districts that act as economic catalysts in key locations throughout the Town. It will support job creation to attract major new employers and strengthen livable amenities and housing diversity to grow and attract a talented workforce. Warrenton in 2040 will be a distinct yet integral part of the region, building on its recreational opportunities and enhancing its gateway location to Shenandoah National Park, wine and horse country, and beyond.

Key aspirations related to this guiding vision include:

- Create a robust strategy for housing and employment, become more proactive in business retention and recruitment, and locate major employers within the Town's Character Districts.
- Promote the Town as an integral part of the regional economy that is manageable, maintain a small-town character, and reduce the percentage of Town residents commuting out for work.
- Promote the Town's Character Districts as the focal point for revitalization by updating the Zoning Ordinance and the development review process to allow for mixed-use and multi-family development by-right, and at an appropriate scale compatible with the Town's character. Transform aging commercial corridors to vibrant mixed-use neighborhoods.

## Background Narrative

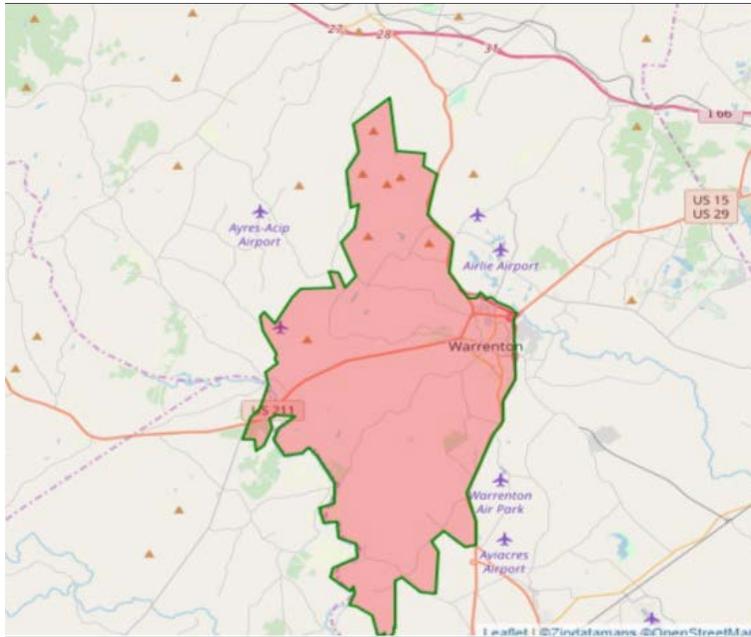


Figure 6-1:  
Source: Leaflet | Zipdatamaps OpenStreetMap Contributors

The Town of Warrenton is part of the Washington, DC Metropolitan Area, which had a 2018 population of roughly 6.2 million. The Metropolitan Area includes all of the Federal district and parts of Maryland and Virginia, along with a small portion of West Virginia. The Northern Virginia area within the Washington D.C. Metropolitan Area includes the counties of Fauquier, Culpeper, Prince William, and Loudoun and the City of Manassas. These are adjacent jurisdictions with direct commuting linkage to Fauquier County and the Town of Warrenton. These jurisdictions

are used for comparison purposes in the following economic analysis. The areas west of Fauquier County were not included in the analysis because Warrenton’s economic future is more strongly linked to the outward expansion of Northern Virginia than it is to the rural communities to the west.

Economic base analysis performed for Warrenton 2040 provides insight into Warrenton’s economic well-being and future potential to support new job creation and create wealth and prosperity for residents. The Town’s future depends

on its ability to expand its economic base in a way that capitalizes on new, emerging trends, creates new well-paying jobs and tax-generating properties, while it maintains its small-town character and the very reason of why people are attracted to visiting and living in Warrenton.

The Northern Virginia region is highly competitive and influenced by changing economic forces that shape suburban development patterns. Warrenton has historically remained on the fringe of these growth patterns, but that will change in the future. Growth will continue to push further out from Washington, DC and with the extension of Metro services to Dulles International Airport, residential and economic development activities will push further west. The Town is located at a strategic crossroads, including two Corridors of Statewide Significance: the Seminole Corridor that follows U.S. 29 and the Coastal Corridor that follows U.S. 17. Consequently, Warrenton’s transportation network is subject to a number of external influences. Warrenton has experienced regional traffic traversing the Town from southern and western points to access I-66 for years. Regional transportation projects associated with growth such as I-66 upgrades, Virginia Rail improvements, and Park and Ride projects will influence Warrenton’s transportation environment.

## Methodology

Several primary and secondary data sources were used for this economic base analysis. The major source of labor force and unemployment data is the American Community Survey (ACS) 2012-2016 Estimates and Virginia Labor Market Information. Employment by occupation and occupational skill level data were retrieved from the Virginia Employment Commission. The source for occupation data was EMSI Labor Market Analytics, a national third-party employment and market data provider. In addition, data from OnTheMap, an analysis tool created by the U.S. Census Bureau and the U.S. Department of Commerce, was used for data collected for the Longitudinal Employer Household Dynamics (LEHD) for commuting pattern and destination analysis.

This economic base analysis examines the broader region to compare Warrenton to its surrounding jurisdictions in terms of prevailing economic indicators. The study area is comprised of Fauquier County and Culpeper County to the south, Loudoun County to the north, the City of Manassas to the east and Prince William County to the east and south. EMSI provides data at the zip code level. While there are two zip codes associated with the Town of

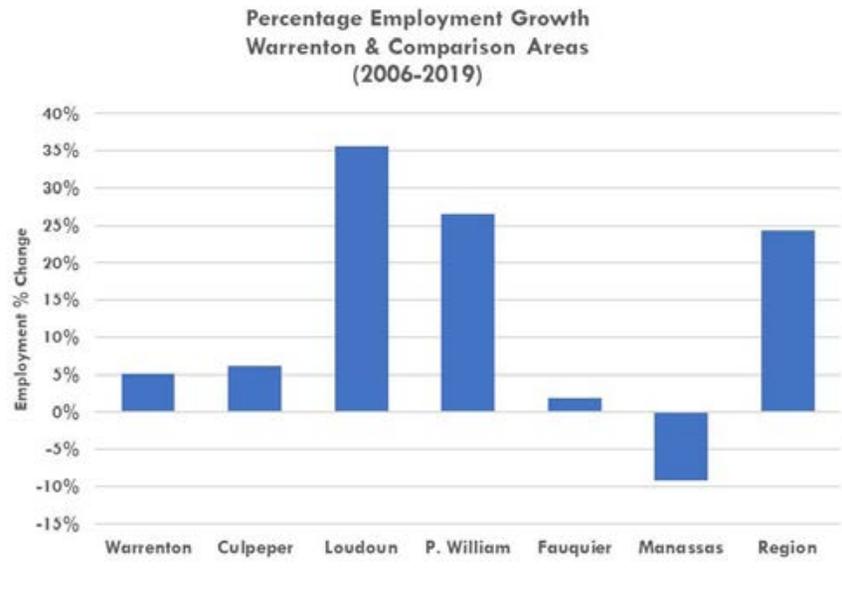


Figure 6-2:  
Source: EMSI and RKG Associates, Inc., 2019

Warrenton, zip code 20186 encompasses almost all political boundaries with additional land to the north, south, and west (Figure 7-1). While not a perfect match, Warrenton’s most significant employment nodes have been captured, as well as some activity to the north along U.S. Route 17 in Fauquier County.

In 2019 Warrenton contracted a private consultant to perform a retail strategies study. The study concluded that retailers should be recruited to the Experience Broadview, New Town, Old Town, and the Greenway Makers Character Districts.

## Economic Base Analysis

This economic base analysis examines employment and establishment trends, labor force size, labor force participation, unemployment, and earning and wage by occupation and industry, in addition to commuting patterns. This analysis also includes economic analyses to determine the competitiveness of Warrenton and regional industries. Where possible, the analysis obtained Town-specific data, but in the absence of data, Fauquier County was used and compared to the surrounding region.

NAICS	Industry Sectors	2006	2010	2019	Chge. '06 -'10	Chge. '10 -'19	Chge. '06 -'19	% Chge '06 -'10	% Chge. '10 -'19	% Chge. '06 -'19
	<b>Total - All Industries</b>	<b>11,204</b>	<b>10,883</b>	<b>11,779</b>	<b>(321)</b>	<b>895</b>	<b>574</b>	<b>(2.9%)</b>	<b>8.0%</b>	<b>5.1%</b>
11	Agriculture, Forestry, Fishing and Hunting	35	35	37	0	1	1	0.6%	3.3%	3.9%
21	Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0	0	0	--	--	--
22	Utilities	48	52	38	4	(14)	(10)	8.4%	(29.8%)	(21.4%)
23	Construction	869	490	622	(379)	132	(247)	(43.6%)	15.1%	(28.4%)
31	Manufacturing	115	85	154	(30)	69	39	(26.4%)	60.2%	33.8%
42	Wholesale Trade	433	289	248	(143)	(42)	(185)	(33.1%)	(9.6%)	(42.8%)
44	Retail Trade	1,859	1,705	1,816	(154)	111	(43)	(8.3%)	6.0%	(2.3%)
48	Transportation and Warehousing	95	85	48	(10)	(36)	(46)	(10.7%)	(38.3%)	(49.0%)
51	Information	141	102	62	(40)	(40)	(80)	(27.9%)	(28.5%)	(56.4%)
52	Finance and Insurance	418	420	437	2	17	19	0.5%	4.1%	4.6%
53	Real Estate and Rental and Leasing	116	173	116	57	(57)	0	49.3%	(48.9%)	0.4%
54	Professional, Scientific, and Technical Services	455	473	567	18	94	112	4.1%	20.6%	24.6%
55	Management of Companies and Enterprises	0	9	9	9	0	9	--	--	--
56	Administrative and Support and Waste Management	109	122	156	14	34	47	12.5%	30.8%	43.3%
61	Educational Services	135	119	198	(16)	79	63	(11.8%)	58.4%	46.6%
62	Health Care and Social Assistance	1,970	2,175	2,357	205	182	387	10.4%	9.2%	19.6%
71	Arts, Entertainment, and Recreation	231	240	139	8	(101)	(93)	3.5%	(43.6%)	(40.0%)
72	Accommodation and Food Services	1,024	985	1,252	(39)	267	228	(3.8%)	26.1%	22.3%
81	Other Services (except Public Administration)	660	623	724	(36)	101	65	(5.5%)	15.4%	9.8%
90	Government	2,491	2,700	2,768	209	68	277	8.4%	2.7%	11.1%
99	Unclassified Industry	0	0	30	0	30	30	--	--	--

Table 6-1: Town of Warrenton Employment Change by Industry (2006-2019)

Source: EMSI and RKG Associates, Inc., 2019

## Employment Trends

Employment trends for Warrenton and the western Northern Virginia region (region) were collected for 2006, 2010, and 2019 to show the effects of the last recession and how the Town and the region recovered following that event. In some cases industries have not recovered over the past 9 years.

The Town of Warrenton had approximately 11,799 jobs in 2019, which is an increase of 574 jobs (5.1 percent) since 2006 levels

(Figure 6-2). A growth rate of 5.1 percent over a 13-year period is very slow and equates to an average annual rate of 0.4 percent. By way of comparison, the region experienced a job increase of 24.4 percent during the 2006-2019 study period for an average annual rate of 1.9 percent; nearly five times the Town’s rate.

The Town’s employment growth was tempered by a loss of 321 jobs (-2.9 percent) between 2006 and 2010, when the national economy was experiencing a severe downturn due to the financial

crisis and the protracted recession that followed. Fauquier County sustained an 8 percent loss in employment during the recession, which was more severe than the town. While most of the western Northern Virginia jurisdictions experienced job losses during that period, the region added 4,327 jobs (1.4 percent) (Table 7-1 to Table 7-3).

This is mostly due to employment growth in Loudoun County, which saw a 5 percent increase in employment led by healthcare services, professional services, and government.

	Industry Sectors	2006	2010	2019	Chge. '06 -'10	Chge. '10 -'19	Chge. '06 -'19	Chge '06 -'10, Chge. '10 -'19, Chge. '06 -'19
<b>NAICS</b>	<b>Total - All Industries</b>	<b>22,936</b>	<b>21,113</b>	<b>23,349</b>	<b>(1,824)</b>	<b>2,236</b>	<b>412</b>	<b>(8.0%) 9.7% 1.8%</b>
11	Agriculture, Forestry, Fishing and Hunting	546	473	459	(73)	(15)	(87)	(13.3%) (2.7%) (16.0%)
21	Mining, Quarrying, and Oil and Gas Extraction	61	51	61	(11)	10	(0)	(17.4%) 17.1% (0.3%)
22	Utilities	58	63	112	5	48	53	8.5% 83.2% 91.6%
23	Construction	3,891	2,320	2,541	(1,571)	221	(1350)	(40.4%) 5.7% (34.7%)
31	Manufacturing	855	756	930	(99)	174	75	(11.5%) 20.3% 8.8%
42	Wholesale Trade	855	547	485	(309)	(62)	(371)	(36.1%) (7.2%) (43.3%)
44	Retail Trade	2,735	2,637	2,895	(98)	259	160	(3.6%) 9.5% 5.9%
48	Transportation and Warehousing	346	312	252	(34)	(60)	(94)	(9.8%) (17.5%) (27.2%)
51	Information	235	162	144	(73)	(18)	(92)	(31.1%) (7.8%) (38.9%)
52	Finance and Insurance	552	543	553	(9)	10	1	(1.7%) 1.9% 0.2%
53	Real Estate and Rental and Leasing	224	327	258	103	(69)	34	45.9% (30.8%) 15.1%
54	Professional, Scientific, and Technical Services	1,198	1,364	1,795	166	431	598	13.9% 36.0% 49.9%
55	Management of Companies and Enterprises	244	192	164	(52)	(28)	(80)	(21.3%) (11.6%) (32.9%)
56	Administrative and Support and Waste Management	515	413	626	(101)	212	111	(19.7%) 41.3% 21.6%
61	Educational Services	349	319	513	(30)	194	164	(8.7%) 55.6% 46.9%
62	Health Care and Social Assistance	2,219	2,422	2,558	203	136	339	9.1% 6.1% 15.3%
71	Arts, Entertainment, and Recreation	491	467	300	(24)	(167)	(191)	(4.9%) (34.1%) (39.0%)
72	Accommodation and Food Services	2,058	1,962	2,388	(96)	426	330	(4.7%) 20.7% 16.0%
81	Other Services (except Public Administration)	1,441	1,415	1,618	(26)	203	177	(1.8%) 14.1% 12.3%
90	Government	4,062	4,367	4,642	305	274	580	7.5% 6.8% 14.3%
99	Unclassified Industry	0	0	57	0	57	57	-- -- --

Table 6-2: Fauquier County Employment Change by Industry (2006-2019)  
 Source: EMSI and RKG Associates, Inc., 2019

Since 2006, the Town of Warrenton lost most jobs in construction (-247 jobs), wholesale trade (-185 jobs), and arts, entertainment, and recreation (-93 jobs). Several industries have not yet replaced the jobs lost in the 2006-2010 period, including retail trades, transportation, information, and several other industries, which remain below 2006 employment levels. However, several industries have replaced lost jobs or have continued to grow over the study period. The strongest

employment gains have occurred in: healthcare and social assistance (387 jobs), government (277 jobs), and accommodation and food services (228 jobs). These same industries have experienced strong job gains throughout the region.

	Industry Sectors	2006	2010	2019	Chge. '06 -'10	Chge. '10 -'19	Chge. '06 -'19	% Chge. '06 -'10, Chge. '10 -'19, Chge. '06 -'19
<b>NAICS</b>	<b>Total - All Industries</b>	<b>307,323</b>	<b>311,650</b>	<b>382,319</b>	<b>4,327</b>	<b>70,669</b>	<b>74,996</b>	<b>1.4% 23.0% 24.4%</b>
11	Agriculture, Forestry, Fishing and Hunting	1,490	1,333	1,411	(157)	78	(79)	(10.6%) 5.3% (5.3%)
21	Mining, Quarrying, and Oil and Gas Extraction	449	349	452	(100)	103	2	(22.3%) 22.8% 0.5%
22	Utilities	606	662	744	56	82	138	9.2% 13.5% 22.7%
23	Construction	39,841	29,522	36,964	(10,320)	7,443	(2877)	(25.9%) 18.7% (7.2%)
31	Manufacturing	12,140	10,250	13,747	(1,890)	3,497	1607	(15.6%) 28.8% 13.2%
42	Wholesale Trade	7,751	6,616	7,629	(1,136)	1,014	(122)	(14.7%) 13.1% (1.6%)
44	Retail Trade	42,662	43,100	46,940	438	3,840	4278	1.0% 9.0% 10.0%
48	Transportation and Warehousing	12,403	12,314	14,173	(89)	1,859	1770	(0.7%) 15.0% 14.3%
51	Information	11,474	9,237	8,833	(2,237)	(404)	(2641)	(19.5%) (3.5%) (23.0%)
52	Finance and Insurance	6,333	6,047	7,403	(285)	1,356	1070	(4.5%) 21.4% 16.9%
53	Real Estate and Rental and Leasing	3,911	4,098	4,754	187	655	842	4.8% 16.8% 21.5%
54	Professional, Scientific, and Technical Services	24,975	29,703	36,470	4,728	6,767	11495	18.9% 27.1% 46.0%
55	Management of Companies and Enterprises	2,267	2,213	2,629	(54)	416	361	(2.4%) 18.3% 15.9%
56	Administrative and Support and Waste Management	14,834	14,711	19,505	(123)	4,794	4671	(0.8%) 32.3% 31.5%
61	Educational Services	4,174	5,565	5,681	1,391	116	1507	33.3% 2.8% 36.1%
62	Health Care and Social Assistance	21,320	26,196	35,186	4,876	8,990	13866	22.9% 42.2% 65.0%
71	Arts, Entertainment, and Recreation	4,184	4,716	7,033	532	2,317	2849	12.7% 55.4% 68.1%
72	Accommodation and Food Services	24,227	26,171	36,737	1,943	10,566	12510	8.0% 43.6% 51.6%
81	Other Services (except Public Administration)	13,199	13,702	17,706	503	4,004	4507	3.8% 30.3% 34.1%
90	Government	59,082	65,137	77,183	6,056	12,046	18102	10.2% 20.4% 30.6%
99	Unclassified Industry	0	9	1,140	9	1,131	1140	-- -- --

Table 6-3: Northern Virginia Region Employment Change by Industry (2006-2019)

Source: EMSI and RKG Associates, Inc., 2019

## Self-Employed Workers

A sizeable share of the region’s workforce is not tracked as employees of companies because they are classified as self-employed workers. In 2019, roughly 8.7 percent of the region’s workforce was self-employed and since 2006 the number of self-employed has increased by 21 percent or 5,708 jobs. A large self-employment industry is Construction Services (18.5 percent), but employment has dropped significantly since 2006, when construction workers accounted for over 24 percent of self-employed jobs. The second largest share (17.6 percent) of self-employed workers are in Professional, Scientific, and Technical Services industries and they have increased by 57 percent since 2006. The growth of self-employed jobs has slightly lagged behind the employed sector of the Regional economy (24.4 percent).

Industry Description		Fauquier County		Region	
		Estab. Chge '06-'15	% Chge.	Estab. Chge '06-'15	% Chge.
<b>NAICS</b>	<b>Total- All Industries</b>	<b>(103)</b>	<b>-5.4%</b>	<b>3,869</b>	<b>21.3%</b>
11----	Forestry, Fishing, Hunting, and Agriculture Support	(5)	-21.7%	4	7.0%
21----	Mining	2	100.0%	8	53.3%
22----	Utilities	3	150.0%	6	35.3%
23----	Construction	(85)	-20.2%	(162)	-5.6%
31----	Manufacturing	11	24.4%	8	2.1%
42----	Wholesale Trade	(4)	-8.5%	89	16.5%
44----	Retail Trade	(26)	-10.5%	113	4.3%
48----	Transportation and Warehousing	(13)	-24.1%	83	15.7%
51----	Information	5	20.8%	49	12.5%
52----	Finance and Insurance	(6)	-6.8%	23	2.6%
53----	Real Estate and Rental and Leasing	(9)	-10.3%	31	3.7%
54----	Professional, Scientific, and Technical Services	4	1.5%	1,642	54.7%
55----	Management of Companies and Enterprises	(6)	-75.0%	37	50.0%
56----	Administrative and Support and Waste Management	15	15.2%	247	22.7%
61----	Educational Services	4	16.7%	152	61.5%
62----	Health Care and Social Assistance	(18)	-14.0%	625	45.1%
71----	Arts, Entertainment, and Recreation	(5)	-12.2%	53	19.6%
72----	Accommodation and Food Services	14	12.1%	484	38.9%
81----	Other Services (except Public Administration)	17	8.9%	378	23.1%
95----	Auxiliaries (exc corporate, subsidiary & regional mgt)	--	--	--	--
99----	Unclassified	(1)	-16.7%	(1)	-1.8%

Table 6-4: Change in Establishments (2006-2015) Fauquier County and Western Northern Virginia Region  
Source: U.S. Department of Commerce, County Business Patterns, and RKG Associate, Inc., 2019

## Business Establishment Trends

Business establishment data were obtained from the U.S. Department of Commerce’s County Business Patterns, which covered the period from 2006 to 2015. Establishment trend data is only available at the county level. Fauquier County trends indicate that establishments declined by 5.4 percent between 2006 and 2015. During the same period, the region’s business establishments increased by 21.3 percent (Table 7-4).

The greatest difference between the two areas is the number of industries that sustained establishment losses. In Fauquier County, approximately 13 out of 21 industries lost businesses whereas the region’s only declining industry was Construction, which lost 162 businesses. Fauquier County experienced the largest business losses in Construction (85 establishments), Retail Trade, and Healthcare and Social Assistance industries. Since 2015, it’s possible that some of these losses have been reduced, since the county has experienced employment increases in Retail Trade, Healthcare, and Construction.

## Location Quotients

Location quotients (LQ) for the Town of Warrenton, Fauquier County, and the region have been analyzed to identify industries that may be enjoying some competitive advantages, based on their local employment share. Analysis was completed at the 3-digit NAICS level, which is a more finely grained classification of employment data.

LQs show the relative presence of a given industry at the local level as compared to its presence nationally. The implication is that local industries with higher LQs than the national average must be experiencing some local advantage. Employment industries with LQs of at least 1.0 or greater have a local share greater than the national average. If employment industries had an LQ of 2.0, then the local share of employment would be twice the national average. As an example, the mining sector in West Virginia has an LQ of 15.9, making it 15.9 times greater than the national average. That’s largely because West Virginia has rich and productive coal fields which are unique to that part of the country, thus the mining sector is disproportionately larger than the national average. The opposite applies to industries that have LQs less than 1.0, as the local employment share is lower than the national share for that industry.

**Common Employment Industries with LQs of 1.0 or Higher  
Warrenton, Fauquier County and Western Northern Virginia**

NAICS	Description	Warrenton	Fauquier County	Western Northern VA
238	Specialty Trade Contractors	1.25	2.27	2.22
441	Motor Vehicle and Parts Dealers	1.76	1.72	1.27
444	Building Material and Garden Equipment and Supplies Dealers	2.28	1.89	1.26
445	Food and Beverage Stores	1.80	1.41	1.19
447	Gasoline Stations	1.16	2.28	1.11
453	Miscellaneous Store Retailers	1.89	1.20	1.18
722	Food Services and Drinking Places	1.29	1.12	1.12
811	Repair and Maintenance	1.51	1.72	1.28
812	Personal and Laundry Services	1.50	1.30	1.42
814	Private Households	2.34	6.01	1.51
903	Local Government	2.19	1.52	1.33
999	Unclassified Industry	2.82	2.66	3.27

*Table 6-5: Common Employment with LQs of 1.0 or Higher - Warrenton, Fauquier County and Western Northern Virginia*

*Source: EMSI and RKG Associates, Inc., 2019*

Roughly 24 (25 percent) out of 95 industries in Warrenton had LQs of 1.0 or greater in 2019. The larger regional economy had 31 (33 percent) out of 95 at or above 1.0 LQ. Only 12 industries with location quotients of 1.0 or greater are shared between the three economic areas (Table 7-3). Most of these employment industries are driven by local consumption and spending power and are not considered export industries.

The highest LQs in Warrenton included: private household services (2.34 LQ), building materials and garden equipment (2.28 LQ) and local government (2.19 LQ). Each industry has employment levels that are proportionally more than twice the national average. This is largely because

Warrenton is the county-seat, so it has a disproportionate cluster of government employment.

Warrenton shares 12 employment industries with Fauquier County and the region that have LQs greater than 1.0 (Table 7-5). Again, all these industries primarily serve the local and regional population at a higher level than the national average. The Washington, DC Metropolitan Area is the sixth most populous and one of the most affluent regions in the country. Accordingly, consumption-based industries will perform better than the national average because household and disposable incomes are higher.

NAICS	Description	Industry Mix Effect	Growth Effect	Expected Change	Competitive Effect
<b>Western Northern Virginia Region</b>					
903	Local Government	(2,504)	3,436	932	9,808
901	Federal Government	(1,794)	1,642	(152)	6,897
722	Food Services and Drinking Places	3,920	2,009	5,929	5,527
541	Professional, Scientific, and Technical Services	4,023	2,330	6,353	5,142
621	Ambulatory Health Care Services	2,831	799	3,630	4,172
445	Food and Beverage Stores	(17)	535	518	2,852
334	Computer and Electronic Product Manufacturing	(1,076)	362	(714)	2,678
561	Administrative and Support Services	167	1,280	1,447	2,513
518	Data Processing, Hosting, and Related Services	98	53	151	1,862
623	Nursing and Residential Care Facilities	185	246	431	1,765
<b>Town of Warrenton</b>					
624	Social Assistance	78	12	90	190
903	Local Government	(151)	207	56	142
522	Credit Intermediation and Related Activities	(50)	24	(26)	84
333	Machinery Manufacturing	(2)	1	(1)	78
441	Motor Vehicle and Parts Dealers	(7)	18	11	67
901	Federal Government	(16)	14	(2)	62
813	Religious, Grantmaking, Civic, Professional	(13)	26	13	54
561	Administrative and Support Services	1	10	11	36
999	Unclassified Industry	(1)	0	(1)	31
237	Heavy and Civil Engineering Construction	(1)	4	3	30

Table 6-6: Shift Share Analysis - Western Northern Virginia Region (2019) - Highlighted Industries=500>Jobs from Competitive Effect  
Source: EMSI and RKG Associates, Inc., 2019

## Shift Share Analysis

Shift Share Analysis is used in both industry and occupational contexts. Shift Share is a standard method of regional economic analysis that helps identify whether job change in an industry or occupation in a region is due to national factors—the “rising tide lifts all boats” phenomenon—or whether it’s due to

factors within the region of study itself. An industry or occupation could be growing/declining in a region because of one or several of the following factors:

- **Growth Effect** - The overall growth/decline of the entire national economy.
- **Industry/Occupation Mix Effect** - The growth or decline of the industry or occupation in question at a national level.

- **Competitive Effect** – growth or decline that cannot be explained completely by national trends and therefore highlights something unique about the region of study

The most important of the three is Competitive Effect, which identifies region-specific factors as being responsible for the growth/decline of the industry or occupation in question. Expected Change shows the expected growth/decline for the industry/occupation in the region in question given the National Growth Effect and the Industry/Occupation Mix Effect. The Competitive Effect is the leftover effect (if any) that cannot be explained by the National Growth Effect and Industry/Occupation Mix Effects as shown in the Expected Change metric<sup>1</sup>. Table 7-4 shows the top 10 Competitive Effect industries of Shift Share Analysis for both the western Northern Virginia region as well as the Town of Warrenton. The Warrenton analysis is problematic in that the economy is very small and interpretation from these results is difficult. However, the results are

<sup>23</sup> EMSI, 2019

shown for comparison purposes. The regional results highlight industries with employment shares of 500 jobs or more due to the region’s “Competitive Effect.” In other words, there are regional factors contributing to employment in these industries that cannot be explained by national employment trends. For the Town of Warrenton, the threshold was set at 10 or more jobs due to the Competitive Effect.

The region has several industries that serve markets beyond the local population and their Competitive Effect employment is reflective of that. Industries such as Professional, Scientific, and Technical Services, Computer and Electronic Product Manufacturing and Data Processing, and Hosting and Related Services are just a few industries that perform well and serve outside markets. This is primarily due to the region’s large, educated labor force working in knowledge-based industries. In addition, there is considerable computer server/cloud computing infrastructure in the region, particularly in Loudoun County and being built in Fauquier County, that attracts companies looking to locate near this infrastructure. But for the most part, the region’s Competitive Effect industries

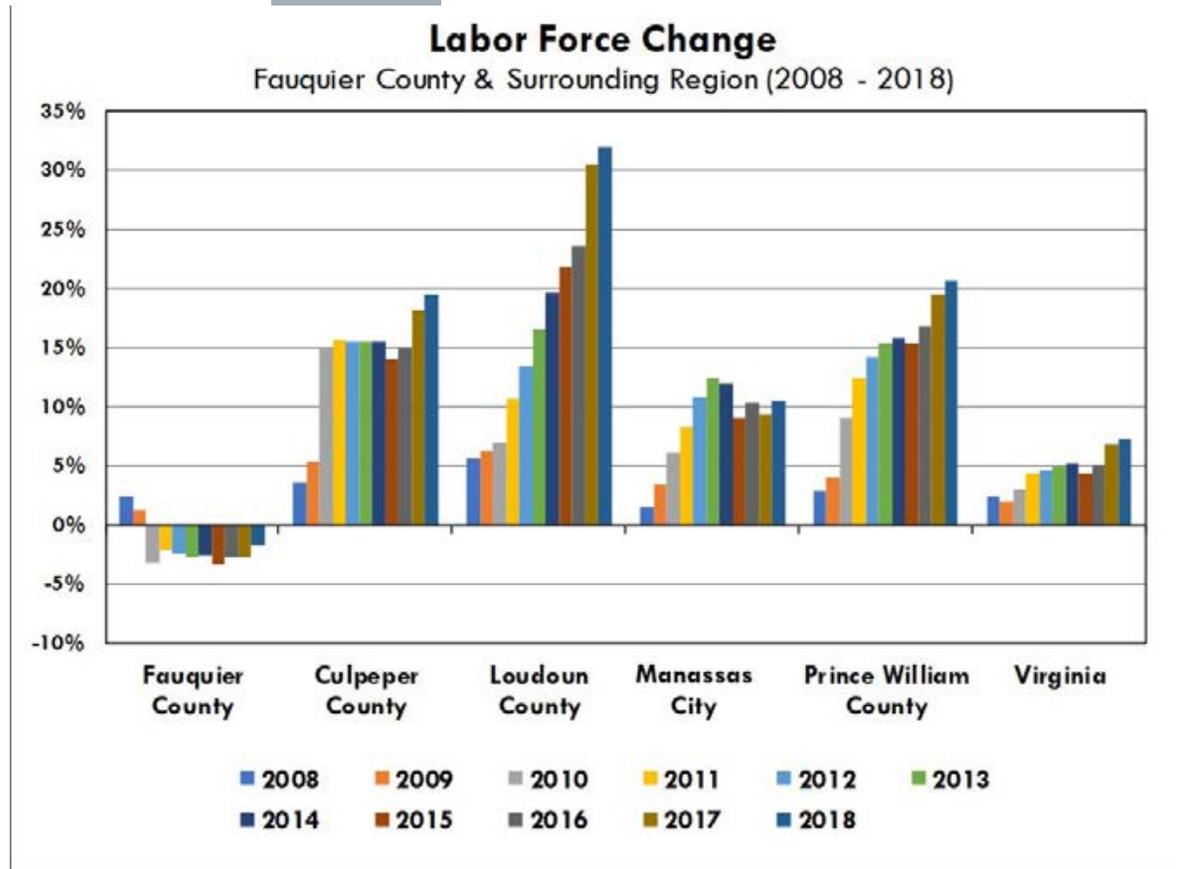


Figure 6-3: Source: Virginia Labor Market Information and RKG Associates, Inc.

are mostly catering to the region’s population.

Warrenton has a local competitive advantage in machinery manufacturing and heavy and civil engineering construction. It is important to note that strong Competitive Effect industries can experience employment declines like heavy and civil engineering construction did between 2006 and 2019. The Shift Share Analysis simply identifies those

factors that are contributing most to the presence of these jobs in the local economy. Competitive Effect industries have been highlighted for this analysis because local factors are contributing more to employment in these industries. This suggests that the region enjoys certain competitive advantages that Warrenton can use to grow these industries.

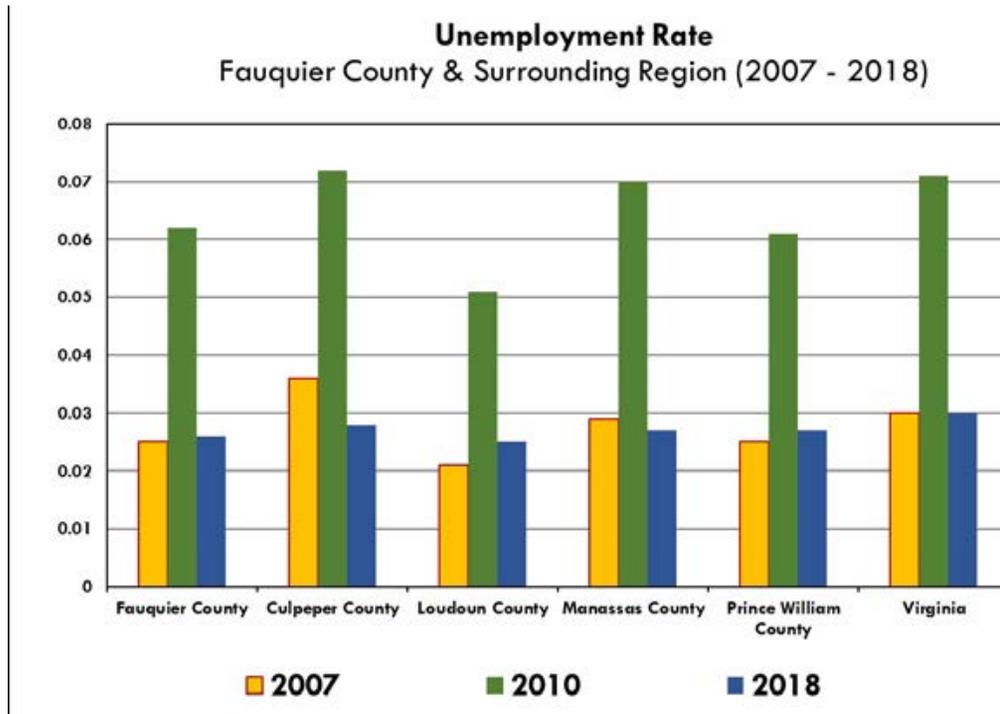


Figure 6-4: Unemployment Rate - Fauquier County and Surrounding Region (2007-2018)

Source: EMSI Labor Market Information and RKG Associates, Inc., 2019

## Labor Force and Unemployment

Fauquier County had a labor force of 36,319 people in 2018, which was larger than Culpeper County and the City of Manassas, but smaller than Loudoun County and Prince William County. It should be noted that Fauquier County’s labor force was generally shrinking between 2010 and 2017 (from 35,763 in 2010 to 34,730 in 2017), while the surrounding region has been steadily growing its labor force during the same

period. Though Fauquier County reversed the decline in 2019, there has still been a general loss of labor going back to 2007, just before the recession (Figure 7-3). This trend indicates that Fauquier County’s economy has not been able to create competitive jobs to attract new workers. In addition, it is likely that some Fauquier County workers have dropped out of the labor force and have stopped looking for employment. To be officially counted in

the labor force statistics, a person must be either employed or unemployed and actively seeking work over the previous 4-week period.

The fact that Fauquier County has not recovered from the last recession is concerning, particularly because all other jurisdictions in the competitive region have sustained steady labor force growth. The unemployment rate in Fauquier County has generally been slightly lower than the surrounding region and the State level between 2007 and 2018. Its unemployment rate has improved after declines during the recession, but not fully back to the pre-recession level as of 2018 (2.6 percent in 2018 compared to 2.5 percent in 2007), while most of the surrounding region and Virginia as a whole have recovered to levels equal to or below the 2007 unemployment rates (Figure 7-4 and Appendix Table 1).

A closer look at unemployment by industry for the Western Northern Virginia Region shows the proportional difference between the region and the rest of the United States (Table 7-5).

Of the 13,909 unemployed workers in the region in July 2019, approximately 51 percent were clustered in just five NAICS industries including: (23) Construction - 1,731 workers, (56) Administrative and Support and Waste Management - 1,507 workers, (54) Professional, Scientific, and Technical Services - 1,384 workers, (72) Accommodation and Food Services - 1,216 workers, and Retail Trade - 1,248 workers. Another 12 percent (1,656 workers) were classified as (99) No Previous Work Experience/Unspecified.

In terms of the labor force participation, Fauquier County has a labor force participation rate of 67.2 percent in 2017, which is lower than most of the surrounding region except for Culpeper County. The participation rate is the number of people working or seeking work as a percentage of the working population (ages 16 to 65). The participation rate is like the concept of being 'economically active' and is a measure of labor force health. People who have stopped looking for employment are said to have dropped out of the labor force.

NAICS	Industry	Unemployed (July 2019)	% of Regional Unemployment	% of National Unemployment
11	Agriculture, Forestry, Fishing and Hunting	37	0%	3%
21	Mining, Quarrying, and Oil and Gas Extraction	101	1%	1%
22	Utilities	10	0%	0%
23	Construction	1,731	12%	9%
31	Manufacturing	566	4%	12%
42	Wholesale Trade	371	3%	3%
44	Retail Trade	1,248	9%	8%
48	Transportation and Warehousing	485	3%	6%
51	Information	317	2%	2%
52	Finance and Insurance	286	2%	3%
53	Real Estate and Rental and Leasing	195	1%	1%
54	Professional, Scientific, and Technical Services	1,384	10%	5%
55	Management of Companies and Enterprises	36	0%	1%
56	Administrative and Support and Waste Management	1,507	11%	10%
61	Educational Services	247	2%	3%
62	Health Care and Social Assistance	1,173	8%	10%
71	Arts, Entertainment, and Recreation	102	1%	1%
72	Accommodation and Food Services	1,216	9%	7%
81	Other Services (except Public Administration)	511	4%	3%
90	Government	730	5%	2%
99	No Previous Work Experience/Unspecified	1,656	12%	7%
Total Unemployment by Industry		13,909	100%	100%

Table 6-7: Unemployment by Industry (July 2019) - Western Northern Virginia Region  
Source: Virginia Labor Market Information and RKG Associates, Inc.

Fauquier County's lower participation rate is most likely influenced by its lower number of persons age 30 to 34 and 35 to 44 years. These are typical mid-cycle households that are raising families and getting established in their careers. Fauquier County does have a larger share (9.2 percent) of older people (age 65 to 74

years), who are still active in the labor force at levels higher than the region (Figure 7-5 and Appendix Table 2). The labor force structure by age group in Fauquier County is similar to the surrounding region, with people aged between 35 and 54 years accounting for less than half of the labor force (46.1 percent).

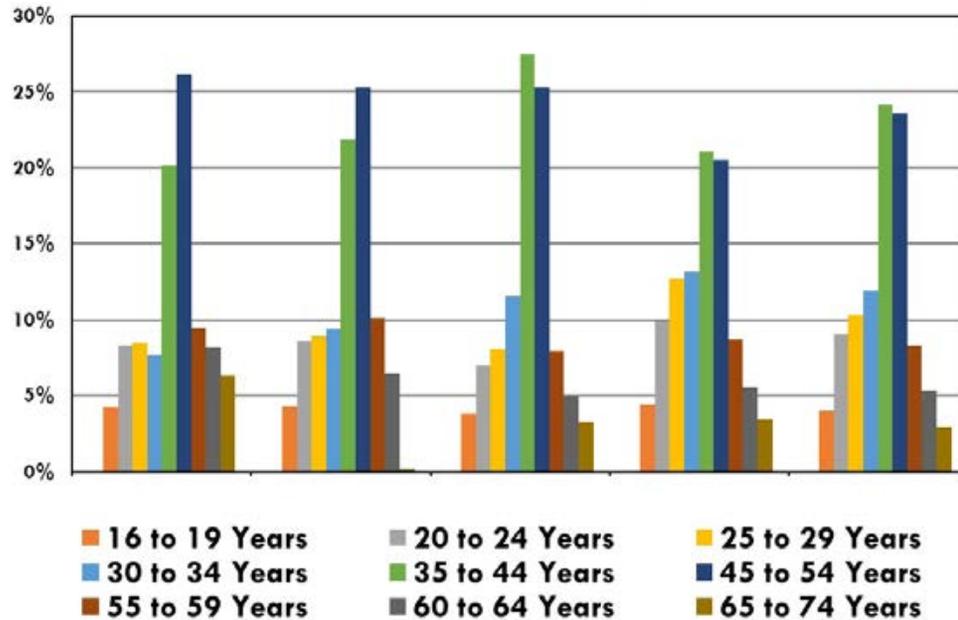


Figure 6-5: Unemployment Rate - Fauquier County and Surrounding Region (2007-2018)  
 Source: ACS 2017 Estimates and RKG Associates, Inc., 2019

and Health Diagnosing and Treating Practitioners were among the top five occupations that contribute the most jobs in Warrenton between 2006 and 2019. Retail Sales Workers have generally been the major occupation in both Warrenton and the region during this period. While there has been a decline in Preschool, Primary, Secondary, and Special Education School Teacher jobs (-0.7 percent per year), there have been job increases in Retail Sales Workers, Food and Beverage Serving Workers, and Health Diagnosing and Treating Practitioners occupations in Warrenton. Other Personal Care and Service Workers has emerged as the fifth-largest occupation in Warrenton in 2019 (Table 7-8).

## Occupational Employment Trends

Employment data (2006-2019) by three-digit Standard Occupational Classification (SOC) System Summary was reviewed to analyze occupational employment trends. Occupational employment data is different than industry employment, in that it is tied to specific occupations (e.g., administrative support, janitor, sales manager, etc.) rather than an industry. For example, the occupation of secretary is not defined by a specific industry, as present in

all employment industries. Warrenton data were obtained for zip code area 20186. The comparison region includes Fauquier County, Culpeper County, Loudoun County, the City of Manassas, and Prince William County.

The data indicates that Retail Sales Workers; Preschool, Primary, Secondary, and Special Education School Teachers; Food and Beverage Serving Workers;

In comparison, four out of the top five occupations in the region (Retail Sales Workers, Computer Occupations, Food and Beverage Serving Workers, Construction Trades Workers, and Business Operations Specialists) have all seen gains in jobs in 2019 compared to 2010, and they have been growing faster than the same jobs in Warrenton during the same period. Additionally, Computer Occupations has always been among the top five occupations in the region, and Business Operation Specialists has emerged as the fifth-largest occupation in the Region in 2019. While these two occupations are usually associated with higher skill requirements and higher pay, they are not among the major occupations in Warrenton.

This analysis indicates that while both Warrenton and the Region have seen recovery from the recession in terms of the number of jobs in their major occupations, the regional economy is more robust and recovering faster with more high-skilled, high-paying occupations compared to Warrenton. In addition, as Warrenton is a relatively small economy, it has experienced setbacks in consumption-

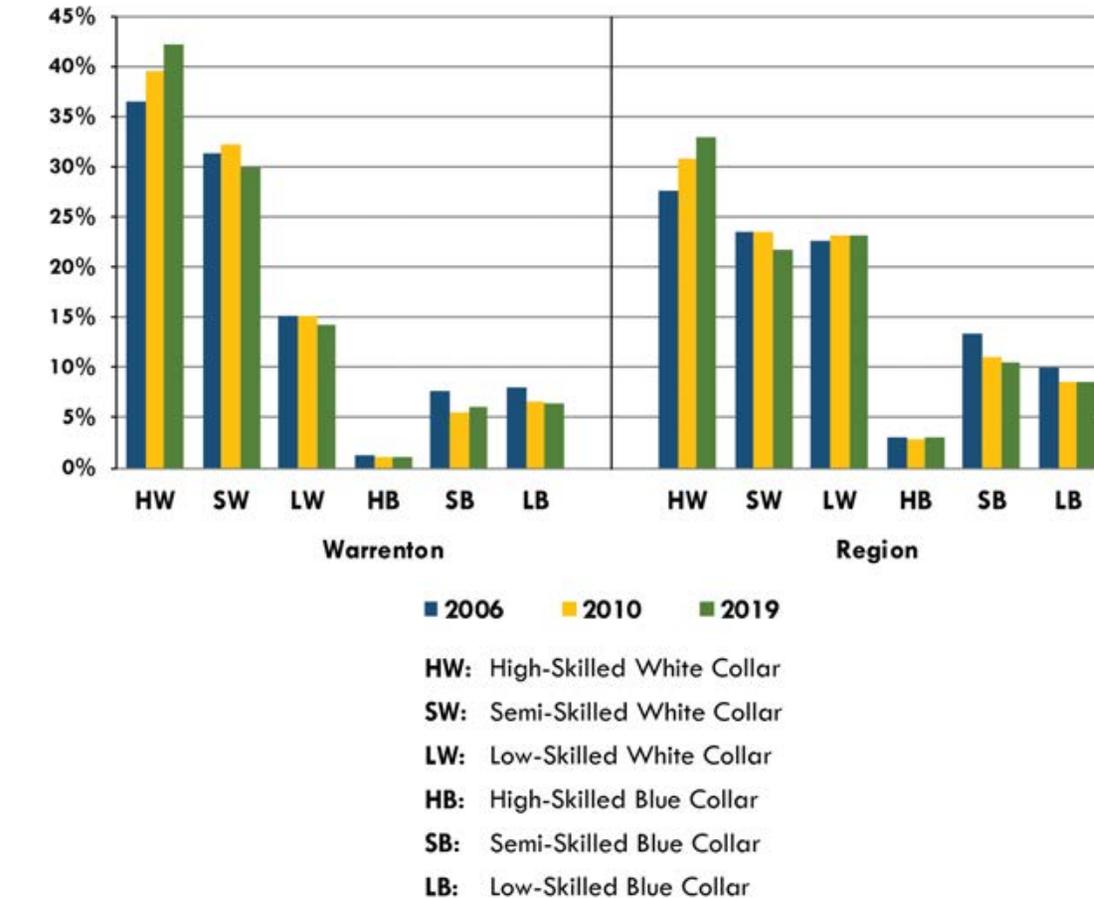


Figure 6-6: Occupational Skill by Employment - Warrenton vs. Region (2005-2019)  
 Source: Virginia Labor Market Analytics & RKG Associates, Inc., 2019

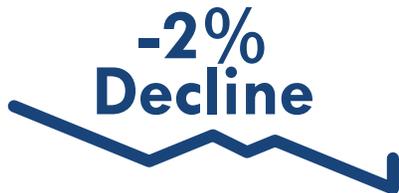
oriented service jobs (Retail Sales Workers and Food and Beverage Serving Workers) during the recession, while the region has sustained the impact. When compared to the region, Warrenton’s economy has underperformed during recovery and additional methods for strengthening the economy should be explored.



**RETAIL SALES WORKERS**

Retail sales workers comprise the largest occupational category in Warrenton with

**1,021 Jobs**



This occupation has declined slightly since 2006



**TEACHERS**

Preschool, Primary, Secondary, and Special Education School Teachers are the second largest occupation category in Warrenton with

**1,000 Jobs**



This occupation has remained fairly stagnant since 2006



**FOOD SERVICE WORKERS**

Food and Beverage Serving Workers are the third largest occupational category in Warrenton with

**716 Jobs**



This occupation has grown significantly since 2006



**HEALTH PRACTITIONERS**

Health Diagnosing and Treating Practitioners are the fourth largest occupational category in Warrenton with

**698 Jobs**



This occupation has grown significantly since 2006

Together, these occupations have one thing in common:  
**WARRENTON'S TOP OCCUPATIONS ARE AMONG THE LOWEST PAID WHEN COMPARED TO THE SURROUNDING REGION**

Retail sales workers make

**\$1,646**

less a year than in Culpeper County

Teachers make

**\$8,174**

less a year than in the City of Manassass

Food service workers make

**\$1,669**

less a year than in Culpeper County

Health practitioners make

**\$12,316**

less a year than in Prince William County

2006					
Retail Sales Workers	1,039	N/A	Retail Sales Workers	25,649	N/A
Preschool, Primary, Secondary, and Special Education School Teachers	946	N/A	Construction Trades Workers	19,968	N/A
Food and Beverage Serving Workers	587	N/A	Food and Beverage Serving Workers	12,709	N/A
Health Diagnosing and Treating Practitioners	571	N/A	Computer Occupations	12,567	N/A
Construction Trades Workers	420	N/A	School Teachers	12,562	N/A
2010					
Preschool, Primary, Secondary, and Special Education School Teachers	1,000	1.4%	Retail Sales Workers	26,179	0.5%
Retail Sales Workers	967	-1.8%	Computer Occupations	15,425	5.7%
Health Diagnosing and Treating Practitioners	595	1.1%	Construction Trades Workers	14,517	-6.8%
Food and Beverage Serving Workers	577	-0.4%	Food and Beverage Serving Workers	13,957	2.5%
Information and Record Clerks	358	N/A	School Teachers	12,907	0.7%
2019					
Retail Sales Workers	1,021	0.6%	Retail Sales Workers	28,902	1.2%
Preschool, Primary, Secondary, and Special Education School Teachers	941	-0.7%	Computer Occupations	20,417	3.6%
Food and Beverage Serving Workers	716	2.7%	Food and Beverage Serving Workers	19,846	4.7%
Health Diagnosing and Treating Practitioners	698	1.9%	Construction Trades Workers	17,378	2.2%
Other Personal Care and Service Workers	428	N/A	Business Operations Specialists	17,223	N/A

Table 6-8: Top 5 Occupations by Number of Jobs - Warrenton vs. Region (2006-2019)

Source: BMSI Labor Market Analysis and RKG Associates, Inc., 2019

Note: The Region includes Culpeper, Fauquier, Manassas & Prince William County

## Occupational Skill Level

In addition to the educational attainment level, the occupation skill level of a workforce is important for a community seeking to promote economic development, as a workforce with high occupation and educational skill levels is crucial to a local economy and attractive to companies. Skill levels of all three-digit SOC System Summary Occupations in Warrenton and the region have been examined for this analysis. Although it is difficult to group occupational categories in this manner with great precision, the

results provide some indication of the distribution and diversity of skills available within the labor force. The occupational categories and their descriptions are as follows:

5. Semi-Skilled Blue Collar (SSBC) – a trade position requiring less than an advanced or trade school degree but requiring some specialized training or skill, while working within a blue-collar environment.
  - a. Example: tool setters and operators, machinists.
6. Low-Skilled White Collar (LSWC) – a position within a white collar work

environment requiring no degree or formal schooling beyond high school but requiring some on-the-job training.

- a. Example: food preparation, retail sales.
7. Low-Skilled Blue Collar (LSBC) – a position within a trade profession requiring no advanced degree or formal schooling but requiring some on-the-job training.
  - a. Example: truck/delivery service drivers, laborers.

## Annual Wages

Cost of Living (COL) adjusted median annual earnings for 2019 by occupation were reviewed to analyze the relative value of the Town's Top 15 occupations based on employment levels. The data suggest that wage levels of the Top 15 major occupations in Warrenton are mostly lower than the levels in the surrounding counties. Nine out of the Top 15 occupations in Warrenton have adjusted median annual earnings lower than the Fauquier County figures, and only six occupations on the Top 15 list in Warrenton pay higher wages than the county level (Table 7-9). Warrenton's Top 15 occupations pay less in most cases than the surrounding communities. This

can make it difficult to attract workers who have many choices of where to live and work in Northern Virginia. For example, a financial clerk outside of Warrenton can make 5 to 18 percent more within the competitive region. In addition, lower wages typically result in less disposable income and lower spending by residents within the local economy.

However, from an industry earnings perspective, the Town of Warrenton appears to be quite competitive. According to EMSI, Warrenton's cost of living adjusted earnings equaled \$39,369 annually across all industry categories in 2019 (Table 7-8). Regionally, the average annual earnings are \$37,511. This means that Warrenton industry earnings exceed

the regional average by 5 percent. The greatest difference is in the Health Care and Social Assistance industry where local wages exceed the region by 30.6 percent in 2019. Other industries like Manufacturing (44.5 percent), Information (87.8 percent), and Educational Services (93.2 percent) were lower than the regional average. It should be noted that some of Warrenton's industries are quite small and average earnings can be swayed by a single mid to large employer, such as a hospital.

	Warrenton	Fauquier County	Culpeper County	Loudoun County	Manassas County	Prince William County
<b>Top 15 Warrenton Occupations</b>						
Retail Sales Workers	\$18,358.01	\$18,243.17	\$20,003.65	\$18,894.05	\$19,628.83	\$19,468.19
Preschool, Primary, Secondary, and Special Education School Teachers	\$63,933.83	\$62,767.17	\$69,945.16	\$59,743.62	\$72,107.85	\$69,682.70
Food and Beverage Serving Workers	\$17,448.31	\$17,464.99	\$19,117.15	\$18,399.68	\$18,428.16	\$18,316.33
Health Diagnosing and Treating Practitioners	\$72,807.98	\$73,612.82	\$78,138.99	\$78,651.34	\$82,101.96	\$85,123.93
Other Personal Care and Service Workers	\$23,300.26	\$23,348.72	\$22,694.86	\$22,103.64	\$21,462.17	\$22,529.53
Information and Record Clerks	\$27,877.26	\$27,938.66	\$30,671.86	\$29,932.10	\$29,888.99	\$30,107.19
Cooks and Food Preparation Workers	\$20,279.50	\$20,278.99	\$22,345.61	\$21,822.89	\$21,351.18	\$21,521.02
Health Technologists and Technicians	\$43,024.10	\$41,506.33	\$44,318.42	\$43,163.89	\$46,408.52	\$43,603.63
Motor Vehicle Operators	\$32,212.29	\$34,718.12	\$37,813.27	\$35,188.46	\$40,544.04	\$38,476.00
Secretaries and Administrative Assistants	\$39,658.58	\$40,619.50	\$45,100.74	\$42,364.59	\$43,231.32	\$42,642.32
Other Office and Administrative Support Workers	\$32,269.26	\$32,127.50	\$35,124.36	\$33,568.30	\$34,198.57	\$33,710.22
Material Recording, Scheduling, Dispatching, and Distributing Workers	\$24,363.23	\$27,564.40	\$29,877.37	\$30,779.64	\$34,731.09	\$26,864.88
Other Education, Training, and Library Occupations	\$24,837.64	\$25,081.51	\$27,567.56	\$25,243.73	\$29,122.38	\$27,876.21
Financial Clerks	\$34,010.21	\$35,790.36	\$39,987.40	\$37,910.33	\$37,785.57	\$38,845.15
Nursing, Psychiatric, and Home Health Aides	\$23,371.09	\$23,370.50	\$24,887.37	\$23,328.26	\$24,133.92	\$24,617.53
<b>Occupational Wages as a Percentage of Warrenton Wages (Over 100% is Greater than Warrenton)</b>						
Retail Sales Workers	100%	99%	109%	103%	107%	106%
Preschool, Primary, Secondary, and Special Education School Teachers	100%	98%	109%	93%	113%	109%
Food and Beverage Serving Workers	100%	100%	110%	105%	106%	105%
Health Diagnosing and Treating Practitioners	100%	101%	107%	108%	113%	117%
Other Personal Care and Service Workers	100%	100%	97%	95%	92%	97%
Information and Record Clerks	100%	100%	110%	107%	107%	108%
Cooks and Food Preparation Workers	100%	100%	110%	108%	105%	106%
Health Technologists and Technicians	100%	96%	103%	100%	108%	101%
Motor Vehicle Operators	100%	108%	117%	109%	126%	119%
Secretaries and Administrative Assistants	100%	102%	114%	107%	109%	108%
Other Office and Administrative Support Workers	100%	100%	109%	104%	106%	104%
Material Recording, Scheduling, Dispatching, and Distributing Workers	100%	113%	123%	126%	143%	110%
Other Education, Training, and Library Occupations	100%	101%	111%	102%	117%	112%
Financial Clerks	100%	105%	118%	111%	111%	114%
Nursing, Psychiatric, and Home Health Aides	100%	100%	106%	100%	103%	105%

Table 6-9: Cost of Living Adjusted Median Annual Earnings - Warrenton Top 15 Occupations - Warrenton vs. Region (2019)  
 Source: Virginia Labor Market Analytics & RKG Associates, Inc., 2019

NAICS	Description	Warrenton	Region	% of Region
11	Agriculture, Forestry, Fishing and Hunting	\$36,110	\$34,939	103.4%
21	Mining, Quarrying, and Oil and Gas Extraction	\$0	\$0	--
22	Utilities	\$0	Instf. Data	--
23	Construction	\$30,533	\$31,397	97.2%
31	Manufacturing	\$16,020	\$36,018	44.5%
42	Wholesale Trade	0	\$59,683	0.0%
44	Retail Trade	\$27,467	\$26,919	102.0%
48	Transportation and Warehousing	0	\$27,288	0.0%
51	Information	\$31,438	\$35,817	87.8%
52	Finance and Insurance	\$84,232	\$80,342	104.8%
53	Real Estate and Rental and Leasing	\$58,545	\$59,992	97.6%
54	Professional, Scientific, and Technical Services	\$71,235	\$65,609	108.6%
55	Management of Companies and Enterprises	\$0	\$0	--
56	Administrative and Support and Waste Management	\$26,280	\$26,181	100.4%
61	Educational Services	\$18,314	\$19,658	93.2%
62	Health Care and Social Assistance	\$49,843	\$38,157	130.6%
71	Arts, Entertainment, and Recreation	\$25,413	\$24,241	104.8%
72	Accommodation and Food Services	0	\$29,785	0.0%
81	Other Services (except Public Administration)	\$20,517	\$21,851	93.9%
90	Government	\$0	\$0	--
99	Unclassified Industry	\$0	\$0	--

Table 6-10: Industry Earning Comparison (Cost of Living Adjusted) - Warrenton vs. Region

Source: EMSI & RKG Associates, Inc., 2010

## Commuting Patterns

Commuting patterns and destinations of Fauquier County residents and workers have been analyzed with data obtained from OnTheMap, a data tool created by the U.S. Census Bureau (Table 7-11). By examining where people living in Fauquier County travel for work, and where workers employed in Fauquier County live, a better understanding of the locations of major employment centers around Fauquier County and the county’s economic attraction within the surrounding region can be obtained.

OnTheMap data reveal that 23.4 percent of people who lived in Fauquier County in 2017 were employed locally. However, a growing number of residents were commuting to Prince William County and Loudoun County between 2010 and 2017 (Table 7-11). This trend coupled with the decline of the labor force in Fauquier County during the same period suggests that people living in Fauquier County see less employment opportunities locally, and more people have chosen to travel to other parts of Northern Virginia, Maryland, and D.C. for work.

As shown in Table 7-12, most of the people who are employed in Fauquier

Jurisdiction	2010		2017	
	Count	Share	Count	Share
Fauquier County, VA	8,086	24.3%	8,507	23.4%
Fairfax County, VA	7,162	21.5%	7,376	20.3%
Prince William County, VA	3,643	10.9%	4,732	13.0%
Loudoun County, VA	2,190	6.6%	2,646	7.3%
Manassas City, VA	1,145	3.4%	1,207	3.3%
District of Columbia, DC	1,303	3.9%	1,037	2.9%
Arlington County, VA	1,050	3.2%	959	2.6%
Montgomery County, MD	583	1.7%	813	2.2%
Culpeper County, VA	600	1.8%	814	2.2%
Prince George’s County, MD	444	1.3%	597	1.6%
All Other Locations	7,123	21.4%	7,591	20.9%
<b>Total</b>	<b>33,329</b>	<b>100.0%</b>	<b>36,279</b>	<b>100.0%</b>

Table 6-11: Place of Employment of Fauquier County Residents (2010 and 2017) Source: U.S. Census Bureau, Center of Economic Studies (OnTheMap), 2019

\*These live in Fauquier County, but work elsewhere

County also live locally (40.3 percent in 2017), and more employees who work in the county chose to do so between 2010 and 2017. Other top home locations of people working in Fauquier County in 2017 include Culpeper County (10.9 percent), Prince William County (9.3 percent), Fairfax County (5.1 percent), and other locations (19.7 percent).

## Economic Potential of Transportation Improvements

As presented in the Transportation section of Warrenton 2040, transportation improvements have the potential to provide a direct benefit to Warrenton’s economy. These benefits can be derived by enhancing the travelling experience throughout Town and implementing Complete Streets typologies, increasing the attractiveness of public transit and enacting innovative parking strategies to foster greater economic activity and attract new residents.

Complete Streets measures enhance local economies by providing residents options for walking, biking, or transit to their destinations. In 2012 residents of Dallas, TX saved an average of \$9,026 per year by switching from car travel to transit, while Cleveland, OH residents saved an average of \$9,576<sup>2</sup>. By reducing the cost of transportation for the average resident the Town will increase resident money available for other uses. Complete Streets measures reduce traffic congestion and the cost to businesses due to driver inconvenience and delays for potential customers. Complete Streets projects make neighborhoods safer and more inviting by encouraging foot and bicycle traffic to local businesses.

Warrenton transit patronage has steadily increased since 2008 and is anticipated to increase in the future. An effective and efficient public transit system can help residents reduce transportation costs, as well as fuel and maintenance costs associated with private vehicles. As with Complete Streets measures, cost savings from transit allows residents to have money available for other expenditures within the local economy. Reliable public transit provides improved access to educational facilities, businesses, jobs, healthcare, and other destinations. While these destinations will receive a direct benefit, the Town derives a quality of life benefit from the provision of a full range of transportation amenities.

The creation of a Transit Development Plan will allow Warrenton to prioritize amenity improvements for bus stops, optimize transit routes to reduce rider trip times, coordinate service with transit providers beyond the Town limits, and increase late night service to coincide with entertainment events.

Among the suggested transportation measures of Warrenton 2040 are improved parking strategies that will provide an economic benefit for Warrenton. The

Jurisdiction	2010		2017	
	Count	Share	Count	Share
Fauquier County, VA	8,086	42.8%	8,365	40.3%
Culpeper County, VA	2,062	10.9%	2,265	10.9%
Prince William County, VA	1,475	7.8%	1,930	9.3%
Fairfax County, VA	897	4.8%	1,057	5.1%
Loudoun County, VA	676	3.6%	768	3.7%
Warren County, VA	631	3.3%	645	3.1%
Stafford County, VA	334	1.8%	481	2.3%
Spotsylvania County, VA	272	1.4%	428	2.1%
Frederick County, VA	367	1.9%	385	1.9%
Rappahannock County, VA	453	2.4%	357	1.7%
All Other Locations	3,627	19.2%	4,083	19.7%
<b>Total</b>	<b>18,880</b>	<b>100.0%</b>	<b>20,764</b>	<b>100.0%</b>

Table 6-12: Place of Residence of Workers Employed in Fauquier County, VA (2010 and 2017)

Source: U.S. Census Bureau, Center of Economic Studies (OnTheMap), 2019

\*Those who live in Fauquier County, but work elsewhere

<sup>24</sup> American Public Transit Association. (2012, July). Transit Savings Report (as cited on Smart Growth America Fact Sheet web site, <https://www.smartgrowthamerica.org/app/legacy/documents/csl/factsheets/cs-economic.pdf>).



Image 6-1: Greetings from Old Town Mural

replacement of 2-hour parking spaces with 1-hour spaces will increase customer turnover and thereby increase patronage for nearby businesses. Increased staffing of parking enforcement personnel and increased fines for overtime parking will also enhance enforcement and encourage parking turnover.

Finally, as discussed in the Transportation section of Warrenton 2040, currently most transportation funds programmed by the State are allocated through VDOT's SMART SCALE process. The Town of Warrenton is currently classified as Area Type D, which scores safety and economic benefit above congestion, accessibility, and

environmental quality. The Transportation section provides a recommended prioritization of the proposed projects and pursuits are aligned with VDOT's current SMART SCALE ranking criteria. The majority of projects prioritized in the section are anticipated to have a significant economic benefit for Warrenton.

## Economic Potential of Tourism Industry

The Town of Warrenton has several attractions that contribute to its reputation as a tourism destination in Northern Virginia. Many of the more notable attractions are reflective of Warrenton’s history and the preservation of historic structures and homes - many of which are in the Old Town historic district. However, Warrenton is located within Virginia’s wine country, which is growing in reputation over the past several decades for its production of quality wines and the creation of more than 100 wineries throughout the region. This is also the location of Virginia horse and hunt country, which attracts people interested in owning and raising horses, participating in competitive equestrian events, and those people attracted to the rural lifestyle associated with this part of the State. The following are some of Warrenton’s most notable tourism assets:

- **Old Town Warrenton**

Old Town Warrenton offers a unique sense of quaintness with its brick sidewalks, galleries, local shops, delightful food, micro-brew and cider businesses, and friendly locals. The Old Town preserves its rich and notable local and national history with



Image 6-2: John Marshall Statue

countless sites like the Old Jail Museum and Warren Green Hotel. Old Town Warrenton is part of a designated National Parks Service (NPS) Main Street Community. A nonprofit organization, “Experience Old Town Warrenton”, has been formed to foster and inspire an environment in Old Town Warrenton that enhances economic vitality while preserving the historic character of the community and to promote a rich and appealing cultural atmosphere to live, play, and do business. Old Town Warrenton also features events year-

round including Molly’s Wearing O’ the Green 5K in March, a Farmers’ Market from April to November, First Fridays from March to October, a Spring Festival in May, the Bluemont Concert Series on Saturdays from June to September, the Father’s Day Car Show and 5th Street Wine Festival in June, a Fourth of July Parade, the Evening Under the Stars and Fauquier Heritage Day in September, the Great Pumpkin Ride and Halloween Happyfest in October, and Christmas in Old Town and GumDrop Square in December.

- **Old Town Historic Walking Tours**

Visitors can also take a walking tour to see all the historic sites of Old Town Warrenton, including Warrenton Cemetery, Fauquier History Museum at the Old Jail, Fauquier County Courthouse, the statue of John Marshall, California Building, Warren Green Hotel, Beckham House, Warrenton Presbyterian Church, Warrenton Baptist Church, Warrenton Branch Greenway, the Depot, John Quincy Marr House, Mecca, and Paradise.

- **Warrenton Cemetery (Corner of W. Lee and S. Chestnut Street)**

The final resting place of Col. John S. Mosby, 66 of Mosby’s Rangers, and 986 Confederate soldiers, of every Southern State, and about 650 casualties of the Civil War, 585 of whom died after being evacuated to Warrenton and the surrounding vicinity after the 1st and 2nd Battles of Manassas.

- **Fauquier County Courthouse**

Originally built in 1791, the courthouse was destroyed by fire twice. The courthouse that now stands was re-built in 1890 as a replica of the courthouse that stood there during the Civil War.

- **Statue of John Marshall**

On the lawn next to the courthouse is a statue of John Marshall, Chief Justice of the Supreme Court for 34 years, and Fauquier native. Marshall supported the American Revolution and fought for the adoption of the U.S. Constitution.

- **California Building (circa 1850)**

Originally built as a residence for William “Extra Billy” Smith. After the Civil War ended and John Mosby was pardoned by Ulysses Grant, Mosby maintained his law



*Image 6-3: Warrenton Cemetery*

office here from 1865 - 1877.

- **Warren Green Hotel**

Now known as the Warren Green Building, county government offices are currently located here. Built on the site of the Norris Tavern in (1819), Union Gen. George McClellan said farewell to his troops here after being fired by Pres. Lincoln and turned command over to

Gen. Ambrose E. Burnside in November 1862. In 1825, Gen. Lafayette was given a banquet here and addressed a crowd of 6,000 which included Andrew Jackson, James Monroe, and Henry Clay. The hotel was host to Pres. Theodore Roosevelt who spoke to a crowd from its balcony in 1909 after his famous ride to prove one could travel by horseback from the White House and back in one day. The hotel hosted numerous more prestigious socialites, war officials, and politicians throughout its time. Wallis Warfield, future Duchess of Windsor, resided here while awaiting her first divorce. Years later, King Edward VIII of England would abdicate his throne to marry her.

- **Beckham House (7 Culpeper Street)**

Now a private men’s club, during the “Fairfax Courthouse Raid”, Union cavalry Gen. Edwin Stoughton was kidnapped by Mosby’s Rangers from his bed at Fairfax amid thousands of Union cavalrymen. Stoughton was brought to this home for breakfast before being sent to Richmond as a prisoner of war. In addition, the parents of Stoughton’s pre-war West Point roommate lived here.

- **Warrenton Presbyterian Church**

Built in 1855, this church served as a hospital during wartime with patients on the sanctuary floor and horses in the basement. A hole in the first-floor permitted dropping of fodder to the horses down below.

- **Warrenton Baptist Church**

This brick structure replaced an 1850 wooden church. The church served as a hospital during wartime.

- **Warrenton Branch Greenway**

This popular paved trail was constructed over an abandoned railway line which was part of the Orange and Alexandria Railroad. The Warrenton Branch ran from Calverton to Warrenton. During the Civil War, the Warrenton Branch became a supply line for both Union and Confederate troops. By 1948, the line was no longer in steady use and was finally abandoned in 1988. In times of peace the trains would bring passengers into the Town for Sunday service.



*Image 6-4: Warrenton Baptist Church*

- **The Depot**

Now Claire's at the Depot restaurant, this depot was built in 1907 to replace the original 1852 depot. An assassination attempt was made on Mosby here after the end of the Civil War.

- **John Quincy Marr House (118 Culpeper Street)**

Build in 1830, this was home to Captain Marr of the Warrenton Rifles, killed June 1861 in Fairfax. He was the first Confederate officer to die in the Civil War.

- **Mecca (194 Culpeper Street)**

This is a private home and is not open to the public. Built in 1859, the home was used as a hospital after the 1st and 2nd Battles of Manassas. It was also used as headquarters for Union Generals McDowell, Sumner, and Russell (1863 - 1865).

- **Paradise (158 Winchester Street)**

This is a private home and is not open to the public. Built in 1758 for Col. Martin Pickett, this is the oldest home in Warrenton. Pickett was a soldier in the French and Indian War and delegate to the Virginia Constitutional Convention in 1788. The home was the site of bivouac by the Lafayette Honor Guard in 1825.

- **Wineries**

Warrenton is surrounded by numerous wineries, many of which are within an hour's drive of Town. Visitors can visit several in one day, either following the Fauquier Wine Trail, creating one's own itinerary, or enjoying a personalized



*Image 6-5: The Train Depot*

tour via trolley. Some popular wineries include Molon Lave Vineyards, Granite Heights Winery, Mediterranean Cellars winery, Barrel Oak Winery, Pearmund Cellars winery, and Morais Vineyards & Winery.

- **Running Horse Shows and Horseback Riding**

Fauquier County is known as Horse and Wine Country. It hosts some of the largest equestrian events in the country, including the nation’s longest-running horse show, Olympic trials,

and the Virginia International Gold Cup steeplechase races in May. Visitors can also experience horseback riding at equestrian facilities near Warrenton, including Castle Strasburg, Moriah Farm, and Ashland Equestrian.

## Experience Old Town Warrenton Activities

As stated previously, “Experience Old Town Warrenton” is a non-profit organization formed to foster and inspire an environment in Old Town Warrenton that enhances economic vitality while preserving the historic character of the community, and to promote a rich and appealing cultural atmosphere to live, play, and do business. Among its activities are restaurant weeks, farm to table feasts, First Friday events, and seasonal celebrations.

## Gloria Faye Dingus Center for the Arts

Located on Main Street, the Gloria Faye Dingus Music Alliance is dedicated to enriching the quality of life, cultural diversity, mental wellness, and vitality of the Warrenton community through music and the performing arts. Gloria Faye Dingus Music Alliance serves the community as an entertainment center, art gallery, educational facility, events venue, and community gathering place.

### Allegro Community School

Allegro Community School is also on Main Street and provides music, theater, and visual arts instruction for all ages. The center provides instruction for dance, musical theater, orchestra, choirs and vocal ensembles, music therapy, creative aging classes, and a music academy for the blind.

### Tourism Trends

The Virginia Tourism Corporation publishes estimates of tourism-related expenditures, employment, payroll, and local and State tax receipts for Virginia’s counties each year. The studies to estimate the domestic travelers’ spending estimates were conducted by the Research Department of the U.S. Travel Association (formerly known as TIA). The studies provide estimates of domestic traveler expenditures in Virginia and its 133 counties and independent cities, as well as the employment, payroll income, and State and local tax revenue directly generated by these expenditures.

The data represent the direct travel impact estimates for the locality. These five impact estimates EXCLUDE indirect, or multiplier, impacts.

- Expenditures represent the direct spending by domestic travelers including food, accommodations, auto transportation, public transportation, incidental purchases, entertainment/recreation, and travel-generated tax receipts.
- Payroll represents the direct wages, salaries, and tips corresponding to direct travel-related employment.
- Employment represents the estimates of direct travel-related employment in the locality.
- Local Travel Receipts represents the estimates of direct travel-related local taxes generated within the locality. These include county and city receipts from individual and corporate income taxes, sales, excise and gross receipts taxes, and property taxes<sup>3</sup>.

Table 7-13 contains 5-year trend data (2014-2018) for Fauquier County and the surrounding jurisdictions comprising the western Northern Virginia region. The data show that Fauquier has been performing comparably to its neighboring jurisdictions in terms of tourism economic impacts. In summary, Fauquier County captured roughly \$185 million in tourism expenditures in 2018, which supported

1,834 jobs. If tourism was considered a stand-alone industry, it would be the sixth largest industry in the county. However, tourism is unique in that it includes the economic activity of a variety of different industries from eating and drinking establishments, to arts and entertainment, to gasoline stations and many others.

Over the past 5 years, the increase in tourism expenditures for Fauquier County has outpaced employment gains, 14 percent to 6.9 percent respectively. Both metrics are similar to the region and the State but have lagged slightly. Roughly \$38.9 million was paid to 1,834 persons employed in tourism in 2019, resulting in an average annual pay of \$20,097. This is quite a bit below the average industry earning reported previously of \$37,511 for the Region. While these compensation metrics are not identical in what they are measuring, they do give a sense of the lower compensation levels to tourism workers.

From a taxable revenue standpoint, tourism contributes roughly \$3.1 million each year to local governments budgets. This is mostly to sales tax receipts on purchases made by tourists. These revenues have increased by 18.5 percent since 2014.

*25 EMSI, 2019*

Finally, a productivity measure from the VTC data was analyzed to show the average expenditures generated per tourism worker. In 2019, roughly \$100,920 per worker was generated on average in Fauquier County. This was below the regional jurisdictions and the State, which was \$110,210. The data suggest that the county, and by implication Warrenton, may not be monetizing its tourism assets in quite the same way as its regional competition. This is often a function of the types of attractions offered and the number of visitors attracted each year. A waterpark resort such as Great Wolf Lodge will generate many more visitors on a repeating basis than an walking tour. Warrenton must closely examine its offerings and determine if additional attractions are needed if this industry is vital to its economic base. The benefits of doing so are two-fold. Number one, the region already has many tourism attractions that bring people to Northern Virginia. This makes it inherently easier for a small town like Warrenton to “piggy-back” on those existing investments. Number two, there are many home-grown opportunities to capture tourism expenditures by providing an array of special interest attractions and events that are reflective of Warrenton’s special character and appeal.

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 162,325,105	\$ 1,593,504,616	\$ 525,250,256	\$ 37,238,528	\$ 66,979,977	\$ 2,385,298,482	\$ 22,400,425,285
2015	\$ 168,014,696	\$ 1,639,366,892	\$ 541,579,295	\$ 38,323,349	\$ 67,060,239	\$ 2,454,344,471	\$ 22,938,962,792
2016	\$ 174,094,717	\$ 1,686,573,659	\$ 570,900,715	\$ 40,296,849	\$ 68,061,000	\$ 2,539,926,940	\$ 23,699,809,658
2017	\$ 183,348,593	\$ 1,763,954,812	\$ 592,083,413	\$ 42,674,399	\$ 71,114,795	\$ 2,653,176,012	\$ 24,750,207,684
2018	\$ 185,086,573	\$ 1,841,558,327	\$ 618,613,216	\$ 44,513,218	\$ 72,736,442	\$ 2,762,507,776	\$ 25,843,544,306
'14-'18 % Growth	14.0%	15.6%	17.8%	19.5%	8.6%	15.8%	15.4%

**Tourism-Related Employment  
Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	1,715	16,302	6,011	377	572	24,977	216,949
2015	1,782	16,840	6,223	390	575	25,810	223,096
2016	1,836	17,225	6,522	407	580	26,570	229,259
2017	1,878	17,497	6,590	416	589	26,970	232,223
2018	1,834	17,673	6,662	420	583	27,172	234,494
'14-'18 % Growth	6.9%	8.4%	10.8%	11.4%	1.9%	8.8%	8.1%

**Tourism-Related Payroll  
Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 31,093,207	\$ 599,301,375	\$ 133,947,888	\$ 7,059,887	\$ 10,894,612	\$ 782,296,969	\$ 5,083,627,515
2015	\$ 32,966,983	\$ 631,568,157	\$ 141,496,323	\$ 7,442,534	\$ 11,173,532	\$ 824,647,529	\$ 5,337,347,232
2016	\$ 34,876,143	\$ 663,376,832	\$ 152,262,593	\$ 7,989,864	\$ 11,578,029	\$ 870,083,461	\$ 5,624,410,444
2017	\$ 36,811,601	\$ 695,355,196	\$ 158,263,145	\$ 8,480,081	\$ 12,124,407	\$ 911,034,430	\$ 5,887,960,865
2018	\$ 36,858,777	\$ 720,051,591	\$ 164,011,735	\$ 8,773,653	\$ 12,300,181	\$ 941,995,957	\$ 6,099,241,260
'14-'18 % Growth	18.5%	20.1%	22.4%	24.3%	12.9%	20.4%	20.0%

**Tourism-Related Local Tax Receipts  
Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 2,645,413	\$ 24,376,024	\$ 7,870,452	\$ 822,235	\$ 1,684,041	\$ 37,398,165	\$ 595,139,437
2015	\$ 2,828,287	\$ 25,903,241	\$ 8,388,703	\$ 874,048	\$ 1,741,597	\$ 39,735,876	\$ 629,468,091
2016	\$ 2,987,862	\$ 27,169,519	\$ 9,015,547	\$ 937,005	\$ 1,802,103	\$ 41,912,036	\$ 663,385,817
2017	\$ 3,093,715	\$ 27,937,774	\$ 9,192,879	\$ 975,586	\$ 1,851,267	\$ 43,051,221	\$ 681,393,732
2018	\$ 3,060,407	\$ 28,581,824	\$ 9,411,959	\$ 997,215	\$ 1,855,507	\$ 43,906,912	\$ 701,496,766
'14-'18 % Growth	15.7%	17.3%	19.6%	21.3%	10.2%	17.4%	17.9%

**Tourism-Related Expenditures Per Worker  
Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 94,650	\$ 97,749	\$ 87,382	\$ 98,776	\$ 98,776	\$ 94,994	\$ 103,252
2015	\$ 94,284	\$ 97,350	\$ 87,029	\$ 98,265	\$ 98,265	\$ 94,602	\$ 102,821
2016	\$ 94,823	\$ 97,914	\$ 87,535	\$ 99,009	\$ 99,009	\$ 95,108	\$ 103,376
2017	\$ 97,630	\$ 100,815	\$ 89,846	\$ 102,583	\$ 102,583	\$ 97,876	\$ 106,579
2018	\$ 100,920	\$ 104,202	\$ 92,857	\$ 105,984	\$ 105,984	\$ 101,161	\$ 110,210
'14-'18 % Growth	6.6%	6.6%	6.3%	7.3%	7.3%	6.5%	6.7%

Table 6-13: Tourism Related Expenditures - Fauquier County and Surrounding Region (2014-2018) Source: Virginia Tourism Corporation and RKG Associates, Inc., 2018

# Fiscal Health Overview

A fiscal impact model was created for Warrenton 2040 to understand the relationship between land use decisions and the change in revenues and expenditures for the Town. The fiscal impact model provides two primary objectives: [1] to provide the Town with an understanding of how various land uses influence local revenue streams and expenses; and [2] to assess the potential fiscal impact of individual development proposals within the Town. This chapter focuses on the former. The following narrative details the results of the analysis and how land use influences the Town’s fiscal sustainability.

The fiscal impact model operates on three primary assumptions: [1] the model measures incremental impacts to the Town; [2] the model calculates local inflow-outflow balance; and [3] the model includes substantial revenues and expenditures.

- **Incremental Impacts -** Standard fiscal impact modeling recognizes that there are certain fixed costs to a community regardless of development activity. For example, the Town of Warrenton will need one town manager regardless of development activity. These fixed costs do not change with new development. This analysis

distinguishes between fixed costs and incremental costs for the purposes of understanding the actual impact of development by land use.

- **Local Inflow-Outflow Activity -** This analysis focuses exclusively on direct revenues and expenses incurred by the Town of Warrenton. Outside revenues (i.e. the Commonwealth’s portion of sales tax) and expenditures (i.e. VDOT contributions to road maintenance) are not considered. This isolates the true fiscal impact on Warrenton.
- **Substantial Budget Line Items -** The analysis focuses on the primary revenue and expenditure categories from the town’s budget. The budget numbers used to run the model may differ from actual numbers since revenues and expenditures not related to land use were excluded. These include items such as intergovernmental transfers discussed in the previous bullet.

The data contained in this analysis came from several sources, including the Warrenton Annual Town Budget, bond prospectus, audited financial statements, and interviews with various Town staff.

## HOW THIS ANALYSIS RELATES TO WARRENTON 2040

Understanding the fiscal impacts of new development (or redevelopment) is often an important component of a municipality’s decision making. Maintaining a healthy balance of revenues and expenditures ensures property and business owners are not burdened with substantial, unexpected costs from increased tax revenues. Warrenton 2040 Comprehensive Plan recommendations must consider how new land use strategies would affect the Town’s financial sustainability. This analysis focuses on measuring the impact of a “no change” development scenario, where the Town does not alter its land use policies and compares that result to three alternative scenarios that measure an increasingly more robust development strategy.

Fiscal impact analysis should not be an absolute metric that determines future land use strategy. There are several other factors that should be considered in tandem with fiscal impacts (Figure 7-7), and there are situations where a neutral or negative fiscal impact of new development is acceptable because of other considerations. For example, the

**DRAFT**

development of public facilities (i.e. pickle ball courts) have a negative fiscal impact to the community due to the construction and operation costs but provide a public benefit that the community determines to outweigh that cost.

## RESEARCH METHODOLOGY

Ultimately, a fiscal impact model measures the change in revenues and expenditures that a municipality incurs as a result of a change in land use (and as a result new development). The following narrative provides a brief explanation of the revenue and expenditure assumptions for the Town’s five subareas by land use type.

### Revenue and Expenditure Allocation

Revenues collected by the town and expenditures on the services needed to maintain quality of life must be allocated in an accurate manner for a fiscal model to function. Revenues are much easier to track on a land-use basis due to the nature of their application. For example, any accommodation tax revenue collected within the Town is a direct result of the existing lodging facilities. Similarly, real property tax revenue is a direct reflection of assessed value and the Town’s real property tax rate.

In contrast, the manner in which expenditures are tabulated and tracked make it impossible to determine the exact allocation by land use type. For example,



Figure 6-7:

the Town’s public works budget does not identify which investments are done in a commercial area and which are done in a residential neighborhood. Even if they were, it is not possible to assign the full value of that investment to one or the other since those infrastructure resources are used both residentially and commercially. That said, the model can only work if income and expense line items can be allocated between uses. Allocation based on development levels is a reliable proxy for distributing costs. The Town’s 2019 land digest shows that residential uses have a cumulative building square footage of 10,999,313. This figure represents approximately 63.4 percent of the total taxable building inventory. Nonresidential land uses constitute 4,556,793 square feet, or 26.3 percent. The remaining 10.4 percent includes tax-exempt buildings (i.e. government buildings). For the purposes of this analysis, the model only considers residential and

nonresidential uses. To this point, the default allocation of expenditures is 70.7 percent for residential and 29.3 percent for commercial.

However, not all expenditure categories are generated by both residential and nonresidential uses. For example, the Parks and Recreation expenditure budget is exclusively generated by the residential properties in the Town. This analysis accounted for these unique situations as necessary in the model. Table 7-14 details the expenditure allocation assumptions.

### Revenues

The Town has several revenue sources to fund government operations. The Town’s budget shows those revenues detailed between locally derived revenues, Commonwealth transfers, and Federal transfers. The fiscal model only considers those revenues generated directly from local residents and businesses,

<b>GENERAL GOVERNMENT</b>		
Legislative	70.7%	29.3%
Executive	70.7%	29.3%
Legal Services	70.7%	29.3%
Finance & Human Resources	70.7%	29.3%
Other Organizations	70.7%	29.3%
Elections	100.0%	0.0%
<b>PUBLIC SAFETY</b>		
Police Department	70.7%	29.3%
Inspections	50.0%	50.0%
Fire & Rescue	70.7%	29.3%
<b>PUBLIC WORKS</b>		
Administration	70.7%	29.3%
Streets (including Arterial & Collector)	70.7%	29.3%
Sanitation (Refuse & Recycling)	70.7%	29.3%
General Properties	70.7%	29.3%
Parking – NEW!	70.7%	29.3%
Cemetery	70.7%	29.3%
<b>HEALTH AND WELFARE</b>	<b>100.0%</b>	<b>0.0%</b>
<b>PARKS &amp; RECREATION</b>		
Aquatic Center	100.0%	0.0%
Parks Maintenance	100.0%	0.0%
Administration	100.0%	0.0%
<b>COMMUNITY DEVELOPMENT</b>		
Planning & Zoning	50.0%	50.0%
Visitors Center	0.0%	100.0%
Planning Commission	50.0%	50.0%
Architectural Review Board	70.7%	29.3%
Board of Zoning Appeals	50.0%	50.0%
Economic Development	0.0%	100.0%
<b>CONTRIBUTIONS TO OUTSIDE ENTITIES</b>	<b>70.7%</b>	<b>29.3%</b>
<b>DEBT SERVICE</b>	<b>70.7%</b>	<b>29.3%</b>
<b>TRANSFER TO CIP FUND</b>	<b>70.7%</b>	<b>29.3%</b>
<b>CAPITAL PROJECT FUND</b>	<b>70.7%</b>	<b>29.3%</b>
<b>WATER &amp; SEWER OPERATING FUND</b>		
Water Supply & Distribution	70.7%	29.3%
Wastewater Treatment	70.7%	29.3%
Administration	70.7%	29.3%
Debt Service	70.7%	29.3%
Transfers	70.7%	29.3%
<b>WATER AND SEWER CAPITAL PROJECT FUND</b>	<b>70.7%</b>	<b>29.3%</b>

as governmental transfers are proportional to that specific program’s metrics (i.e. Virginia contributions for road maintenance based on total miles of State roadways). To this point, the revenue analysis focuses only on those revenues created locally. Table 7-15 shows a detailed breakdown for the Town.

The model uses the local total to determine the incremental impact of new development. For example, the Town’s revenue from tangible personal property tax (\$1,159,409) was derived from local sources (\$440,917) and from the State’s Personal Property Tax Relief Act (PPTRA) revenue of \$718,492. The model only uses the local total to determine incremental increases in personal property tax revenue. Correspondingly, the \$718,492 is also removed from the expenditure calculations to ensure an accurate assessment of the fiscal impact to the Town.

### Expenditures

For the expenditure assessment, intergovernmental transfers and outside investments were removed from the total to capture the true locally derived expenditures. Of the Town’s \$13.6 million in general fund revenues, almost \$3.2 million comes from outside sources. Those outside source revenues that are dedicated to a specific department (i.e. VDOT Street & Highway Maintenance revenues) are allocated appropriately. Those outside sources that are not committed to a specific expenditure were then allocated across all categories on a proportional basis. As previously detailed, the \$718,492 revenue from the State to cover the personal property tax relief also had to be removed from the expenditure table to ensure a local balance.

Since the PPTRA funds are not dedicated to a specific expenditure, those dollars were distributed based on a pro rata basis. Table 7-14 details expenditures by category from local and outside sources.

Table 6-14: Expenditure Allocation - Town of Warrenton, Virginia  
Source: RKG Associates, Inc., 2019

Category	2018 Actual Revenue	Outside Source Share (in \$)	Total Local Revenue
<b>GENERAL FUNDS</b>			
<b>LOCAL REVENUE</b>	<b>\$10,581,134</b>	<b>\$163,283</b>	<b>\$10,417,851</b>
General Property Taxes	\$1,261,090	\$0	\$1,261,090
Real Estate	\$789,635	\$0	\$789,635
Mobile Homes	\$0	\$0	\$0
Tangible Personal Property-General	\$440,917	\$0	\$440,917
Tangible Personal Property-Handicapped	\$0	\$0	\$0
Motor Homes, Campers and Boats	\$0	\$0	\$0
Machinery and Tools	\$3,815	\$0	\$3,815
Business Personal Property & Computers	\$8,954	\$0	\$8,954
Penalties and Interest	\$17,769	\$0	\$17,769
Other Local Taxes	\$7,314,554	\$0	\$7,314,554
Local Sales Taxes	\$709,036	\$0	\$709,036
Consumer Utility Taxes [1]	\$510,053	\$0	\$510,053
BPOL [2]	\$2,026,989	\$0	\$2,026,989
Amusements	\$0	\$0	\$0
Business, Personal & Repair Services	\$442,326	\$0	\$442,326
Contractors, Builders or Developers	\$45,286	\$0	\$45,286
Professional, Financial & Real Estate Services	\$763,163	\$0	\$763,163
Retail Merchandise	\$679,107	\$0	\$679,107
Vending Machine Operators	\$1,853	\$0	\$1,853
Public Utilities (Telephone & Telegraph)	\$0	\$0	\$0
Wholesale Merchandise	\$9,100	\$0	\$9,100
Flat Fee Total	\$86,154	\$0	\$86,154
Utility Consumption Taxes [3]	\$64,166	\$0	\$64,166
Motor Vehicle Licenses [4]	\$195,750	\$0	\$195,750
Bank Franchise Taxes	\$849,887	\$0	\$849,887
Meals Taxes	\$2,550,799	\$0	\$2,550,799
Cigarette Taxes	\$171,699	\$0	\$171,699
Transient Occupancy Taxes	\$236,175	\$0	\$236,175
Permits & Fees	\$170,337	\$0	\$170,337
Fines & Forfeitures	\$166,622	\$0	\$166,622
Use of Money/Property	\$128,937	\$0	\$128,937
Charges for Services	\$1,229,166	\$0	\$1,229,166
Miscellaneous Revenue	\$310,428	\$163,283	\$147,145
<b>STATE REVENUE</b>	<b>\$2,978,084</b>	<b>\$2,978,084</b>	<b>\$0</b>
Non-Categorical Aid	\$613,829	\$613,829	\$0
Motor Vehicle Rental Tax	\$121,172	\$121,172	\$0
Rolling Stock Tax	\$116	\$116	\$0
Communications Sales Tax	\$492,541	\$492,541	\$0
Categorical Aid	\$2,364,255	\$2,364,255	\$0
VDOT Street & Highway Maintenance	\$1,401,189	\$1,401,189	\$0
PPTRA Revenue (Personal Property Tax Relief Act)	\$718,492	\$718,492	\$0
VDFP Aid to Localities (Virginia Fire Programs Fund)	\$32,131	\$32,131	\$0
DCJS Section 599 Funds (Department of Criminal J	\$203,872	\$203,872	\$0
VCA Local Government Challenge Grant	\$4,500	\$4,500	\$0
Litter Control Grant	\$4,071	\$4,071	\$0
State Asset Forfeiture Proceeds	\$0	\$0	\$0
<b>FEDERAL REVENUE</b>	<b>\$4,207</b>	<b>\$4,207</b>	<b>\$0</b>
DMV Safety Grant	\$2,207	\$2,207	\$0
U.S. Department of Justice	\$2,000	\$2,000	\$0
<b>TRANSFERS AND PROFFERS</b>	<b>\$20,709</b>	<b>\$20,709</b>	<b>\$0</b>
<b>USE OF FUND BALANCE</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>GENERAL FUND SUBTOTAL</b>	<b>\$13,584,134</b>	<b>\$3,166,283</b>	<b>\$10,417,851</b>

Table 6-15: Locally-Derived Revenue Tools - 2018 Approved Budget; Town of Warrenton, Virginia  
 Source: Town of Warrenton & RKG Associates, Inc., 2019

OTHER FUNDS			
<b>CAPITAL PROJECT FUND</b>	<b>\$1,862,978</b>	<b>\$482,048</b>	<b>\$1,380,930</b>
Local Revenue	\$45,510	\$45,510	\$0
Interest Revenue	\$510	\$510	\$0
Fauquier County	\$45,000	\$45,000	\$0
State Revenue	\$109,829	\$109,829	\$0
Federal Revenue	\$0	\$0	\$0
Proceeds from Indebtedness	\$326,709	\$326,709	\$0
Transfers In	\$1,380,930	\$0	\$1,380,930
<b>WATER &amp; SEWER OPERATING FUND</b>	<b>\$5,426,259</b>	<b>\$244,121</b>	<b>\$5,182,138</b>
Local Revenue	\$5,426,259	\$244,121	\$5,182,138
Permits, Fees & Licenses	\$11,640	\$0	\$11,640
Revenue from the Use of Money/Property	\$206,154	\$206,154	\$0
Charges for Services	\$5,170,498	\$0	\$5,170,498
Recoveries & Rebates	\$37,967	\$37,967	\$0
Miscellaneous Revenue	\$0	\$0	\$0
State Grant Revenue	\$0	\$0	\$0
Non-Revenue Receipts	\$0	\$0	\$0
Transfers & Reserves	\$0	\$0	\$0
<b>WATER &amp; SEWER CAPITAL PROJECT FUND</b>	<b>\$8,237,416</b>	<b>\$8,237,416</b>	<b>\$0</b>
Miscellaneous Revenue	\$109,341	\$109,341	\$0
Availability Fees	\$252,975	\$252,975	\$0
Proceeds from Indebtedness	\$0	\$0	\$0
Transfers / Reserves	\$7,875,100	\$7,875,100	\$0
<b>MOTOR POOL FUND</b>	<b>\$459,655</b>	<b>\$459,655</b>	<b>\$0</b>
<b>INFORMATION TECHNOLOGY FUND</b>	<b>\$309,587</b>	<b>\$309,587</b>	<b>\$0</b>
<b>OTHER FUNDS SUBTOTAL</b>	<b>\$16,295,895</b>	<b>\$9,732,827</b>	<b>\$6,563,068</b>
<b>ALL FUNDS TOTAL</b>	<b>\$29,880,029</b>	<b>\$12,899,110</b>	<b>\$16,980,919</b>
<b>LESS TRANSFERS</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>TOTAL ESTIMATED REVENUES</b>	<b>\$29,880,029</b>	<b>\$12,899,110</b>	<b>\$16,980,919</b>

Table 6-16: Local Expenditure Calculations - Town of Warrenton, Virginia  
Source: Town of Warrenton & RKG Associates, Inc., 2019

	<b>FY2018 Actual Spending</b>	<b>Inside/Outside Transfers</b>	<b>Local Spending</b>
<b>General Fund</b>			
General Government	\$1,242,132	\$175,123	\$1,067,009
Public Safety	\$3,911,145	\$759,004	\$3,152,141
Public Works	\$3,370,712	\$1,682,360	\$1,688,352
Parks & Recreation	\$1,990,097	\$354,251	\$1,635,846
Health and Welfare	\$133,891	\$18,877	\$115,014
Community Development	\$941,536	\$169,337	\$772,199
Contributions to Outside Entities	\$52,000	\$7,331	\$44,669
Debt Service	\$668,344	\$0	\$668,344
Transfer to CIP Fund	\$1,380,930	\$0	\$1,380,930
<b>Other Funds</b>			
CIP Fund	\$1,862,978	\$482,048	\$1,380,930
Water & Sewer Operating Fund	\$12,304,977	\$8,119,221	\$4,185,756
Water & Sewer Capital Project Fund	\$1,195,280	\$362,316	\$832,964
Motor Pool Fund	\$459,654	\$459,654	\$0
Information Technology Fund	\$309,588	\$309,588	\$0
<b>Total</b>	<b>\$29,823,264</b>	<b>\$12,899,110</b>	<b>\$16,924,154</b>

Table 6-17: Local Expenditure Calculations - Town of Warrenton, Virginia  
Source: Town of Warrenton & RKG Associates, Inc., 2019

	Local Spending	Residential Proportional Share	Commercial Proportional Share	Efficiency Adjustment	Residential Incremental Expenditures	Commercial Incremental Expenses	Incremental Impacts (Per Capita)	Impacts (Per \$1,000 of Value)
<b>General Fund</b>								
General Government	\$1,067,009	\$756,217	\$310,792	33.9%	\$256,099	\$103,604	24.96	\$0.12
Public Safety	\$3,152,141	\$2,169,424	\$982,716	59.6%	\$1,292,321	\$601,137	125.93	\$0.68
Public Works	\$1,688,352	\$1,193,789	\$494,563	51.6%	\$615,598	\$255,030	59.99	\$0.29
Parks & Recreation	\$1,635,846	\$1,635,846	\$0	17.6%	\$288,457	\$0	28.11	\$0.00
Health and Welfare	\$115,014	\$115,014	\$0	42.5%				
Community Development	\$772,199	\$312,167	\$459,374	38.5%	\$120,339	\$133,960	11.73	\$0.15
Contributions to Outside Entities	\$44,669	\$31,584	\$13,085	0.0%	\$0	\$0	0.00	\$0.00
Debt Service	\$668,344	\$472,568	\$195,776	0.0%	\$0	\$0	0.00	\$0.00
Transfer to CIP Fund	\$1,380,930	\$976,419	\$404,511	0.0%	\$0	\$0	0.00	\$0.00
<b>Other Funds</b>								
CIP Fund	\$1,380,930	\$976,419	\$404,511	50.6%	\$493,833	\$204,585	48.12	\$0.23
Water & Sewer Operating Fund	\$4,185,756	\$2,959,638	\$1,226,118	47.4%	\$1,401,781	\$580,729	136.60	\$0.66
Water & Sewer Capital Project Fund	\$832,964	\$588,967	\$243,997	0.0%	\$0	\$0	0.00	\$0.00
Motor Pool Fund	\$0	\$0	\$0	0.0%	\$0	\$0	0.00	\$0.00
Information Technology Fund	\$0	\$0	\$0	0.0%	\$0	\$0	0.00	\$0.00
<b>Total</b>	<b>\$16,924,154</b>	<b>\$12,188,053</b>	<b>\$4,735,442</b>	<b>--</b>	<b>\$4,468,428</b>	<b>\$1,879,044</b>	<b>435.43</b>	<b>\$2.13</b>
<hr/>								
Total Residents (2018)	10,262							
Total Nonresidential Assessed Value (2018)	\$881,112,400							

Table 6-18: Incremental Operational Costs - Town of Warrenton, Virginia  
 Source: Town of Warrenton & RKG Associates, Inc., 2019

**Efficiency Calculations**

Departmental expenses are derived from the detailed budget breakdowns for each department, and in some cases sub department, as listed in the Town’s annual budget. The projections of municipal costs on a per-capita or nonresidential value basis recognize that there are economies of scale associated with ongoing government operations, and that the introduction of new households and commercial operations in Town will affect certain departments more directly than others. Therefore, each functional element is assigned an efficiency factor, which is a percentage that reflects the incremental costs that would be incurred from net new

people or nonresidential development in Warrenton.

For example, police cost categories such as patrol services and investigations are likely to be more directly affected than fleet services and building operation. Similarly, fire rescue operations will be more directly affected than the Town’s administration budget. This analysis used the Town’s detailed Comprehensive Annual Financial Report (CAFR) to assess every budget line item to determine whether those expenditures are ‘fixed,’ will not change with new development, or are incremental. Table 7-15 shows the efficiency impact results of that analysis, as well as the incremental cost per capita (for residential

expenditures) and per \$1,000 of value (for non residential expenditures). As seen, each new resident is projected to create \$435.43 of net new incremental costs to the Town.

**Subarea Impacts**

Location within a jurisdiction can affect the fiscal impacts of new development. Simply put, building a house in one part of Warrenton may have different impacts than in another part of the Town. This study analyzed the potential impact of location for new residential and nonresidential development. Given the Town’s relatively small size and being effectively developed, the analysis revealed there likely is little variation for expenditures.

However, property valuation of new construction (and therefore revenue from real property taxes) does vary within Warrenton.

Figure 7-8 shows the subareas used to perform the market and economic analyses and Table 7-17 details the valuation differences by area of Town for each land use. In situations where a subarea does not have sufficient data to calculate an average, the Town-wide average was used. As seen, the value for existing supply (buildings over 30-years old and those built since 2009) varies by area of Town. To this point, the model accounts for real property tax revenue impacts based on where new development is proposed to occur (and whether the new development is greenfield or a redevelopment of existing buildings). The model input section has separate entry spaces by land use and subarea.

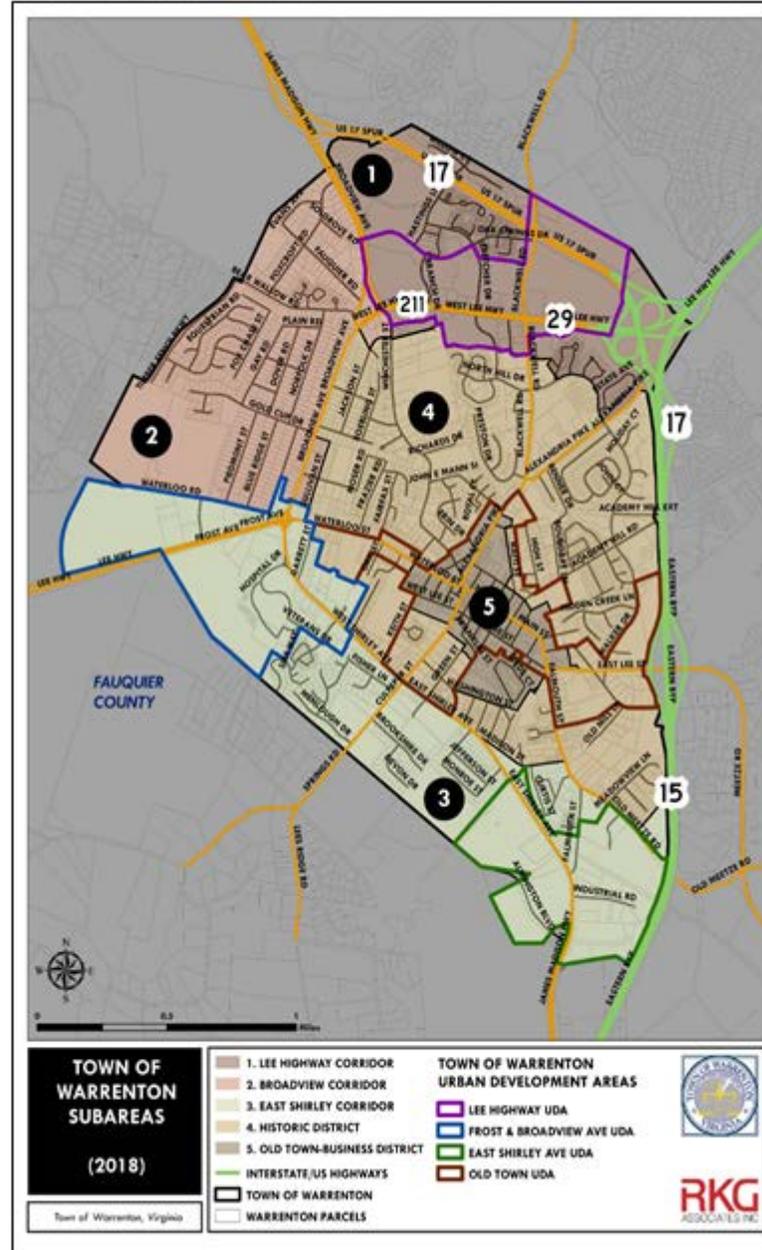


Figure 6-8: - Subarea Boundaries

	Broadview	Downtown	Lee Highway	Old Town	Pony Grounds	Town-wide
<b>NEW DEVELOPMENT VALUES (PROPERTIES BUILT SINCE 2009)</b>						
Per Unit Values						
Single Family Detached	\$542,850	\$359,495	\$376,858	\$344,900	\$384,325	\$376,858
Single Family Attached	\$362,087	\$362,087	\$362,087	\$362,087	\$362,087	\$362,087
Multifamily	\$189,693	\$189,693	\$189,693	\$189,693	\$189,693	\$189,693
Per Square Foot Values						
Retail	\$190.82	\$161.76	\$227.44	\$195.21	\$193.61	\$195.21
Restaurant	\$190.82	\$161.76	\$227.44	\$195.21	\$193.61	\$195.21
Office/Service	\$119.86	\$123.76	\$149.38	\$63.03	\$119.86	\$119.86
Bank	\$321.78	\$321.78	\$321.78	\$321.78	\$321.78	\$321.78
Hotel	\$119.86	\$123.76	\$149.38	\$63.03	\$119.86	\$119.86
Industrial	\$35.01	\$35.01	\$35.01	\$35.01	\$35.01	\$35.01
<b>EXISTING DEVELOPMENT VALUES (PROPERTIES BUILT PRIOR TO 1989)</b>						
Per Unit Values						
Single Family Detached	\$288,183	\$243,835	\$270,543	\$280,278	\$269,305	\$259,436
Single Family Attached	\$209,901	\$217,359	\$230,098	\$179,043	\$153,948	\$206,482
Multifamily	\$104,430	\$78,750	\$107,136	\$84,917	\$116,563	\$107,136
Per Square Foot Values						
Retail	\$22.50	\$34.09	\$26.78	\$39.32	\$24.27	\$26.78
Restaurant	\$22.50	\$34.09	\$26.78	\$39.32	\$24.27	\$26.78
Bank	\$74.99	\$96.31	\$90.56	\$114.80	\$96.31	\$96.31
Office/Service	\$55.75	\$38.37	\$59.70	\$57.25	\$72.86	\$55.75
Hotel	\$55.75	\$38.37	\$59.70	\$57.25	\$72.86	\$55.75
Industrial	\$4.22	\$15.08	\$19.72	\$19.11	\$31.01	\$19.72

Table 6-19: Average Assessed Values for Development by Subarea - Town of Warrenton, Virginia  
Source: Fauquier County and RKG Associates, Inc., 2019

[NB] Subareas with insufficient data uses the town-wide average as a proxy value

**Development Scenarios**

If Warrenton follows the minimal growth pattern it has experienced over the past decade very little residential development will occur. Given the saturation of the commercial market, very little new commercial development is projected either. As a result, the cost to construct and operate these new assets—as well as the increasing cost of providing the existing services to the Town—will exceed the new revenue generated through natural appreciation and the minimal development. As seen in Table 7-18, the fiscal model projects the Town will have a net negative fiscal impact of approximately \$509,000 by 2039 (in 2019 dollars).

As a part of the Warrenton 2040 plan process multiple development scenarios were developed to consider fiscal impacts. These scenarios included alternative stories about the future based on goals shared by the public and market opportunities in the region. The scenarios were built on plausible assumptions about growth rates, economic development and place-making opportunities, and physical capacity for infill/redevelopment. Each scenario assumes different rates of growth, location of that growth, and mixture of uses. All scenarios were tested for fiscal resilience (how the Town can afford to provide services to more people and jobs). Each scenario evaluated parcels for future

development that were considered most ripe for development.

In developing the conceptual number of housing units or commercial square footage, parcels within the Town were evaluated based on ripeness for development. Greenfield (undeveloped land) parcels were considered the most feasible from a development perspective. Greenfields were followed by development that has already been proposed and approved. Infill parcels and redevelopment of existing buildings or surface lots were considered the most complex and were evaluated based on site constraints. All assumptions for each scenario were considered conceptual and were intended to frame the most desired approach to land use, housing, and transportation.

### Populations Trends

The Employment and Development Scenarios go hand in hand with population trends. Overall population growth is trending downward; however, as indicated in the analysis, in order for Warrenton to realize its desired vision of becoming a Live/Work community, the Town cannot continue to grow at its current stagnant rate. Below is a chart of population trends by decade.

Population Trends 1940-2010			
Year	Total Town Population	Number Change (Decade)	Percentage Change (Decade)
1940	1,651		
1950	1,797	146	8.8%
1960	3,522	1,725	96%
1970	4,027	505	14.3%
1980	3,707	-320	-7.9%
1990	5,135	1,428	38.5%
2000	6,670	1,535	29.9%
2010	9,611	2,941	44.1%
2019	10,027*	416	0.04% (8.5 years)
Average Change Per Decade 1940-2010	N/A	1,047	28%

\*Estimate U.S. Census July 1, 2019

Sources: U.S. Bureau of the Census; Town of Warrenton Comprehensive Plans 1989 and 2002

Due to the natural fluctuation in growth patterns, the Town of Warrenton approaches future growth estimates like Fauquier County with low, medium, and high projections. The 2002 Comprehensive Plan forecasted between an annual growth rate of

3% on the high end, a 2.5% as intermediate, and 1.5% on the low end. Based on the growth patterns of 1990-2010, the Town realistically assumed a 3% projected growth rate based on previous trends. However, this assumption did not continue as the Great Recession hit and Warrenton never fully recovered.

The following chart uses lowers the growth rate scenario forecasts as the previous Comprehensive Plan. This is due to the fact that growth trends in the county, state and nationally are slowing overall. Projections indicate these trends will continue nationally through 2060. In fact, the Commonwealth has grown more slowly than the nation during the last decade\*. Additionally, Weldon Cooper Center for Public Service projects the Town will grow by only 815 people in the next 20 years, or 0.39% annually. This means it would be a challenge for Warrenton to achieve even a 1.5% growth rate. However, recognizing the region Warrenton is in it is prudent to recognize the trends of the 1990s-2010s.

\*Weldon Cooper Center for Public Service Press Release "State Population Growth Slows, With Most New Residents in Northern Virginia." July, 2019

Year	Population	0.39%	1.0%	1.5%	2.0%	2.5%
2020	10,008					
2030		10,408	11,055	11,615	12,200	12,811
2040		10,823	11,496	12,078	12,687	13,323

As a part of the plan development process the project team ran the fiscal impact of the 'Base' scenario and compared the results of that effort against the three growth scenarios. The following is a description of the Base scenario and brief descriptions of the elements of the three growth scenarios:

## **Base Scenario**

Each growth scenario included a series of community improvements that were identified through engagement with the Town administration and feedback from the community engagement process. These improvements constituted the Base scenario:

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$53,772	\$4,368	\$58,140
Tangible Personal Property-General	\$33,726	\$1,390	\$35,116
Machinery and Tools	\$0	\$56	\$56
Business Personal Property & Computers	\$0	\$132	\$132
Penalties and Interest	\$1,129	\$91	\$1,220
Local Sales Taxes	\$30,419	\$9,205	\$39,625
Water and Sewer Use	\$78,659	\$82,023	\$160,682
Consumer Utility Taxes [1]	\$27,309	\$3,390	\$30,699
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$5,122	\$170	\$5,292
Motor Vehicle Licenses [4]	\$14,973	\$617	\$15,590
Bank Franchise Taxes	\$0	\$0	\$0
Meals Taxes	\$48,046	\$269,712	\$317,757
Cigarette Taxes	\$15,043	\$253	\$15,296
Transient Occupancy Taxes	\$0	\$0	\$0
Permits & Fees	\$10,820	\$871	\$11,691
Fines & Forfeitures	\$10,584	\$852	\$11,436
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$119,656	\$0	\$119,656
Miscellaneous Revenue	\$14,324	\$0	\$14,324
<b>Subtotal - Revenues</b>	<b>\$463,581</b>	<b>\$373,130</b>	<b>\$836,711</b>
<b>EXPENDITURES</b>			
General Fund	\$211,602	\$10,845	\$222,447
General Government	\$21,063	\$1,027	\$22,090
Public Safety	\$106,287	\$5,961	\$112,248
Public Works	\$50,630	\$2,529	\$53,159
Parks & Recreation	\$23,724	\$0	\$23,724
Health and Welfare	\$0	\$0	\$0
Community Development	\$9,897	\$1,328	\$11,226
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$155,905	\$7,787	\$163,692
CIP Fund	\$40,615	\$2,029	\$42,644
Water & Sewer Operating Fund	\$115,290	\$5,758	\$121,048
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$367,507</b>	<b>\$18,632</b>	<b>\$386,139</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$0	\$0	\$0
Fire	\$0	\$0	\$0
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$959,380</b>	<b>\$0</b>	<b>\$959,380</b>

Table 6-20: Incremental Operational Costs - Town of Warrenton, Virginia  
 Source: Town of Warrenton & RKG Associates, Inc., 2019

Three scenarios were developed to determine the best framework for the future of Warrenton:

**Scenario 1 - Become a Livable Community**

This scenario is based on building more housing and having the Town population growth rate match those of the neighboring communities. The scenario assumed a modest net increase of commercial development including the redevelopment of a motel into a business-class hotel. The increase in commercial development is not substantial enough to overcome the additional residential costs as well as the demand for the new public amenities and services (Table 7-21).

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$89,092	\$7,638	\$96,730
Tangible Personal Property-General	\$69,198	\$2,430	\$71,628
Machinery and Tools	\$0	\$98	\$98
Business Personal Property & Computers	\$0	\$230	\$230
Penalties and Interest	\$2,316	\$159	\$2,475
Local Sales Taxes	\$62,413	\$79,900	\$142,314
Water and Sewer Use	\$99,604	\$109,695	\$209,299
Consumer Utility Taxes [1]	\$56,031	\$5,927	\$61,958
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$10,509	\$297	\$10,806
Motor Vehicle Licenses [4]	\$30,721	\$1,079	\$31,800
Bank Franchise Taxes	\$0	\$40,471	\$40,471
Meals Taxes	\$98,578	\$373,304	\$471,882
Cigarette Taxes	\$30,865	\$442	\$31,307
Transient Occupancy Taxes	\$0	\$25,671	\$25,671
Permits & Fees	\$22,199	\$1,523	\$23,722
Fines & Forfeitures	\$21,715	\$1,489	\$23,205
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$245,507	\$0	\$245,507
Miscellaneous Revenue	\$29,390	\$0	\$29,390
<b>Subtotal - Revenues</b>	<b>\$868,139</b>	<b>\$650,353</b>	<b>\$1,518,492</b>
<b>EXPENDITURES</b>			
General Fund	\$406,907	\$18,962	\$425,869
General Government	\$40,504	\$1,796	\$42,300
Public Safety	\$204,389	\$10,422	\$214,811
Public Works	\$97,361	\$4,422	\$101,782
Parks & Recreation	\$45,621	\$0	\$45,621
Health and Welfare	\$0	\$0	\$0
Community Development	\$19,032	\$2,323	\$21,355
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$299,803	\$13,615	\$313,419
CIP Fund	\$78,103	\$3,547	\$81,650
Water & Sewer Operating Fund	\$221,700	\$10,068	\$231,769
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$706,710</b>	<b>\$32,578</b>	<b>\$739,288</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$16,311	\$8,783	\$25,094
Fire	\$23,018	\$12,394	\$35,412
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$998,709</b>	<b>\$21,177</b>	<b>\$1,019,886</b>
<b>NET FISCAL IMPACT</b>	<b>(\$837,280)</b>	<b>\$596,598</b>	<b>(\$240,682)</b>

Table 6-21: Fiscal Impact Analysis Results (in 2019 Dollars)- Scenario 1 - Stronger Livable Community  
Source: RKG Associates, Inc., 2019

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$126,530	\$21,691	\$148,221
Tangible Personal Property-General	\$104,302	\$6,901	\$111,203
Machinery and Tools	\$0	\$279	\$279
Business Personal Property & Computers	\$0	\$654	\$654
Penalties and Interest	\$3,491	\$451	\$3,942
Local Sales Taxes	\$94,076	\$104,207	\$198,282
Water and Sewer Use	\$127,906	\$136,316	\$264,223
Consumer Utility Taxes [1]	\$84,456	\$16,831	\$101,288
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$15,841	\$844	\$16,684
Motor Vehicle Licenses [4]	\$46,306	\$3,064	\$49,370
Bank Franchise Taxes	\$0	\$0	\$0
Meals Taxes	\$148,588	\$513,293	\$661,880
Cigarette Taxes	\$46,523	\$1,254	\$47,777
Transient Occupancy Taxes	\$0	\$194,368	\$194,368
Permits & Fees	\$33,461	\$4,324	\$37,786
Fines & Forfeitures	\$32,732	\$4,230	\$36,961
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$370,054	\$0	\$370,054
Miscellaneous Revenue	\$44,300	\$0	\$44,300
<b>Subtotal - Revenues</b>	<b>\$1,278,565</b>	<b>\$1,008,707</b>	<b>\$2,287,271</b>
<b>EXPENDITURES</b>			
General Fund	\$600,206	\$53,851	\$654,057
General Government	\$59,745	\$5,101	\$64,846
Public Safety	\$301,483	\$29,598	\$331,080
Public Works	\$143,612	\$12,557	\$156,168
Parks & Recreation	\$67,294	\$0	\$67,294
Health and Welfare	\$0	\$0	\$0
Community Development	\$28,074	\$6,596	\$34,669
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$442,224	\$38,666	\$480,889
CIP Fund	\$115,205	\$10,073	\$125,278
Water & Sewer Operating Fund	\$327,018	\$28,593	\$355,611
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$1,042,430</b>	<b>\$92,517</b>	<b>\$1,134,947</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$24,467	\$13,174	\$37,641
Fire	\$34,527	\$18,592	\$53,119
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$1,018,374</b>	<b>\$31,766</b>	<b>\$1,050,140</b>
<b>NET FISCAL IMPACT</b>	<b>(\$782,239)</b>	<b>\$884,424</b>	<b>\$102,185</b>

**Scenario 2 - Become a Livable Destination Community**

This scenario included a stronger resident growth rate as well as a concerted effort by the Town to implement policy changes to attract greater tourist and visitor amenities (particularly restaurants and lodging establishments). In this scenario, 20 year builds was based on a growth rate that matches the region on average. Unlike Scenario 1, the change in commercial space was a result of the redevelopment of some existing under-performing retail assets for a slightly greater commercial presence and a strong growth of new lodging facilities. From a market perspective, this scenario remains realistic to the marketplace, specifically given the incremental increase in residential growth. Based on the strength of the lodging growth and the higher concentration of multi-family development (lower fiscal impacts due to smaller household sizes), this scenario has a net positive fiscal impact (Table 7-22).

Table 6-22: Fiscal Impact Analysis Results (in 2019 Dollars)- Scenario 2 - Livable Destination Community

Source: RKG Associates, Inc., 2019

### Scenario 3 – Become a Regional Live/Work Community

This scenario is the most aspirational of the three growth scenarios from a commercial development perspective, but remains well within regional performance standards. However, the nonresidential development proposal focuses on the redevelopment of aging shopping centers into mixed-use facilities with a decrease in retail space (based on declining square footage of commercial and increasing transactions with e-commerce) and a substantial increase in dining facilities, office space, and lodging space. The growth in the office component will require a concerted economic development effort from the Town to succeed. Simply put, the current marketplace for office development is not robust enough to project such growth by 2040. That said, the introduction of the proposed large-scale mixed-use developments likely will have a transformative effect on how the office market views the Town, particularly how the projected development program incorporates multi-family development, a critical missing component for Warrenton to attract more of the region’s younger workforce. In addition, the change to the Town’s Zoning Ordinance to allow for mixed-use and multi-family development that is by-right, will have a transformative effect on the financial feasibility of mixed-use projects in Warrenton. Employing a form-based approach in the Character Districts will create more pedestrian-scaled buildings and a mix of uses in a walkable environment. The focus on creating a strong connection between living, working, and recreating (restaurant growth) has proven effective throughout the region, including in Gainesville, Culpeper, Winchester, and Harrisonburg. The overall growth in investment-grade multi-family housing and the increase of office space and new lodging development is projected to create a net fiscal increase by 2040 (Table 7-23).

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$225,995	\$31,450	\$257,445
Tangible Personal Property-General	\$193,073	\$10,006	\$203,080
Machinery and Tools	\$0	\$404	\$404
Business Personal Property & Computers	\$0	\$948	\$948
Penalties and Interest	\$6,461	\$654	\$7,115
Local Sales Taxes	\$174,144	(\$14,480)	\$159,663
Water and Sewer Use	\$210,585	\$213,949	\$424,534
Consumer Utility Taxes [1]	\$156,337	\$24,404	\$180,741
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$29,323	\$1,223	\$30,546
Motor Vehicle Licenses [4]	\$85,717	\$4,442	\$90,159
Bank Franchise Taxes	\$0	\$40,471	\$40,471
Meals Taxes	\$275,051	\$559,956	\$835,007
Cigarette Taxes	\$86,118	\$1,819	\$87,937
Transient Occupancy Taxes	\$0	\$264,047	\$264,047
Permits & Fees	\$61,940	\$6,270	\$68,210
Fines & Forfeitures	\$60,590	\$6,133	\$66,722
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$685,007	\$0	\$685,007
Miscellaneous Revenue	\$82,003	\$0	\$82,003
<b>Subtotal - Revenues</b>	<b>\$2,332,346</b>	<b>\$1,151,695</b>	<b>\$3,484,041</b>
<b>EXPENDITURES</b>			
General Fund	\$1,096,116	\$78,079	\$1,174,195
General Government	\$109,108	\$7,396	\$116,504
Public Safety	\$550,577	\$42,914	\$593,491
Public Works	\$262,268	\$18,206	\$280,474
Parks & Recreation	\$122,894	\$0	\$122,894
Health and Welfare	\$0	\$0	\$0
Community Development	\$51,269	\$9,563	\$60,832
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$807,603	\$56,062	\$863,665
CIP Fund	\$210,392	\$14,605	\$224,997
Water & Sewer Operating Fund	\$597,212	\$41,457	\$638,668
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$1,903,719</b>	<b>\$134,140</b>	<b>\$2,037,859</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$40,778	\$21,957	\$62,735
Fire	\$57,545	\$30,986	\$88,531
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$1,057,703</b>	<b>\$52,943</b>	<b>\$1,110,646</b>
<b>NET FISCAL IMPACT</b>	<b>(\$629,077)</b>	<b>\$964,612</b>	<b>\$335,535</b>

Table 6-23: Fiscal Impact Analysis Results (in 2019 Dollars)- Scenario 3 - Regional Live/Work Community - Source: RKG Associates, Inc., 2019

## Scenario Analysis

The objective of scenario planning is to make assumptions on what the future is going to be and how the Town will change over time. Each scenario is visually articulated and builds a set of assumptions to guide long term thinking that provides a framework to update the Comprehensive Plan, as it relates to areas such as land use, housing, and transportation. Each scenario was presented to the community, Steering Committee, Planning Commission, and Town Council with supportive data, maps, and images articulating what the future could look like for each. Scenario 3 – Live/Work Community, was selected as the preferred scenario for Warrenton 2040, based on input from the Planning Commission and Town Council. As noted previously, the fiscal analysis is intended to give the Town leadership and community a perspective on how establishing a new revitalization strategy for Warrenton will affect the community. The results of this analysis are not intended to be the sole determining factor of whether (or how) the town defines its future land use strategy. That said, this analysis reveals three primary conclusions.

First, the citizens of Warrenton continue to want higher levels of services and amenities. This desire for improved facilities, expanded choices, and better connectivity will come at a cost. It is a cost that exceeds the Town's existing

financial capacity. The proposed changes, which include arts and cultural facilities, improvements to the WARF, an amphitheater, a parking garage in Old Town, and a comprehensive trail system, are projected to have a negative fiscal impact on the Town if development activity does not increase to levels similar to surrounding jurisdictions. Simply put, the Town cannot 'save its way' to fiscal sustainability. Improving the quality of life for existing residents will require additional revenue (either from new growth or existing residents).

Second, the mix of development matters. The market analysis reveals that the Town does not have the demand to continue to increase retail services. The existing development policies make new construction of any type challenging, even for those uses that have strong market demand (i.e. multi-family development). That said, the mix of uses that are proposed for development (or redevelopment) matter from a fiscal perspective. Residential uses with smaller household sizes will have a smaller fiscal impact on the Town's cost structure. From the nonresidential side, the modeling reveals accommodation and dining uses create a greater fiscal benefit to the Town due to their higher direct revenue streams.

Finally, balancing the mix of uses between residential and nonresidential uses will be critical from both a market perspective and a fiscal one. Growth in commercial development (particularly retail and dining venues) will require greater consumer spending, which primarily comes from local households. More strategically, diversifying the Town's housing stock will be important to redefine the local office market, as Millennials are becoming the largest portion of the white-collar labor force. This generation is delaying home-buying and family household formation at a higher rate than previous ones. Having a high quality, well-integrated live/work/recreate community is a fundamental need to attracting these workers (and as a result, their companies).

To implement the preferred scenario over the next 20 years, the Town will need to update its Zoning Ordinance to allow for mixed-use and/or multi-family development, office, and a range of housing types, based on an appropriate form and profile within the Town's adopted UDAs. The UDAs are intended to be transformed into mixed-use Character Districts with policies that address a range of topical elements, such as housing, transportation, community facilities, and parks and recreation. More importantly, predictability in the Town's development will introduce review process with a by-right approach.

Implementation of mixed-use Character Districts (Figure 7-9) will involve amending the Town’s Zoning Ordinance to allow for the creation of new zoning definitions and districts as well as overlays for Experience Broadview to allow for multi-family development, and to the Town’s industrial zoned areas, to allow for production of arts and crafts and distribution. Among the new Character Districts, a range of uses are to be defined as by-right, varying in intensities in each district, based on adjoining established neighborhoods, parcel size, and creation of a consistent street frontage along primary streets.

• **New Town District:**

Based on its high visibility, direct access off Route 29, and potential redevelopment of large commercial parcels, New Town could be Warrenton’s signature office/jobs center, with commercial and residential development in different development scenarios, organized around green space and pedestrian amenities, at various levels of intensity and with a step down in height along its neighborhood adjacencies. The New Town District can accommodate the redevelopment struggling commercial space into mixed-use opportunities, including Class A Office development. This district could be a focus for the Town’s Warrenton 2040 economic development strategy, with a plan to land a major employer for the New Town District.

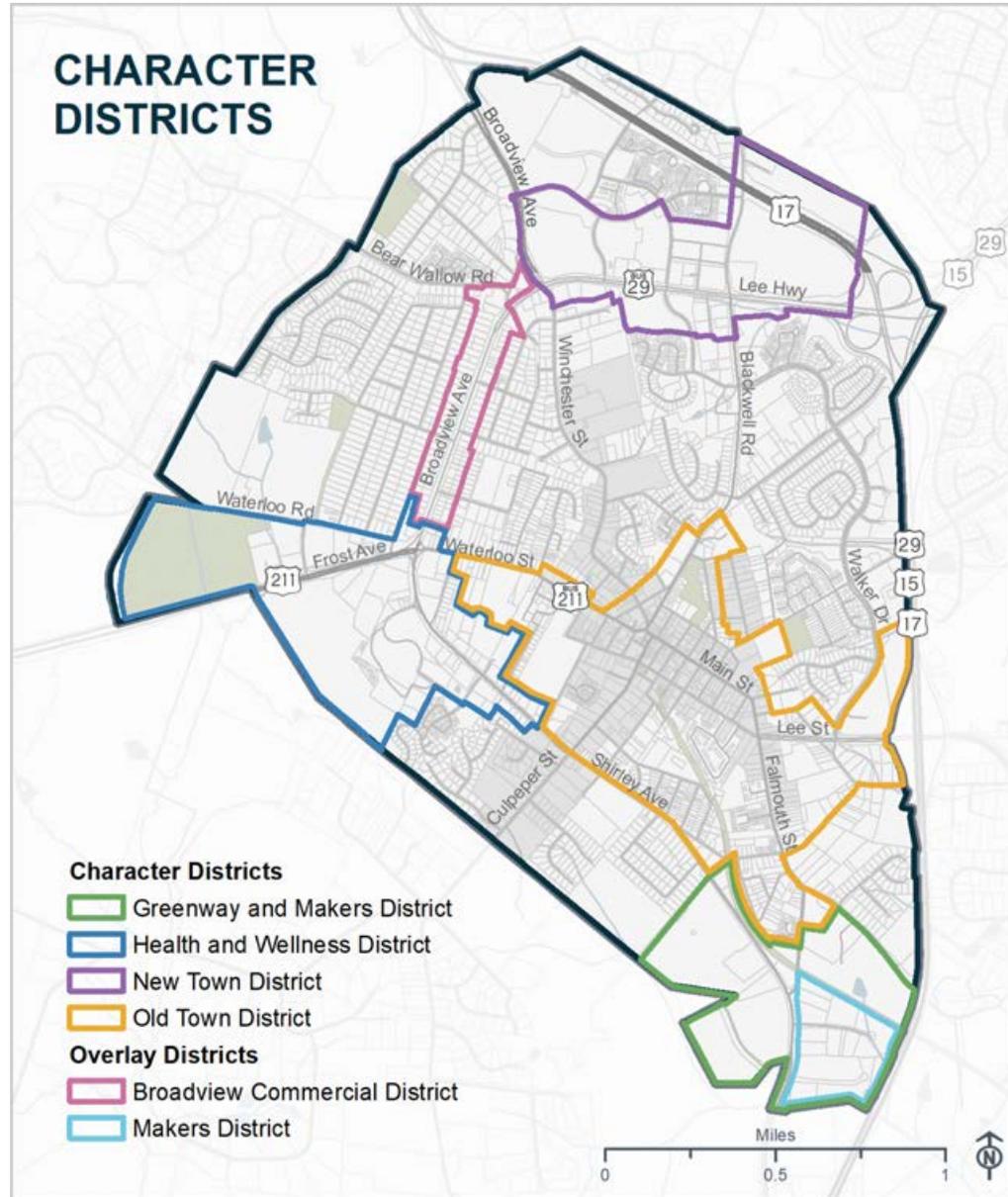


Figure 6-9: - Character Districts

- **The Health and Wellness District** leverages Fauquier Hospital. This district is intended to be a regional destination for medical-related services that should support and promote a mix of uses that are health-related, such as senior and workforce housing, office, medical and emergency services, and aging-in-place related uses. The regional population that is nearing retirement age will continue to grow as the baby boomer demographic continues its advancement to retirement.
- **The Greenway and Makers District** maximizes the use of light industrial areas for a maker district overlay that accommodates food and arts production focus. An overlay to Industrial will be required to allow for existing industrial uses while also allowing a new creative production economy. This will enable local purveyors to produce the goods they sell and distribute throughout the region. Like the New Town and Health and Wellness districts, an overlay to allow for a Makers District would focus the Town’s economic development strategy. Some of the area in the district should be targeted for larger production-based or regional office facilities. In the long-term, the goal for this area is more aspirational job creation, with a mix of small artisan-type maker space and larger, regional employment/production facilities.

- **The Old Town District** builds on the ongoing emphasis of promoting Old Town as the historic and cultural hub of Warrenton. A primary objective is to reinforce Old Town with thematic goals; such as accommodating new infill, adaptive reuse (to accommodate commercial, boutique hotels, or professional and/or creative services), and new construction that comport to the historic form, height, and continuous street wall of contiguous building frontages, using exterior finishes common in Old Town. Old Town will continue to be the most desired place for a boutique business or a young family because of its authentic and established identity. An authentic Old Town is the place where high-end market-rate housing can be established, as well as mixed-use with the integration of housing and office/retail. The 2040 vision for Old Town calls for more people and businesses living in Old

Town. Town-owned property can play a significant role in creating public/private partnerships that result in mixed-use development and adaptive reuse of existing stock to accommodate a boutique hotel, and a structured parking garage that would accommodate parking for off-site development on infill surface lots, therefore making the development concept more feasible.

- **The Experience Broadview District** can be envisaged as an overlay that maintains Broadview Avenue’s commercial identity but allows for a mixture of live/work/play destinations at its gateway nodal bookends and mid-block locations. Redevelopment reinforces a consistent form and setback frontage along Broadview Avenue, but at a lower density than other Character Districts. Another priority would implement improved edges to adjoining single-family neighborhoods.



*Image 6-6: Adaptive Reuse - Claire's at the Depot*

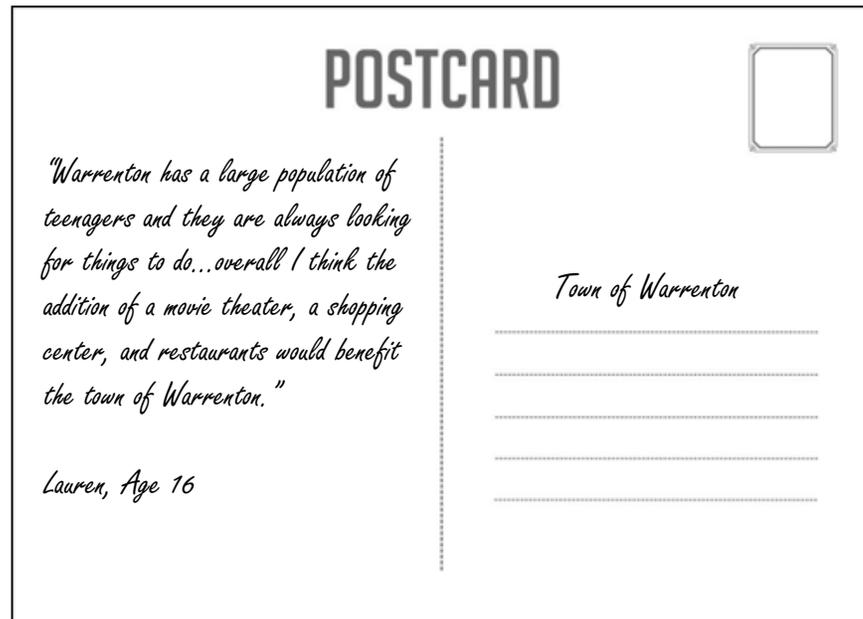
### Examples of Mixed-Use Development and Implementation

The vision of Warrenton 2040 as a live/work community is being realized in many other communities across the Commonwealth of Virginia that are similar in context. To realize mixed-use development at the appropriate form and profile, changes to the Comprehensive Plan and Zoning are required. It is also essential to have guiding principles that frame higher-density mixed-use activity centers located along existing transportation corridors, are walkable, and contain both residential and employment spaces. Roanoke County, which is zoned as 78 percent rural and 17 percent residential, is redeveloping their existing commercial corridor, Route 419, into mixed-use activity centers as a way to attract a younger demographic and future employment with a master plan that will amend the county's Comprehensive Plan, Zoning Ordinance, and Future Land Use Map. The plan also includes design standards and recommendations to implement the plan, as well as transitions to adjoining existing development. The plan to reimagine Route 419 as a mixed-use activity center was originally conceptualized with the adoption of UDAs, which is similar to the approach in Warrenton 2040.

Another example of infill revitalization, Harrisonburg developed its first new

mixed-use residential development in the heart of its historic downtown. Urban Exchange offers four levels of apartments, an on-site gym, and secured parking, with over 12,000 square feet of mixed-use commercial space along the ground level. Spaces vary in size with glass and aluminum storefronts, 14-foot+ ceilings, exposed concrete floors, and available outdoor space. An amendment to the city's height restrictions was necessary to accommodate the project.

There are other mixed-use and multi-family examples in Manassas and Gainesville that are allowed in current zoning. However, in both municipalities, there is a lot more flexibility afforded. For example, in Manassas, mixed-use residential can go up to 55 feet, which is more compatible with stick frame (Type V) construction (Warrenton is capped at 45 feet). It should be noted that the sector plans for Mathias Avenue and Old Town indicate more generous building heights and numbers of stories.



## Goals

### GOAL 1: Increase Warrenton’s employer base

#### Policy EF-1.1:

Leverage Fauquier Hospital in promoting the Health and Wellness District. Capitalize on an aging population within the region by amending zoning to allow for medical services and a range of housing types, including senior housing and care located within the district.

#### Policy EF-1.2:

Leverage and capitalize on the town’s proximity to the Washington Metropolitan Area in the Federal, technology-based, and creative sector businesses by amending zoning to accommodate Class A Office Building to attract high-value tenants, to be built up to six stories in the New Town District.

#### Policy EF-1.3:

Amend Zoning to allow for a range of housing, commercial spaces, and hotels at the appropriate heights and square footage to meet market standards, and at various ranges per each Character District, with transitions to adjoining neighborhoods.

**Objective 1:** Promote the Health and Wellness District as a regional health and senior care and jobs center.

1. Driver: Strengthen health and wellness sector in Warrenton
2. Metric: Growth in the number of employers (health related), senior housing units, medical office square footage, and hotel rooms.
3. Actions: Zoning amendment and economic development strategy.
  - a. Make zoning changes that encourage mixed-use development opportunities tied to growing the town’s healthcare offerings.
  - b. Have the mixed-use policies focus on age-restricted housing and price-diverse housing.
  - c. Work with the hospital and other healthcare entities in the town to develop a housing assistance program for employees to live within Warrenton (i.e. down payment assistance or a housing stipend).
4. Primary Responsibilities: Community Development, Planning Commission, Town Council, Fauquier Health, local and regional economic development and business associations.

**Objective 2:** Allow for market-rate and a range of housing types, market rate or boutique hotel development, and Class A Office development.

1. Driver: Development types and densities that complement Character Districts
2. Metrics: Growth in the number housing units, square footage of commercial space, Class A office square feet, and hotel rooms.
3. Actions: Enact zoning amendments.
4. Primary Responsibilities: Community Development, Zoning Department, Planning Commission, Town Council.

## **Policy EF-1.4:**

Grow the Town's Economic Development Department to become more proactive in business retention and recruitment

**Objective 3:** Develop a strategy to attract businesses appropriate to Character Districts.

1. Driver: Strengthen Warrenton's economic base.
2. Metric: Businesses relocated to or started in Warrenton.
3. Actions:
  - a. Consider hiring an economic development director to become more proactive in business retention and recruitment.
  - b. Establish regular coordination meetings with the county and regional economic development partners.
  - c. Promote the Town's Character Districts for locations for various types of businesses. Amend zoning to allow for the following:
    - i. New Town District: Larger Class A Office space.
    - ii. Health and Wellness: Medical-related office and treatment space and hotels.
    - iii. Greenway and Makers: Makers District Overlay in the Industrial zoned area to allow for the creation of distribution of food and craft.
    - iv. Old Town: adaptive reuse to allow for professional and creative services.
  - d. Create the appropriate marketing materials to relay the vision to the greater investor market.
  - e. Establish business and property owner outreach strategy to build buy-in to the vision and identify short-term opportunity sites.
  - f. Develop an opportunity site prospectus book to market currently active properties seeking redevelopment.
4. Primary Responsibilities: Town Council, Town Manager, Community Development.

## GOAL 2: Support the diversification of the retail, service, and office sector

### Policy EF-2.1:

Attract new retail and service businesses representing sectors that can become regional destinations.

**Objective 1:** Establish Warrenton's long-term economic viability.

1. Driver: Strengthen the Town's economy.
2. Metric: Growth in the square footage of retail and service businesses.
3. Actions:
  - a. Amend zoning and economic development strategy.
    - i. Create a detailed retail retention and recruitment strategy based on the results of the Comprehensive Plan analysis.
    - ii. Market the Town to businesses within the target retention/growth markets.
    - iii. Revise the analysis on a bi-annual basis to track industry/market trends for Warrenton.
4. Primary Responsibilities: Town, county, local, and regional economic development and business associations.

## GOAL 3: Increase the economic viability of Broadview Avenue

### Policy EF-3.1:

Create a long-term redevelopment strategy for Broadview Avenue.

**Objective:** Establish economic centers along Broadview Avenue at key nodes.

1. Driver: Strengthen the Town's economy.
2. Metrics: Increase in the number and variety of new businesses along Broadview Avenue.
3. Actions: Create an Experience Broadview Overlay District that allows for concentration of mixed-use or multi-family development at key nodes, to create synergy and a market for consolidation of multiple contiguous parcels along Broadview Avenue in the long-term.
  - a. Key nodes could include the gateway to Old Town at Frost and Broadview Avenues, a mid-block location at Gold Cup Road, and at the Lee Highway intersection.
  - b. Engage owners located in the key nodes and craft a strategy with an investment strategy. As an alternative, identify new opportunity sites or continue working with owners until a strategy can be created that meets everyone's needs.
4. Primary Responsibilities: Community Development, Zoning Department, Planning Commission, Town Council.

## **GOAL 4: Establish business improvement districts in each character district**

### **Policy EF-4.1:**

Establish Business Improvement Districts (BID) to improve business attraction and promotion.

**Objective:** Promote business attraction to each Character District

1. Driver: Strengthen the Town's economy.
2. Metric: BID established, funds raised, and programs and projects developed; Old Town business growth (lower vacancy rates).
3. Actions: Establish BIDs in each Character District.
  - a. Work with and support local businesses to establish a Business Improvement District (BID) in each Character District to fund, market, and promote events and businesses
  - b. Create a vision plan for each BID that describes annual goals and spending priorities.
4. Primary Responsibilities: Town, future BID with local and regional business organizations.

## GOAL 5: Create outdoor dining opportunities to support business and street activity

### Policy EF-5.1:

Provide gathering spaces in Old Town: where appropriate, convert a street parking stall into an outdoor dining parklet in Old Town.

**Objective 1:** Make it easier for property owners to create outdoor gathering and dining locations.

1. Driver: Strengthen the Town's economy.
2. Metrics: Increased number of gathering spaces and outdoor dining locations.
3. Actions: Define criteria for locations, set quality standards for furniture and maintenance. Define application process.
4. Primary Responsibilities: Town and private sector.

## **GOAL 6: Leverage Town assets in potential public/private partnerships**

### **Policy EF-6.1:**

Develop a structured parking garage to activate surface lots as potential development sites.

**Objective:** Develop a public/private parking garage to provide public parking and leased parking to activate various constraint surface parking lots as future development sites.

1. Driver: Strengthen the Town's economy.
2. Metrics: Number of public parking stalls provided, square footage of development produced, and leased parking space.
3. Actions: Initiate an RFP/Q for a private developer, and/or public infrastructure bond.
4. Primary Responsibilities: Town and private sector.

## GOAL 7: Promote the Town brand as the regional cultural, entertainment, and arts center

### Policy EF-7.1:

Promote the Town as a destination based on its historic district, with an emphasis on arts/cultural promotion and development as a regional attraction.

**Objective:** Support and promote local and regional artists and cultural events in the Town of Warrenton.

1. Driver: Strengthen the Town's economy.
2. Metrics: Number events planned, street closure permits, art/gallery space leased, pop-up arts-related ventures, new arts-related space, and hotel rooms added in Warrenton.
3. Actions: Coordinate and partner with local arts groups and business associations
4. Primary Responsibilities: Town, future BID with local and regional tourism organizations.

## GOAL 8: Promote each character district as full-service mixed-use neighborhood centers

### Policy EF-8.1:

Develop a marketing strategy, based on the town comprehensive branding approach, for each Character District.

**Objective 1:** Attract businesses that have the greatest impact in competing with other regional commercial sectors.

1. Driver: Strengthen the Town’s economy.
2. Metrics: Number of businesses attracted per Character District.
3. Actions: Create an economic development marketing strategy.
4. Primary Responsibilities: Town.

### Policy EF-8.2:

Evaluate tax increment finance districts within each Character District that can be used to fund infrastructure and site improvements.

**Objective 2:** Create financing for development-related streetscape and transportation improvements, as well as for affordable housing.

1. Driver: Strengthen the Town’s economy.
2. Metrics: Tax Increment Financing (TIF) district established, funds raised, and improvements completed.
3. Actions: Initiate Request for Proposals from qualified consultants to submit scope of services to perform a TIF feasibility study to determine how the Town may finance infrastructure, affordable housing, and other community development goals as described in the Comprehensive Plan.
4. Primary Responsibilities: Town.



# PLAN WARRENTON 2040

## VII. LAND USE AND CHARACTER DISTRICT PLAN





## Vision

Based on the guidance from our Steering Committee, input from the public and the culmination of goals, objectives and policies from each of the topical elements articulated in this comprehensive plan, the 2040 vision for the Land Use and Character District Plan for the Town of Warrenton will enhance the sense of place throughout the Town, establish mixed-use Character Districts within each established urban development area (UDA) overlay and along Broadview Avenue, and encourage housing for residents of all age groups at different price points. Creating a mix and balance of housing types and employment centers that maintain small-town character, will gradually transform the Town into a live/work community, in which more people live and work within the Town.

By 2040, Town residents will have numerous options to shop, dine, and be entertained within a series of walkable mixed-use districts and will live within a half-mile radius of a park, green space, trail, or public amenity area.

Key aspirations related to this guiding vision include:

- Create mixed-use Character Districts using a streamlined "by-right" zoning for a range of land uses, at different levels of appropriate intensities, with specific guidance for form and transition to adjoining neighborhoods.
- Develop Character Districts with places for people to meet, talk, and be neighborly, with gathering places that include parks, plazas, sidewalks, and shops.
- Protect, stabilize, and retain the character of existing neighborhoods while allowing for a diversification of housing types into new mixed-use Character Districts.

## Background

The goal of the Land Use and Character District Plan is to assist property owners, Town staff, residents, businesses, and elected and appointed officials in making future land use and development-related decisions. The Land Use and Character District Plan is intended to guide land use planning and implementation in the Town of Warrenton through Character Districts and specific guidance for new development, infill, and redevelopment. It also provides recommendations to protect and stabilize the character of existing neighborhoods.

The Land Use and Character District Plan sets the community character framework for Warrenton 2040 and is intended to inform and shape the future physical development of the Town with specific guidance for form and a mix of appropriate uses, transforming the Town's adopted UDAs, including Broadview Avenue, into mixed-use Character Districts, while protecting established neighborhoods. The Land Use and Character District Plan merges elements of Town form from the 2002 Comprehensive Plan, defined as general architectural and streetscape design guidance, with the Land Use Topical Element, into a comprehensive land use strategy for the Town. This strategy sets forth preferred patterns of development activity and land uses to support and enhance the development character of the Town.

### BACKGROUND

## Current Context

From a land use perspective, the Town has a historic core surrounded by older residential neighborhoods, newer single-family subdivisions, and a commercial corridor ring. Preserving the character of Old Town and Warrenton's small-Town heritage, natural settings, and diversity of individual neighborhoods is an important goal for the Land Use and Character District Plan.

Existing development represents a variety of architectural styles from various eras embodying a variety of sizes, design features, and building materials, resulting in neighborhoods with their own unique identities. Old Town is the historic heart of Warrenton with a pedestrian-scale setting of mixed land uses and architecturally historic buildings. This unique area helps define the spirit and style of the entire Town.

The Town has many established neighborhoods. Maintaining neighborhood quality will be important in the future, including conservation of existing housing, good street design, traffic control in residential neighborhoods, and careful review of any new development to ensure that it harmonizes with existing neighborhood character.

The commercial corridor ring, consisting of Lee Highway, Broadview Avenue, and Shirley Avenue, is dominated by auto-oriented commercial land uses and big-box retail stores in various states of upkeep, with some properties conducive to redevelopment.

With recent changes to the regional and national commercial market, the Town may be over built in relation to commercial land use, particularly retail uses. Over the next 20 years, some of these properties could be ripe for redevelopment to include housing in a mixed-use configuration.

An assessment of the Town's current zoning districts shows that single-family uses have the largest share of acreage at 45 percent of the total land area, followed by commercial and industrial at 25 percent, and schools and education combined at 9 percent. Multi-family uses accounts for only 1.69 percent of land.

The predominant housing type in the Town is single-family homes, both attached and detached. Single-family units account for 75.3 percent of the Town's housing inventory. The largest share (41.1 percent) of residential properties was built prior to 1980; however, roughly 27 percent of the Town's housing supply has been added over the past 17 years.

Since the past recession (2009-2010), the Town has seen very little multi-family housing development, in contrast to post-recession development trends in other Northern Virginia communities.

## Urban Development Areas (UDAs) as the basis for Character Districts

UDAs were originally authorized by the Code of Virginia in 2007 (Virginia Code § 15.2-2223.1) to designate areas, “sufficient to meet projected residential and commercial growth in the locality for an ensuing period of at least 10 but not more than 20 years.” Warrenton adopted a total of four UDAs in 2017. These UDAs provide the basis for defining Character Districts in this Plan. Each adopted UDA has been defined as a separate Character District. The policies and development guidelines in this Plan are compatible with and build on the original UDA plans but supersede those of the 2017 UDA plans.

The Character District policies contain guidance for new development, redevelopment, as well as streetscape improvements that shape future growth. These policies integrate TND elements with the Town's vision, and guide goals and policy development in the other topical areas of transportation, parks and open space, economic resources, and housing.

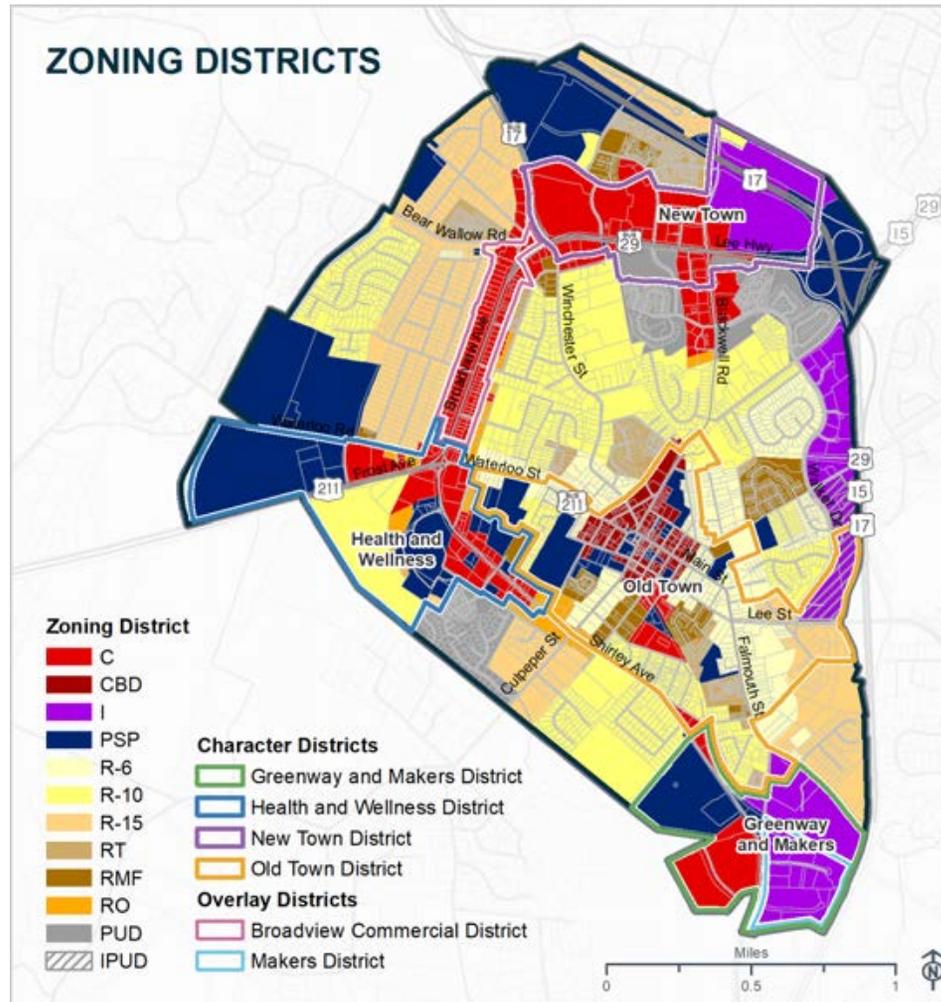


Figure 7-1: Existing Zoning Districts with Mixed-Use Character District UDA Overlay

Existing residential neighborhoods located outside the Character Districts should be considered future policies areas. For example, recommendations to existing residential zoning districts to maintain setback and form requirements so that the character of these neighborhoods remains intact, with specific language that

discourages single-family homes that are out of scale with the existing neighborhood. Another option would be to consider creating residential districts as Character Districts, so that the Town could be an assemblage of Character Districts with each maintaining its form and character and/or encouraging redevelopment where it is needed.

## Recommendations To The Existing Residential Zoning Districts

Refer to Housing Section II for housing definitions.

### **R-15 Residential District**

Contains low-density, single-family dwellings and other uses that are customarily incidental.

*Recommendation:* Accessory Dwelling Units (ADU) allowed by special permit.

### **R-10 Residential District**

Single-family, detached homes and limited groups are allowed. Limited service uses are allowed with a special use permit. This zone allows for smaller lot sizes and setbacks than R-15.

*Recommendation:* Bungalow Court to be allowed by-right and ADUs by special permit.

### **R-6 Residential District**

Allows medium to high concentrations of predominantly residential uses, generally intended to encompass and preserve those residential structures which have developed over the years along the traffic arteries serving the Central Business District (CBD).

*Recommendation:* Bungalow Court to be allowed by-right and ADUs by special permit.

### **RT Residential Townhouse District**

This district is composed of certain medium concentrations of residential use, often located between lower density residential and commercial areas.

*Recommendation:* Bungalow Court and Duplex to be allowed by-right and ADUs by special permit.

### **RMF Residential Multi-family District**

Contains higher concentrations of residential uses recommended for those sections of Town in proximity to the CBD, adjacent to existing intensive land uses, used as a transitional area between commercial and lower density residential areas, or need revitalization.

*Recommendation:* Bungalow Courts, Duplex, Fourplex, Courtyard Apartments, and Townhouses to be allowed by-right and ADUs by special permit.

### **R-40 Residential District**

Allows low-density, single-family dwellings and other selected uses that are compatible with the low-density residential character of the district.

*Recommendation:* ADUs by special permit.

### **R-E Residential District**

This district is comprised of low-density, single-family dwellings and other selected uses that are compatible with the open and rural character of the district. All commercial activities are prohibited.

*Recommendation:* ADUs allowed by special permit.

### **RO Residential Office District**

Allows business and professional offices and certain personal service uses. This is a transition area between a commercial area and a residential area.

*Recommendation:* Duplex, Fourplex, Courtyard Apartments, Bungalow Courts, Townhouses, Multiplex, Live/Work, and Mixed-Use Residential to be allowed. ADUs allowed by special permit.

### **CBD**

The intent of this district is to provide for orderly development, infill, and revitalization of the CBD.

*Recommendation:* Live/Work and Mixed-Use Residential (with commercial at the ground level) to be allowed.

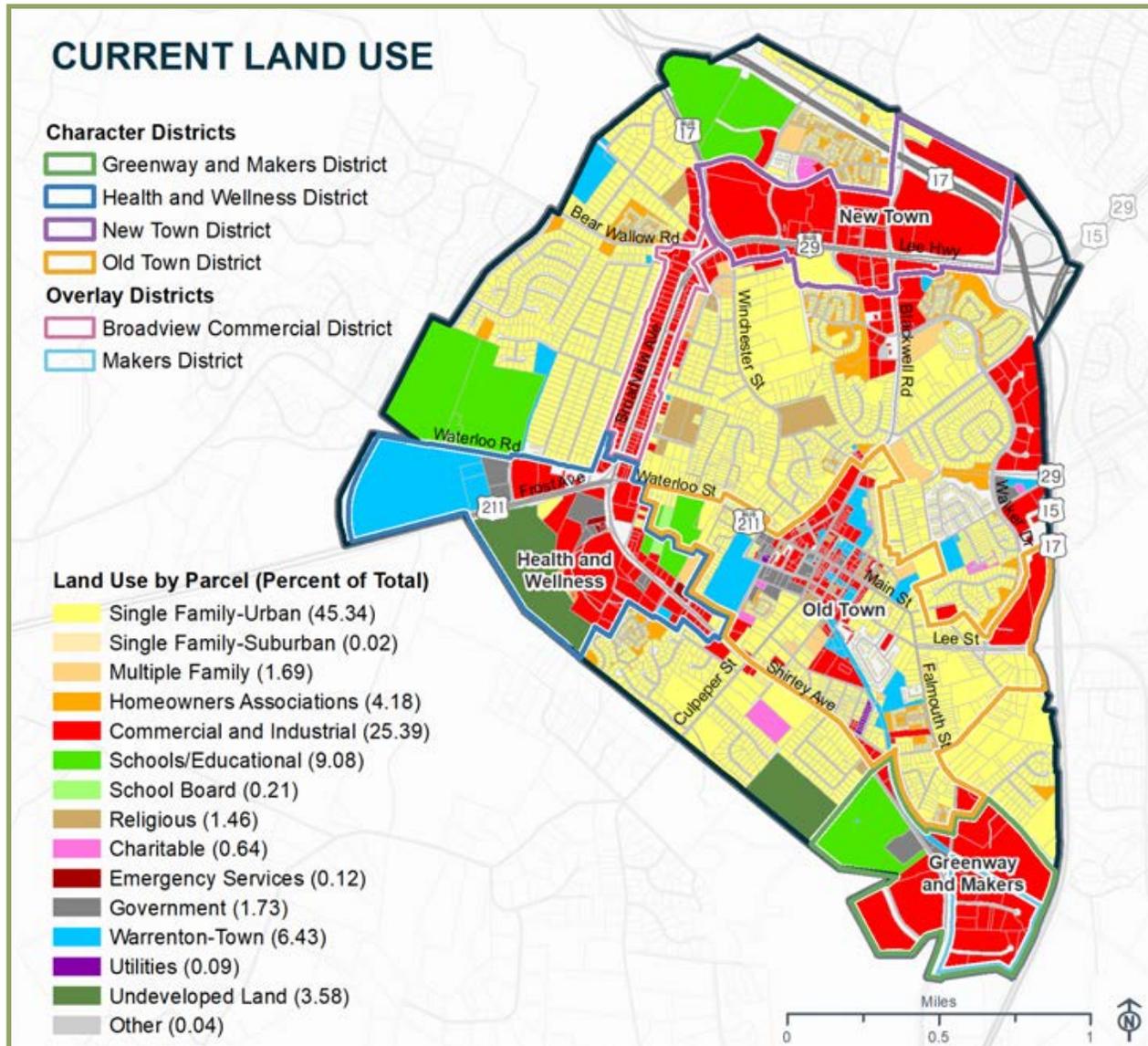


Figure 7-2: Existing Land Use Map with Mixed-Use Character District UDA Overlay

Future Land Use Map

The Future Land Use Map is the Town's visual guide to future planning for 2040. *The Future Land Use Map* brings together all of the elements of this Comprehensive Plan, such as land use, economic and fiscal health, housing, and transportation. The Future Land Use Map shows how the 2040 Comprehensive Plan foresees appropriate development over the next 20 years.

The following new mixed-use Character Districts with definitions will be added to the Future Land Use Map:

- New Town Warrenton
- Health and Wellness
- Greenway and Makers
- Old Town
- Experience Broadview

The following New Overlay Districts will be added:

**Broadview Commercial District Overlay:** "Experience Broadview" will allow for mixed-use residential at lower density, but nodal development with mixed-use anchors and improved edges to adjacent single-family neighborhoods. Current commercial uses will be maintained.

**Makers District Overlay:**

Maintain current light industrial zoned uses but allow for, and foster the new creative production economy to enable local purveyors to produce the goods they sell and distribute throughout the region. This new district overlay would complement existing light industrial activities and attract small-scale entrepreneurs and larger companies looking to start and expand businesses within Warrenton.

**Arts and Culture Overlay:**

Allows for temporary events, pop-up storefronts that are arts and culture focused along Main and Culpeper streets through a streamlined permitting process. [TOWN INPUT REQUIRED FOR OVERLAY BOUNDARIES.]

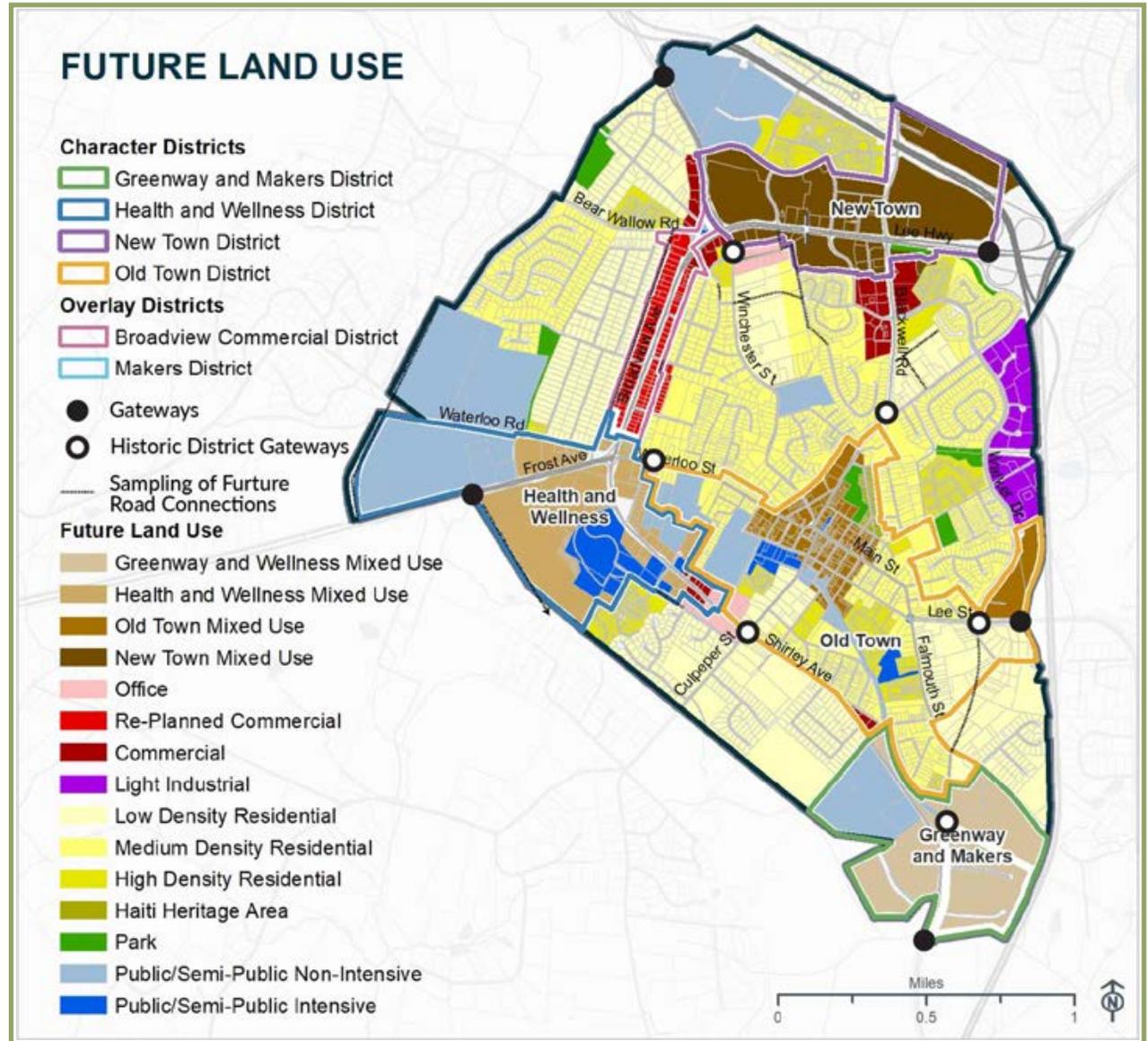


Figure 7-3: Future Land Use Map with Mixed-Use Character Districts and Overlays

**Greenway and Wellness Mixed Use:**

The Greenway and Wellness Character District provides policies for this area.

**Health and Wellness Mixed Use:**

The Health and Wellness Character District provides policies for this area.

**Old Town Mixed Use:**

This designation covers the historic, mixed-use downtown area and closely matches the area of the existing Central Business District zoning district. The Old Town Character District provides policies for this area.

**New Town Mixed Use:**

The New Town Character District provides policies for this area.

**Office:**

Office land use is incorporated into the character districts, with key acreage being reserved in the New Town Character District for a potential major employer in the future. The remaining few office land uses are found in current areas off of Shirley Avenue and Winchester Street. These are intended to be small scale office buildings to serve as a transition to between character districts and adjacent residential neighborhoods and to provide locations for the conduct of small shops, studios and professional offices. Residential uses of low and medium density may be permitted in these areas if they are carefully designed as transitional uses between existing residential neighborhoods and office areas.

In many cases, these areas can be classified as infill development and such development should be compatible with existing uses and likely future uses through appropriate buffering and screening. Controlling vehicular access points so that traffic patterns do not infringe upon adjacent residential areas will also reduce the incompatibility with the adjacent uses. Office uses should be the predominant use in the established districts, whether located within remodeled single-family structures or new structures. Architecturally, new structures should blend in with the architecture of the neighborhood in which it locates.

**Re-planned Commercial:**

The majority of commercial follows the Experience Broadview Character District policies. These are older highway commercial areas which are encouraged to be re-planned to provide pedestrian-oriented streetscapes with parking behind buildings, interparcel connections, access and buffers between neighboring residential neighborhoods and in certain cases, on-street parking.

**Commercial:**

The majority of commercial follows the Experience Broadview, New Town, Health and Wellness, or Old Town Character District policies. For the small portion outside of the character district there continues to be retail and service commercial uses which require high-volume truck activity, and should be placed under strict site plan control with particular emphasis on adequate screening, vehicular access and restrictions on bulk and height of structures. Zoning regulations for the districts that permit these uses should require interparcel connections, limited points of access from major streets and substantial landscaping, as well as discourage large expanses of parking areas that exceed minimum parking regulations while encouraging shared parking.

Commercial expansions should only occur where compatible land uses exist, and the local street system can accommodate the additional traffic demand. In addition, such uses should be designed to fit into the character of the area in which they locate. Any adjacent residential areas should be linked by convenient pedestrian access.

Since commercial strip development is discouraged, access to adjacent streets should be restricted, therefore shared access points should be encouraged to assist in consolidating small parcels in order to limit traffic congestion. Incentives to promote this concept should be provided in order to achieve a well designed commercial development that coordinates vehicular and pedestrian access, parking, signage, architecture, and site design.

The commercial uses included in this category, are primarily those uses that serve the daily needs of the residents of the Town. They include restaurants, drug stores, personnel services, banks, grocery stores, and general merchandise items.

The future land use map presumes that the commercial pattern of land uses that is already established is generally appropriate for the community. Any change should be evaluated in the context of the change being appropriate to its surroundings and an established need. The following issues should be considered and resolved when development that suggests changes to the future land use map is proposed.

- **Town Services.** All developments must be connected to the Town's public water and sewer system, and the project must demonstrate that it does not exceed the capacity of the water and sewer systems to meet the needs of the development. If the proposal exceeds the capacity or delivery system of either the existing water, sanitary sewer, or storm sewer systems, improvements to meet the increased demand must be provided by the applicant.
- **Traffic Demand and Circulation.** Any new project should maintain a level of service that is in keeping with the surrounding road networks capability. Any level of service that is lower than "D" should be reevaluated, as this is not be an acceptable level of service. Interparcel access and service roads are encouraged in order to limit access to arterial streets. Where necessary, deceleration lanes should be provided, and where conflicts exist, left turns into and out of a site should be avoided. In order to reduce vehicular traffic, a pedestrian access should be provided on the site, as well as linking it to adjacent neighborhoods and all adjacent commercial uses. The project should also make provisions for bicycle access and parking.
- **Design Guidelines.** All new or redeveloped projects should seek to minimize impacts on surrounding land uses and the public right of way by providing landscaped buffers, placing parking to the side and rear of buildings, coordinating the siting and massing of buildings, using monument signs or signs integrated into the building facades, and using the massing and materials of the buildings to create pedestrian-oriented, human scaled outdoor spaces.
  - Consolidation of smaller properties is encouraged to provide the opportunity for efficient use and design of the site.
  - Placement of pedestrian areas near main entrances to buildings, which includes seating, planting, and bicycle facilities should be provided, as well as any other outdoor architectural features.
  - Delivery of services should occur behind the buildings and screened from public view. This can be achieved by the use of natural vegetation and/or landscaping buffers.
  - The site should be well landscaped in order to provide a visual barrier to adjacent non-compatible uses, soften lengthy expanses of buildings and parking lots, and provide shade in the parking areas.

#### **Light Industrial:**

The Greenway and Makers Character District seeks to incorporate previous uses envisioned for Light Industrial. The remaining Light Industrial is located off the east side of Walker Drive. This area includes light manufacturing, flex industrial uses and wholesale commercial uses, with limited office uses, with floor area ratios generally not exceeding 0.35 on a single site. These areas have been designed to provide additional types of employment opportunities within the Town in addition to services and commercial retail uses. Industrial land uses designations should be limited to light industrial uses that do not generate inordinate amounts of noise, smoke, dust, odors, heat, or electrical disturbances. Environmentally heavy uses that draw significant water, like data centers, are better served in locations not utilizing public water and sewer.

Particular attention should be given to vehicular access and reducing the impact on adjacent properties.

Integrating certain industrial land uses in Town will enable residents to live and work in the Town. This concept will encourage the integration of the workplace with residential and commercial land use components already existing in Town. Industrial sites should be co-located or located near one another. Scattered or strip sites is strongly discouraged. For business parks, a true campus-style site plan is encouraged.

By creating and expanding these sites, it will reduce the amount of persons commuting towards Northern Virginia, and thereby reducing travel time and congestion to name a few. The areas proposed for light industrial shown on the future land use map should adhere to the following standards and guidelines.

- Access to industrial areas should not conflict with residential traffic, and therefore, should be separated from other types of traffic. This should be accomplished by a road system that permits separation of uses. The non-residential traffic should be routed to collector roads and highways as quickly as possible.
- Industrial uses should be supported with public utilities. In addition, where other utilities are not available, such as natural gas, electric, and phone, those companies should be encouraged to extend their services into industrial areas.

- A set of performance standards should be established in order to mitigate any potential adverse impacts that may be emitted by a particular use.
- When designating, and/or developing industrial sites, particular attention should be given to buffering adjacent non-industrial uses, including appropriate landscaping, screening, setbacks, and open space.
- When evaluating new locations for industrial sites, compatibility with adjacent uses should be carefully considered. Industrial uses should be located adjacent to compatible uses.
- Uses should be limited to those that will provide a variety of light industrial uses that will contribute to the creation of new businesses and retention and expansion of existing businesses, with very limited support commercial uses allowed as integrated elements of the industrial development for the purpose of reducing traffic generation from the site.

### **Low Density Residential:**

This designation includes single family detached residential dwellings at densities ranging from existing levels of development (no change) up to 2.5 dwellings per net acre, contingent upon adequate pedestrian and vehicular access, compatibility with surrounding properties and mitigation of potential impacts. Certain areas specified in the text are intended to remain at densities well below 2.5 d.u. per acre and should follow the policies of any corresponding character district. These include the areas of existing low density historic neighborhoods along Winchester and Culpeper Streets.

The designation of low density residential is generally applied to established residential neighborhoods which should be conserved and/or expanded in a manner similar and compatible with the existing surroundings. Many neighborhoods in these areas have older homes and are characterized by mature vegetation and social interaction between neighbors.

New lots within established subdivisions should contain an area that approximates those existing lots. Neighborhood recreational facilities, small parks or “green” and other neighborhood amenities should be provided in compatible locations within such developments.

Although residential infill will sometimes be a slightly higher density than existing lot configurations, any such infill development should be generally similar in density and lot size, and the placement of structures on the lot(s) should be sensitive to the existing structures and lots on neighboring properties. The exterior elevations of the structures should complement and respect the surrounding neighborhood’s existing design and architectural elements.

Retaining the high quality of established neighborhoods is a continual challenge. Since the low density areas are a desirable place to live, they are becoming attractive for infill development. The low density residential areas are located so as to protect the character of existing neighborhoods and to provide quiet residential areas attractive for single family housing.

Where site characteristics permit and where negative impact to adjacent properties is minimal, non-residential, home occupations and businesses may be permitted as provided for in the Zoning Ordinance. However, neighborhoods should retain their distinctive character, incorporating those characteristics of architecture, mature vegetation and open spaces appropriate to the character of the neighborhood. Mature vegetation should be retained.

This Plan seeks to preserve the integrity of existing residential neighborhoods; limit and discourage incompatible uses into established residential neighborhoods; and maintain and improve neighborhood qualities by eliminating substandard housing and improving its physical features that include streets, sidewalks, street lights, and other public improvements.

*Winchester Street:* The larger lots along Winchester Street containing historic houses are important elements of Warrenton’s downtown character. The large size of the lots presents an opportunity to preserve the majority of each lot, including the frontage along the street as very low density residential, while developing the back portion of the lot with medium density residential uses.

*Culpeper Street:* Like Winchester Street, the larger lots and historic houses are important elements of Warrenton’s downtown character. These lots should remain essentially as they are, at very low densities, with only very carefully designed, small scale infill structures that preserve the essential character of the street.

*Falmouth Street:* Like Winchester and Culpeper Streets, Falmouth has important buildings that establish the historic character of the entrance to the downtown. The lots with historic buildings and the lots adjacent to them should be maintained as very low density uses, with only very carefully designed, small scale infill structures that preserve the essential character of the street.

**Medium Density Residential:**

This designation includes single family detached residential dwellings at densities up to five dwellings per net acre, contingent upon pedestrian and vehicular access, compatibility with surrounding properties and mitigation of potential impacts.

Much like the low density residential designated areas, the medium density areas are made up largely of established single family neighborhoods. The neighborhoods are located in many areas of the Town and have access to all Town services.

Medium density areas are composed of largely high concentrations of residential uses. The areas that border the Central Business District (CBD) have been developed over the years along the vehicular entryways to the CBD. Many have now been incorporated into the policies of the Old Town Character District. It is the intent to protect and enhance these areas, while at the same time permitting changes to occur in an effort to ensure that the use of these areas is economically feasible. Since the areas adjacent to the CBD consist of predominantly single family houses, that character must be protected, and approving non-residential uses should be done in a very limited fashion, and in a manner that maintains the essential character of the residential areas. Small scale non-residential uses, and home occupations and offices may be appropriate in some of these areas.

The designation of medium density residential is also applied to established residential neighborhoods which should be conserved and/or expanded in a manner similar and compatible with the existing surroundings. Many neighborhoods in these areas have older homes and are characterized by mature vegetation and social interaction between neighbors. Medium density areas are intended to permit densities of up to five dwelling units per net acre, and new lots within established subdivisions should contain an area that approximates the size and configuration of existing lots in the neighborhood. The higher densities should be considered as more appropriate near major thoroughfares and commercial areas. Recreational facilities and other neighborhood amenities should be provided in developments when densities exceed three units per net acre.

New subdivisions and lots within this designation should complement and enhance the area in which it occurs. Residential infill areas should be compatible in density, lot size, and placement of structures on the lots with existing neighboring structures and lots. The exterior elevations of the structures should complement and respect the surrounding neighborhood's existing design and architectural elements.

Retaining the high quality of established neighborhoods is a continual challenge. Since the low density and the medium density areas are a desirable place to live, they are becoming attractive for infill development. The medium density residential areas are located so as to protect the character of existing neighborhoods and to provide quiet residential area attractive for single family housing. Where site characteristics permit and where negative impact to adjacent properties is minimal, non-residential, home occupations and businesses may be permitted as provided for in the Zoning Ordinance. Mature vegetation should be retained.

In order to support the goals and objectives of medium density residential areas, the Plan seeks to preserve the integrity of existing residential neighborhoods; limit and discourage incompatible uses into established residential neighborhoods; and maintain and improve neighborhood qualities by eliminating substandard housing and improving its physical features that include streets, sidewalks, street lights, and other public improvements.

**High Density Residential:**

These designations include single family attached and/or multi-family dwellings up to 12 dwelling units per net acre, contingent upon adequate pedestrian and vehicular access, compatibility with surrounding properties and mitigation of potential impacts.

The density in these areas can accommodate townhouses, apartments, and similar residential types. Because these areas provide for more intensive development, they should be carefully integrated into the existing townscape to ensure that the existing character is protected. Further, any such developments should be carefully integrated into the area with attention given to creating spatially defined open space areas such as parks and "greens", trail and sidewalk connections, street connections, recreational facilities, parking and landscaping. The scale and mass of buildings should be compatible with the historic fabric of the Town as a whole, and neighboring properties in particular.

The high density residential areas can be developed at a density of up to 12 units per net acre. The areas for high density development have been designated for those sections of Town which are adjacent to areas of a similar existing density or similar zoning. Housing types permitted in these areas include single family, two, three, and four family dwellings, townhouse, triplex and quadruplex and apartments. Higher density developments may function as a transition between commercial and lower density residential areas and should be located where streets are capable of carrying the expected traffic. These are key areas encouraged for creative development to help fill the "missing middle with attainable, diverse housing types.

Along with the low and medium density areas, the high density residential areas will provide a variety of options for residential housing types in the Town. It further encourages housing types and costs at different levels which will serve the needs of the Town's citizens. As provided in the low and medium density areas, new multi-family residential buildings should be arranged so that the buildings define outdoor spaces, including a human scale streetscape.

### **Haiti Heritage Area:**

The Haiti Heritage Area is designated as a neighborhood rich in history and working in conjunction with the Habitat for Humanity to ensure its unique heritage is preserved, maintained, and enhanced. While the neighborhood consists of a majority of single family homes, it also includes multi-family and community facilities that are in character with the street. The flexibility provided is to recognize its historical development patterns that function as a small-scale neighborhood village.

#### **Park**

This designation includes public and private parkland and park facilities serving local neighborhoods, passive and/or active. It includes the three Town parks: Eva Walker, Sam Tarr, Academy Hill, and Rady Park, as well as the Warrenton Branch Trail. Proposed additional small parks and "greens" that should be developed in conjunction with new residential neighborhood development are not included as they are addressed in character district and park policies. The specific size, design, function and configuration of these parks will depend upon the particular needs and attributes of the proposed development and surrounding uses.

#### **Public/Semi-Public Uses**

*Intensive.* This designation includes hospitals, utility plants, government administrative uses, and other uses which have a relatively high degree of development intensity and building coverage.

*Non-Intensive.* Schools which have significant outdoor recreational components, cemeteries, churches, buffer areas, and similar areas of very low intensity development.

A number of areas on the future land use map have been designated as public/semi-public. These designations provide for the maintenance and expansion of existing community facilities. Specific decisions about locating these services should be made in the context of their impact and location on other related decisions which are made by both the Town Council, County Board of Supervisors, and Fauquier County School Board. Therefore, as specified in the Community Facilities section, the Town and County should coordinate their planning and capital programming efforts.

The areas designated for public and semi-public uses include both County and Town facilities, as well as semi-public facilities such as the hospital.

Town residents are also County residents, and receive the same services that the County residents receive. Warrenton has historically been the center of governmental and commercial activity for the County and plans to remain so for the foreseeable future. Thus, the Town is an appropriate location to provide the full range of public and semi-public services such as a library, schools, and fire and rescue services, as well as various state agencies.

It will be necessary to provide public services to not only the residents of the Town, but to day time employees, customers, and visitors. This larger population will place additional demands upon the services provided by the Town, that includes solid waste collection, providing water and sewer, fire and rescue, and police services. This overall population will continue to grow and increase demands for services.

Specific areas designated for the public/semi-public category include the following:

- The area around and including the Fauquier Hospital, now incorporated into the Health and Wellness Character District. This area should continue to be maintained as the community's medical center. This designation encourages ancillary medical services be located in proximity to the existing hospital, and takes advantage of the proximity of the rescue squad and a public health center. Future development which is complementary to the hospital, should continue, and land for its future expansion reserved.
- Areas that include the Bradley Elementary School, Warrenton Middle School, Brumfield Elementary, Taylor Middle School, Fauquier High School, the Highland School, St. James Episcopal Church and School, and St. John's Church and School. The land adjacent to these sites should continue to be maintained and protected for public and semi-public use. Because the public schools are part of the Fauquier County system, the Town has no direct responsibility for them. However, the Town should ensure that adjacent areas are carefully planned and that any new development is compatible with the site. Further, the Town should work closely with the County, or the relevant private organizations, to carefully plan for and utilize schools in conjunction with the Town's growth and development. These schools provide Town and County residents a setting for educational, social, and recreational activities.

- The area in the vicinity of the WARF, the Virginia Department of Forestry and the Town’s Sewage Treatment Facilities off Route 211 and the area adjacent to the National Guard Armory. These areas should be recognized as important elements of the Town and should be fully protected to allow for future expansion. Any future expansion should be carefully planned and screened from adjacent properties.
- These areas include the many churches located within the Town, which are not all mapped specifically, but are planned to remain as churches, including areas for future expansion.
- Town resources that include the Public Works facility, cemetery and Town and County functions in the downtown area that include municipal offices, court buildings, sheriffs office, municipal parking lots, and jail should also be reserved for their continued and expanded use.

## Plan Warrenton 2040 Character Districts

A Character District is a geographic area with an identifiable sense of place defined by its physical elements, building form, architectural style, streetscape elements (sidewalks, trees, and lighting), landscaping, transportation, public places, and predominant land uses. A key aspect of Plan Warrenton 2040 is the policy of creating Character Districts that are intended to foster memorable places and complete communities over time by providing a framework for new investment opportunities and new communities that fulfill material, social, and economic needs for the Town's future.

Character Districts are the sum of the goals, objectives and policies of the topical elements, as articulated in this comprehensive plan. Concepts described for housing, transportation and community facilities, for example, lay the foundation for Character Districts. For each Character District, an appropriate range of housing types, transportation objectives and improvements, parks and open space needs are described to create full and compete neighborhoods over time. Input from visual preference surveys was used to articulate and visualize what Character Districts could look like. Through a series of public

### Warrenton 2040 Topical Areas



#### **Land Use and Character District Plan (LU):**

Establish a range, intensity, and mix of appropriate land uses within each Character District guided by urban design principles.



#### **Historic Resources (HR):**

Protect established neighborhoods and Old Town, including its form and character, from incompatible uses.



#### **Housing (H):**

Encourage a range of housing types at different price points as appropriate in Character Districts, with an emphasis on the middle range between single-family and mixed-use or multi-family residential (bungalow, row, duplexes, and courtyard apartments). Update the ADU ordinance to more effectively maintain the physical character of an established neighborhood can be more effectively maintained.



#### **Parks, Recreation and Open Space (PRO):**

Connect existing and new residential development to existing parks, trails and recreational opportunities; connect existing trails to proposed Town, County and private trails for a comprehensive network. Promote opportunities to develop new parks and green areas on private development site where floodplains are located, and development cannot be sited.



#### **Community Facilities (CF):**

Locate community facilities in each Character District and plan for the implementation of adequate infrastructure (water, wastewater, and high-speed internet) to meet the needs and demands of the Town over the next 20 years



#### **Transportation and Circulation (TC):**

Identify transportation improvements for all modes of travel, including pedestrian, bicycle, and automobile for each of the Character Districts, coordinated with compact development patterns. Connect pathways for pedestrians and bicycles with existing and planned active transportation improvements. Minimize curb cuts on primary roadways and create interior circulation streets for access and service, where possible, to accommodate all modes of travel.



#### **Economic and Fiscal Resilience (EF):**

Position Warrenton to leverage each of its Character Districts to promote the location of jobs and revenue-generating developments. Character Districts with high visibility, vehicular access, and large developable lot areas can be attractive to future employers looking for office space. Identify areas that can accommodate a greater intensity of mixed-use development with greater thresholds for form and identify areas where new development must downscale to adjoining neighborhoods. Identify opportunities for redevelopment and leveraging existing assets.

workshops, participants were asked to rank their preferred architectural and streetscape examples, based on a range of architectural styles, materials, types of land use and public amenities. The public's preferred images from these exercises

have been incorporated in this section to facilitate visualization for each of the Character Districts. In addition, input from electronic voting that gauged public priorities was used to articulate what is important to them, such as certain land

uses, architectural elements and streetscape features, are visualized by artist renderings and conceptual site plans and are intended for inspiration. For each Character District, elements of design, number of stories, setbacks are defined to ensure that new buildings as well as adaptive reuse of existing structures can contribute to the Town character.

Each Character District is conceived as a mixed-use area, with appropriate ranges of land uses at varying intensities. Specific guidance is provided for building form and height, setbacks, appropriate uses, and transitions to adjoining properties. Most importantly, the intent is to create discernible neighborhood centers over the next 20 years for each of the districts, promoting connectivity to existing and/or proposed parks and trails.

Character District policies also inform transportation and infrastructure decisions and address how the Town should build out its edges and entryways in relation to the Warrenton Service District.

Character Districts are a strategic tool for implementing Warrenton 2040, which seeks to increase the number of people living, working, and playing in the Town of Warrenton over the next 20 years. Character Districts implements this vision incrementally by defining the form and character of a particular area while maintaining Warrenton’s small-Town character and articulating policies

for land use, transportation, housing, and community facilities.

### Aligning Zoning With Building Code

The Character Districts cover approximately 35 percent of the Town. Implementation of Character Districts will require gradual changes to the Town’s Zoning Ordinance.

Mixed-use developments at greater intensities, with a combination of apartments, condominiums, and commercial uses have become more popular with consumers, as the public has gravitated to smaller living spaces closer to employment centers with pedestrian amenities. However, the Town’s current zoning limits mixed-use development exclusively to its commercial district, with a height limit of 45 feet discouraging optimal efficiency in residential and office building heights and number of stories. In accordance with the International Building Code (IBC), a building is classified in one of five construction types based on the materials used for construction.

Warrenton 2040 proposes the alignment of Town zoning with the number of stories and maximum heights as specified in the building code in certain areas within the Character Districts, for Type III and V construction types that are typically used in multi-family and mixed-use construction to achieve a cost effective and efficient approach to development. IBC defines

the allowable building height and number of stories for a new structure based on the type of construction, the use of the building (commercial, multi-family, and mixed-use construction) and the type of fire suppression system required. According IBC, the wood-framed portions of multi-family podium structures may be Type III and V construction, both of which have basic limitations with regards to height, number of stories, and square footage and would be most compatible with the desired scale of Warrenton. For example, in the residential category that allows for multi-family construction, a building with Type III-A construction is permitted to be 65 feet and five stories tall. Type V-A building is permitted to be 50 feet and four stories. With the addition of an approved National Fire Protection Association (NFPA) automatic sprinkler system, another story is allowed for each construction type.

Fifty- and 65-foot building heights may not be appropriate in all Character Districts, especially adjacent to adjoining neighborhoods. Each Character District specifies appropriate areas, and includes ways to incentivize a density bonus program based on maximum heights as described in the building code.

A building configuration common for mixed-use developments is known as “podium” buildings, which include four to five stories of residential in wood or metal frame over an elevated concrete “podium deck” that accommodates ground-floor commercial

and parking space. This construction type allows for a higher percentage of rentable square footage (than traditional garden-style apartments) while also being cost effective—both in terms of material and labor. Speed of construction, design flexibility, and reduced environmental impact add to the value proposition.

**The Basis For Form Guidance**

The Character Districts are intended to achieve a desired physical appearance and character with the intention of preserving aspects of the Town that the community currently enjoys while enhancing aspects that the community feels should be improved. For instance, form and character should be preserved in Old Town and especially the existing neighborhoods, areas with older strip malls located along the Town’s vehicular commercial corridors of Lee Highway, Broadview Avenue, and West Shirley Avenue should become more walkable and compact neighborhoods with a mix of housing and local-serving shops and restaurants. Taken together, the goal of Character Districts is to bolster unique neighborhoods within Warrenton and foster the creation of places that meet people’s daily needs within walking distance anywhere in the Town.

Unlike conventional land-use designations, Character Districts are more focused on form and the relationship of buildings to each other and the street. These elements have greater influence on how a place

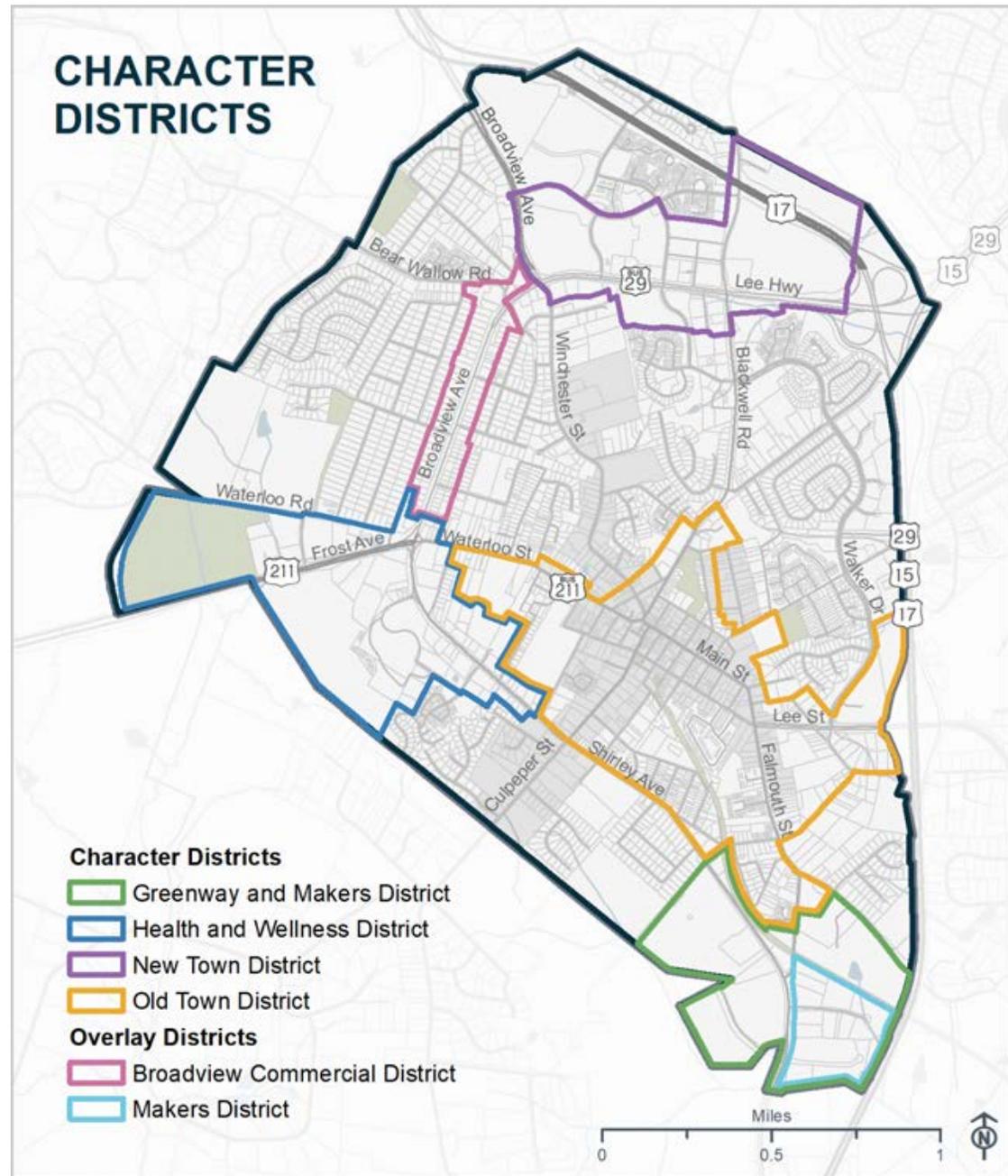


Figure 7-4: Map - Character Districts

functions and feels. Character Districts are also intended to inform updates to the Town’s Zoning Ordinance, translating the community vision into the land-use and building regulations that will shape the Town’s growth and change over next 20 years.

To support the live/work vision for Warrenton, guiding principles have been crafted to guide the physical appearance of each Character District, to create full-service neighborhoods that contain a mix of uses at varying intensities. These districts include community facilities and services, such as parks and neighborhood centers where people gather, and transportation improvements that support a variety of modes of travel. To support these principles, design guidelines specific to infill, new development, and adaptive reuse of existing structures are provided. The guidelines are based on best practices to create pedestrian-scaled buildings that are appropriately modulated and designed with interesting and engaging street frontages and site designs. Using a form-based approach, more emphasis will be placed on form and profile and the number of stories rather than separating land uses. More specific detail will be provided in each Character District section, providing guidance for building placement, setbacks, and minimum and maximum number of stories.

Housing is a key component of Character Districts. Various housing types are described in the Housing section. Each Character District defines the most appropriate middle range of housing types, typically between single-family and mixed-use residential. Key locations for these housing types are in transitions between single-family and commercial corridors. Facilitation of these mid-range housing types is a critical component in the Town’s affordable housing strategy.

One of the Town’s priorities is to develop more diverse housing types and a range of amenities for future residents that retains the Town’s unique character while providing support for commercial uses. Getting the type of development that offers more variety will also mean changing what’s currently allowed in the Town’s Zoning Ordinance and development review process. Economic drivers for business growth that attract more job-creating activities and match local assets (healthcare, information technology, tourism, agriculture within Fauquier County, recreation, and government-related activities), and remaking existing commercial malls that are showing signs of disinvestment, will be articulated within each of the Character Districts.

The location of the Character Districts is based on the designated UDAs that encourage and promote well planned, suitable, and appropriate developments

that are adjacent to transportation corridors, with residential and commercial components. The Character Districts further develop and refine the goals and policies that were established for each UDA. The districts are intended for mixed-use zoning to allow for greater flexibility of investment in a range of land uses, both in vertical configuration and multiple compatible land uses within the same lot area. These districts will be connected by sidewalks and pedestrian pathways, encouraging a walkable experience.

## Character Districts



*Image 7-1: New Town District*

### **New Town Warrenton District**

With large lots, direct access from Route 29, and high visibility, this district could be a location for a signature office/jobs center; with greater intensity of mixed use and strong live, work, and play options. A mix of uses could be organized around an internal street network and public amenities, such as civic spaces, parks, green space, and public gathering areas.



*Image 7-2: Health and Wellness District*

**Health and Wellness District**

This district could leverage Fauquier Hospital with businesses, services, and housing options that promote aging in place, expanded health and wellness amenities; medical offices, and commercial uses.



*Image 7-3: Greenway and Makers District*

**Greenway and Makers District**

This district could maximize use of industrial areas for maker space with a food and arts focus, create connective elements to the greenway, and enhance gateway form and function.



*Image 7-4: Old Town District*

**Old Town District**

Warrenton will continue to promote Old Town as the signature cultural, social, and historic hub. The Town will encourage infill housing and other adaptive reuse of structures to bring more foot traffic to Old Town, but maintain the historic character and scale.



*Image 7-5: Experience Broadview District*

**Experience Broadview District**

Maintain and enhance the existing commercial corridor, but add nodal development with mixed-use residential anchors and improve transitions to adjacent single-family neighborhoods. A Form-

Based Transect is the best tool to transform Broadview Avenue to a neighborhood commercial corridor, with a consistent street frontage along Broadview and graceful step-downs in scale adjacent to adjoining neighborhoods.

In addition to these five Character Districts, other areas of the Town that have significant importance, such as established residential neighborhoods and commercial corridors that provide many of the goods and services for town residents, are identified for improvements:

**Warrenton Neighborhoods**

Existing neighborhoods would be stabilized and enhanced with connections to the expanded trail network and some retrofit of suburban patterns with neighborhood gathering spaces, canopy trees, and ADUs to maintain the physical character of the neighborhood. Preserve a mixture of single-family options. Zoning recommendations are the best tool to stabilize and protect Warrenton neighborhoods while adding more housing options to various residential zoning districts.



*Image 7-6: Haiti Neighborhood*

**Many parts make a neighborhood.**

*A neighborhood has stores and shops that satisfy everyday needs within an easy walk with safe and friendly streets on which people feel they “belong.” Residential streets should feel public and more like open space than traffic ways. Streets can be a pleasant part of the neighborhood. A great neighborhood has many choices to move by foot, bicycle, transit, and auto. A great neighborhood has places for people to meet, talk, and be neighborly with gathering places that include parks, plazas, sidewalks, and shops. Lastly, a great neighborhood has its own character, shaped by its physical setting, streets, buildings, open spaces, history, and the people who live in it. The following are Ten Guiding Principles to guide development in each of the Character Districts.*

## THE TEN GUIDING PRINCIPLES FOR CHARACTER DISTRICTS



**1. A discernible center.** Every neighborhood should have a discernible center that is walkable within a quarter-mile radius. The center can accommodate programmed or spontaneous events, or simply be a place people relax or meet friends. The center is often a hardscaped plaza or a green or park space; sometimes it can even be a busy street corner or a main street.



**2. Connected sidewalks with a clear pedestrian path, street trees, and lighting.** Streets within the Character District form a connected network, which disperses traffic by providing a variety of pedestrian and vehicular routes to any destination. There is an interconnected street grid network that disperses traffic and eases walking.



**3. Buildings that are placed close to the street to create a sense of place.** All buildings are directly accessible with front doors from the street.



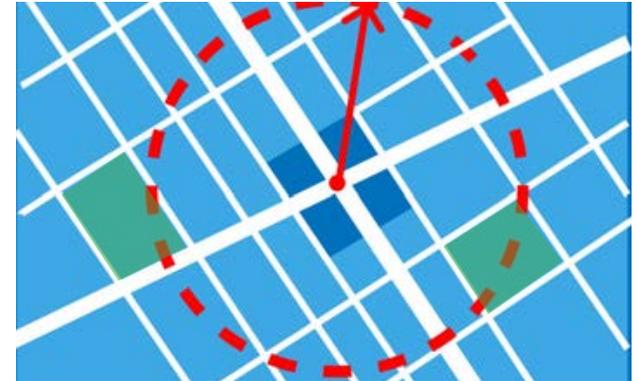
**4. Parking placed behind buildings and away from street frontages.** Interior access roads to services and parking are designed into the site plan.



**5. Complete streets create a balance between cars, pedestrians, and bicyclists.** Complete Streets have no singular design prescription. Each one is unique and responds to its community context; however, complete streets are designed to balance drivers, pedestrians, and bicyclists.



**6. Compact street blocks encourage walking.** Compact street blocks that are 200 to 400 feet wide and up to 600-feet deep provide a comfortable neighborhood scale that facilitates a fine-grain development pattern and walking experience. For blocks that exceed the maximum recommended length of 600 feet, a mid-block pedestrian path is recommended to allow for passage.



**7. A park, trail, or activity center is within a half mile walking radius.** Linkages to pedestrian amenities can be made with continuous sidewalks, street trees, and through-block pedestrian pathways.



**8. A variety of dwelling types accommodates a wide range of family sizes and income levels and commercial activity.** The variety provides synergy among uses and creates an immediate critical mass to sustain retail and commercial uses.



**9. Neighborhood identity connects district wayfinding and identification with a larger marketing effort to bring private investment to the neighborhood.** Neighborhood identity provides the brand and image of the area, and a basis for a marketing strategy to promote businesses, events, and future development opportunities.



**10. The neighborhood edge provides the means of transition from the Character District to adjoining properties.** The edge would transition to adjacent established neighborhoods and future land-use categories and exhibit compatibility in scale, massing, and setback with existing and planned developed on adjacent land.

## DESIGN GUIDELINES FOR CHARACTER DISTRICTS

This section provides general qualitative design guidance based on a traditional neighborhood design (TND) approach. This approach can activate the pedestrian realm along streets and public spaces with individual character and appropriate modulation and treatment of exterior surfaces. These guidelines are applicable to all of the Character Districts, with the exception of Old Town, which will follow the Illustrative Historic Design Guidelines. Specific guidance for form and placement of buildings that will be described for each district.

### A. Building Placement

The arrangement of buildings contributes significantly to the experience of the public realm. Buildings, through the appropriate treatment of placement, setback, street wall, massing, and the ground floor, should enhance character and quality of life. The form, scale, visual character, and experiential quality of the private and public realms can help make a neighborhood memorable. These qualities are desired in new commercial and residential developments to avoid the impression of a single development that is disconnected from the street. Half- or full-block developments in particular can look

monolithic in mass and form. It is critical to achieve a fine-grained neighborhood feel in such developments to ensure a pleasant, human-scale experience along the sidewalk.

The design of blocks and buildings should be based on these key guiding principles:

1. Reinforce the framework of the Character District by focusing on a mix of uses.
2. Enhance the public realm with a consistent application of streetscape improvements within these areas.
3. Frame and define the street by placing buildings closer to the property line with parking located in the rear or side. Buildings placed close to the street create a sense of place.
4. Express a neighborhood character that is defined by human-scale buildings that offer a variety in texture, form, scale, color and material.
5. Address and activate the street at the ground floor with well-articulated and detailed ground-floor treatments, with frequent entrances and plenty of transparency.



*Image 7-7: Image 1: Compact street blocks, a mix of uses and linear park space*



*Image 7-8: Image 2: Consistent streetscape finishes*



*Image 7-9: Image 3: Streetscape furniture*

**B. Lot and Block Standards**

Compact and smaller street block sizes facilitate a development form that promotes walkability using the following principles:

1. Block- and lot-size diversity. Street layouts provide for development blocks generally in the range of 200-400 feet deep by 300-600 feet long to facilitate greater ease of walkability.
2. A variety of lot sizes should be provided to allow diverse housing choices.
3. Lot widths should create a relatively symmetrical street cross section that reinforces the public space of the street as a simple, unified public space.

**C. Block Modulation and Building Massing and Placement**

The modulation of a block and the massing of buildings affect how the size of the building is perceived by a person at street level. By breaking up a large building into smaller masses, the building’s apparent mass can be reduced, forming a more interesting block. Special attention should be paid to buildings that front the public realm, and to relationships between buildings.

1. Full-block developments (or greater than 300 feet in street frontage) should be broken up into distinct volumes that are

in proportional to one another, while preserving the integrity of the building’s design, and creating transitions in bulk and scale. Repetitive elements or monolithic treatments that create a half- or full-block massing or appearance should be avoided.

2. To express variety, avoid monotony, and distinguish different building volumes, building design should use a variety of colors, materials and textures.
3. Mixed-use buildings that frame and define the street and express a neighborhood character contribute to the quality of the public realm and the pedestrian experience. Well-articulated detailed street walls and building frontage that is directly adjacent to the public realm are important to the fabric of the city and help to establish a human-scale urban experience.
4. Mixed-use buildings should incorporate a variety of vertical and horizontal modulations to develop distinct architectural volumes, break up monotonous volumes and create a fine-grained character.
5. The scale of building elements (e.g. roofs, doors, windows, porches, columns) should be chosen with the pedestrian in mind and proportioned to the building’s height and volume. Visual

order is achieved through a consistent use of these elements in individual buildings. The coordinated repetition and massing of building forms and architectural elements achieves a proper rhythm of neighborhood buildings.



*Image 7-10: Image 4: Compact street blocks with pedestrian plazas and mid-block paseos*



*Image 7-11: Image 5: Pedestrian plaza*

6. The proper placement of buildings and associated open spaces along streets frames the public realm and reinforce the hierarchy and legibility of neighborhoods within each focus area. Building placement and massing should create a street wall that holds the street volume and creates a street edge. Buildings should address the street consistent with the urban design.
7. The highly visible intersections along Lee Highway (Broadview Avenue, Branch Road, Fletcher Road, and Blackwell Road), at Frost Avenue and Broadview Avenue, and at Alwington Boulevard and James Madison Highway require massing that reinforces and anchors the junction with more vertical architecture, gateway elements, or setbacks with landscaped treatments. These elements announce arrival into the Town or special district, such as the Old Town Historic District.

#### D. Building Design

In each Character District new development is designed with a pedestrian orientation to foster a vital and active street life while creating an overall positive image for the Town. Buildings provide visual interest to pedestrians and serve as attractive backgrounds for public open spaces. Ground floor designs activate the street and enrich the pedestrian environment. The following principles guide development:

1. Entries to stores and ground-floor commercial uses should be visually distinct from the rest of the store façade, with creative use of scale, materials, windows, projecting or recessed facades, architectural details, color, and/or awnings. These entries should have direct at-grade access from the sidewalk.
2. All commercial uses located at the street level should provide a direct at-grade entrance from the public right-of-way with door thresholds flush with the sidewalk level. An entrance should be provided for each tenant street frontage exceeding 50 feet. Where such frontages exceed 100 feet, one entrance should be provided for each 100 feet of frontage or portion thereof. Separate pedestrian entrances for individual tenants should be at least 25 feet apart. Pedestrian ramps within the public right-of-way should be prohibited, except where necessary for required disabled access to existing buildings when no alternative is available.
3. Architectural features such as awnings, canopies, and other design features which add human scale to the streetscape are encouraged and should be consistent with the overall design of the building.
4. For commercial ground-floor use, between 3 and 12 feet above the



*Image 7-12: Image 6: Ground floor commercial with creative use of materials and projecting and recessed facades*



*Image 7-13: Image 7: Suburban WalMart model adapted to a traditional neighborhood design. Building is brought close to the street.*

sidewalk, a minimum of 60 percent of the façade should contain windows of clear or lightly tinted vision glass that allow views of indoor space. Heavily tinted or mirrored glass should not be permitted.

5. Storefronts should remain un-shuttered and minimally lit from within after business hours to illuminate adjoining sidewalks during active pedestrian times.
6. Signage attached to storefront windows should be kept to a minimum.

**E. Ground-Floor Residential Use**

Correctly designed ground-floor residential units provide “eyes on the street” and enliven the public realm using the following principles:

1. The ground floor of residential building facades should be articulated at regular increments to differentiate individual residential units from each other and from the overall massing of the building, to express a rhythm of individual units along the street.
2. Street walls containing ground floor residential units should have set backs up to 10 feet from any property line fronting a public street. Stoops and landscaping should be provided in this setback to provide a buffer between the

sidewalk and the units’ living areas.

3. Ground-floor residential units adjacent to the right-of-way and sidewalk should be raised a minimum of 18 to 42 inches above the adjacent sidewalk grade to provide an additional buffer.
4. The area between 3 and 12 feet above the sidewalk of street-facing ground-level residential units should possess clear, non-reflective windows.
5. Fences and gates should be used within the setback area only if they demarcate private open space attached to a residential unit. Solid walls or fences should not exceed a height of 42 inches above grade.
6. Each street-facing unit should be identified either on the door or the adjacent wall.

**F. Building Entries and Facades**

The building facade and entry is a critical component of the public realm. The following principles apply:

1. The architectural features, materials, and the articulation of a facade of a building should be continued on all sides visible from a public street or courtyard.

2. The front facade of the principal building on any lot should face onto a public street.
3. The primary entrance to any building should face onto a public street.
4. The front facade should not be oriented to face directly toward a parking lot.

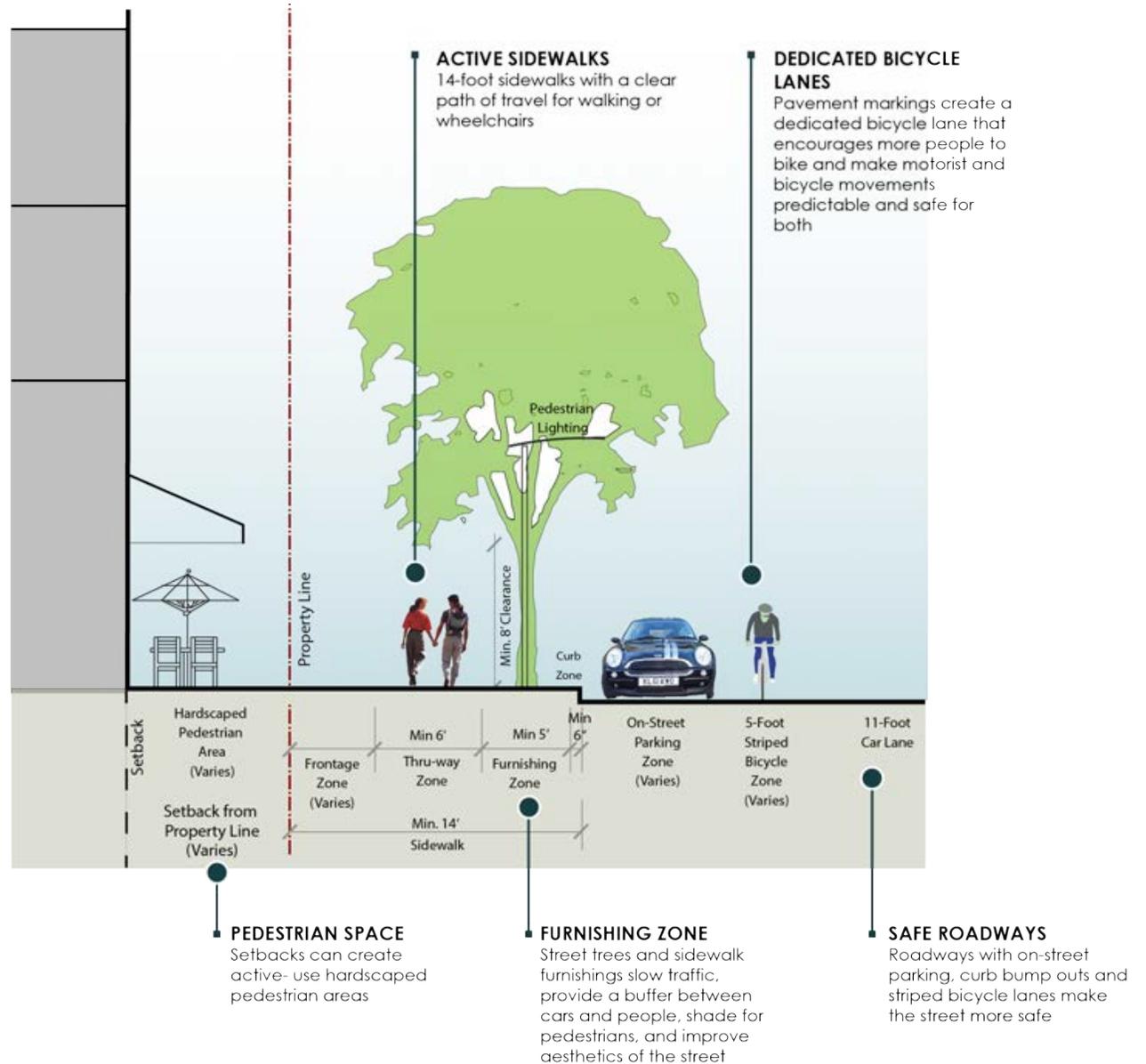


*Image 7-14: Image 8: Townhomes with entries from the sidewalk*



*Image 7-15: Image 9: Townhomes with entries from the sidewalk*

5. Porches, pent roofs, roof overhangs, hooded front doors, or other similar architectural elements should define the front entrance to all residences.
6. For commercial buildings, a minimum of 60 percent of the front facade on the ground floor should be transparent, consisting of window or door openings allowing views into, and out, of the interior.
7. Building entrances and windows are located along street frontages to break up blank walls and improve the pedestrian experience.
8. Building frontages should be set near the sidewalk and building sizes should be consistent, providing a sense of enclosure for the street.
9. Architectural detailing and applied decoration should enliven facades and break down building sizes to human proportions.
10. Blank lengths of wall exceeding 50 linear feet are discouraged.
11. Different elements should imply distinct architectural treatments (materials, fenestration, heights, window types, etc.) to exhibit incremental and diverse street faces.



## Streetscape Design

All sidewalks within should consist of an edge zone, furnishings zone, throughway zone, and, where appropriate, a frontage zone. See Ideal Sidewalk Section diagram and description below:

### Edge Zone (6-inch curb)

The edge zone, sometimes referred to as the curb zone, is the interface between the roadway and the sidewalk.

### Furnishings Zone (5-foot min.)

The furnishings zone serves as the buffer between the active pedestrian throughway zone and street traffic. The furnishings zone accommodates public amenities such as street trees, street lamps, benches, bike racks, news racks, mailboxes, transit shelters, utility poles and utility boxes. In some cases, the furnishings zone can be used for outdoor seating and dining by shops, cafés and restaurants.

### Pedestrian Throughway Zone (6-foot min.)

Located between the furnishings zone and the frontage zone, the throughway zone allows for unimpeded pedestrian circulation. It is free of all obstruction, including utility boxes and railings for outdoor dining.

### Frontage Zone (varies)

The frontage zone lies between the throughway zone and the adjacent building or property line, assuming the sidewalk dimensions accommodate it. Movable

outdoor seating and dining may be situated here as appropriate.

## A. Sidewalks

Sidewalks should meet all State and local requirements for adoption into the public street system and should also meet Americans with Disabilities Act (ADA) requirements where applicable.

1. Striped crosswalks should be included and well marked at all signed or signaled intersections.
2. The throughway zone should be a minimum of 5 feet wide.
3. Outdoor seating, either general-purpose or restaurant/café seating, is encouraged in the frontage zone, particularly in heavily trafficked pedestrian areas.
4. Open seating areas without railings are encouraged wherever possible, but if required, should be as open and unobtrusive as possible.
5. If there is an insufficient frontage zone to accommodate private uses such as cafés, any additional area should be taken from the private realm rather than encroaching on the throughway zone.
6. If possible, all utility boxes should be placed underground. If placing utility boxes underground is not an option,

then all utility boxes should be placed in the furnishings zone.



Image 7-16: Image 10: Sidewalk seating



Image 7-17: Image 11: Sidewalk cafe seating

## B. Street Tree and Landscape Design

All plant material should be selected from varieties that are native to the Commonwealth of Virginia, whenever possible. The following principles guide development:

1. All streets should have a regular pattern of street trees for aesthetic value and to shade sidewalks.
2. Street trees should generally be placed up to 40 feet apart and planted in the furnishing zone, located between the street curb and pedestrian throughway zone. Street trees may be planted in planting beds or installed in tree grates to create additional sidewalk space.
3. Evergreen trees should be used at strategic locations for screening and buffering parking, trash compartments, and other back-of-building features. Evergreens are favored for their dense foliage, are incorporated into landscaping in parks and civic spaces to enhance aesthetics during winter.
4. Deciduous shrubs should be used as accents on private residential lots, as well as in parks, commercial areas, and other community spaces. Evergreen shrubs are also used for visual interest, and screening of items like utility meters and HVAC equipment.

## C. Tree Location

Street trees should be located at an adequate distance from the street and adjacent buildings to maximize the trees' long-term health. The following principles guide development:

1. Street trees should be planted a minimum distance of 2.5 feet from the street curb edge.
2. Street trees should be planted a minimum distance of 8 feet from a building face. A greater distance may be desirable, depending on the tree species.
3. Tree grates or planting strips should be used throughout.
4. Street trees should be planted in adequately sized tree wells to contribute to the long-term health of the trees and to accommodate root balls large enough to replace a dead tree with a relatively mature one.
5. Street grates should cover a minimum area of 24 square feet (e.g., four by six feet).



*Image 7-18: Image 12: Street trees*



*Image 7-19: Image 13: Planting strip*

**D. Planting Strips**

The pedestrian realm may be enhanced through planting strips in a sidewalk’s furnishings zone. The following principles guide development:

1. Planting strips should not be located where pedestrian traffic is high or where the strips would otherwise impede pedestrian flow.
2. Planting strips should be located in the furnishings zone only. They should be planted with low-growing, native and/or drought tolerant plant materials with low water and maintenance requirements. Planting strips should not be planted with grass or other plant materials requiring heavier water use and maintenance.
3. Planting strips could be slightly raised and bordered with a low protective edge to create separation from foot traffic. To curb dog use, planting strips could be surrounded by a low fence often referred to as an ornamental street tree fence could be integrated into the planting strip.
4. Planting strips should have a minimum width of 3 feet 6 inches.

**E. Street Corner Radii**

1. The roadway edge at street intersections should be rounded by a tangential arc with a maximum radius of 15 feet for neighborhood streets and 20 feet for intersections like Broadview Avenue, Shirley Avenue and Lee Highway.

**F. Street Furniture**

Street furniture may be used to enhance Character Districts when the width of the sidewalk or public or private surface allows for additional enhancement of streets. The following principles guide development:

1. Street furnishings should be located in the furnishings zone.
2. Street furniture includes benches, bicycle racks, bollards, planters, and other accessories for the convenience of pedestrians or cyclists.
3. The careful selection and use of street furnishings enhances the street environment; provides a clean, consistent look; and makes ongoing maintenance easier and less expensive.
4. A family of distinct pedestrian street light fixtures that employ energy efficient luminaires and are designed to minimize light pollution should be investigated for each Character District. The pedestrian light fixtures should



*Image 7-20: Image 14: Sidewalk seating*



*Image 7-21: Image 15: Sidewalk seating*

convey a distinct character in design and be complementary to the street furnishings. For example, Old Town would have luminaires that are more traditional in experience, while New Town fixtures could be more modern in design.

5. Furnishings for primary transportation corridors (Broadview Avenue, Lee Highway, and Shirley Avenue) may be distinct and of higher quality to denote the nature of those streets. Other elements could be considered for such streets, such as maps and information kiosks.
6. Utility boxes should be painted with a color consistent with the family of street furnishings to downplay visibility.

**G. On-Street Parking**

Streets with commercial land uses at the ground floor should have on-street parking directly available, where possible.

**H. Surface Parking**

All surface parking lots should be located at the rear (behind) or at the side of a building to reduce visibility. The following principles guide development:

1. Surface parking areas exposed to view from public streets, sidewalks, and other public spaces should be screened from

the street and sidewalk with a 36-inch to 48-inch wall or with a hedge of the same height with a shrub spacing of no greater than 24-inches at time of planting and be located parallel to the front property line.

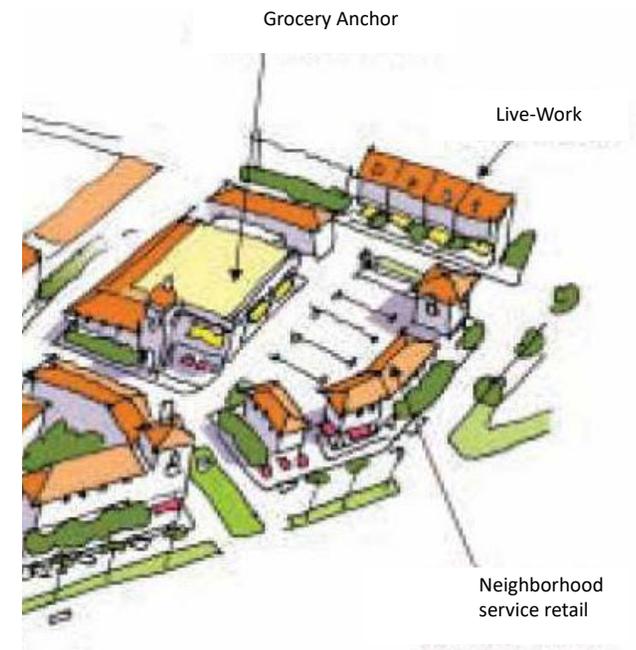
2. A parking lot or garage may not be adjacent to or opposite a street intersection.
3. Surface parking lots or garages should provide not less than one bicycle parking space for every 10 motor vehicle parking spaces.
4. Adjacent on-street parking may apply toward the minimum parking requirements.

**I. Interface between Buildings and Neighborhood Parks**

Plan Warrenton 2040 intends to promote parks (existing and proposed) in each Character District and to organize future development around them. Buildings facing these parks, either across the street or on adjacent parcels, can enhance the park experience, serve as an architectural backdrop, frame the outdoor space, and provide a greater degree of safety through “eyes on the park.” Designers of park-fronting buildings have a heightened responsibility to the public realm. The park can be accessed through ground-floor use, and proper design can minimize impact on

solar access. The following principles guide development:

1. Buildings should engage adjacent parks through active ground-floor uses, such as restaurants and cafés, and with transparent storefronts to create visual interest. They should include spill-out space for dining or sitting on the sidewalks facing parks is encouraged.
2. Building entrances should face parks encouraging building occupants to cross the street to the park and park visitors to shop and dine in adjacent businesses.



*Figure 7-5: Example: A mix of uses on one lot. Parking located in the interior of a block*

3. Blank walls with few windows and lack of ground-level interest are strongly discouraged.
4. Parks and plazas should be designed to allow for clear views in, out, and through them.
5. Publicly accessible open space should include principal access points to the surrounding street network, preferably at street intersections.
6. Principal access points should remain unimpeded by walls, steps, or other barriers; they should act as seamless extensions of the sidewalk.
7. Principal access points should meet the adjoining street line at the elevation of the adjoining sidewalk.
8. Fencing and walls at the edges of parks should be suited to design/area.
9. Due to the topographic issues within some of the Character Districts, steps and ramps will be needed, but should be gradual and generously wide.
10. Major walkways should be of a smooth, durable material, which may include stone, concrete or brick pavers, asphalt unit pavers, decomposed granite paving,

and/or wood decking. Additional zone on either side of this walkway may be provided to accommodate trees and seating, and may have textured paving such as cobblestone or crushed stone.

11. Other park amenities may include open-air cafés, kiosks, and pushcarts.

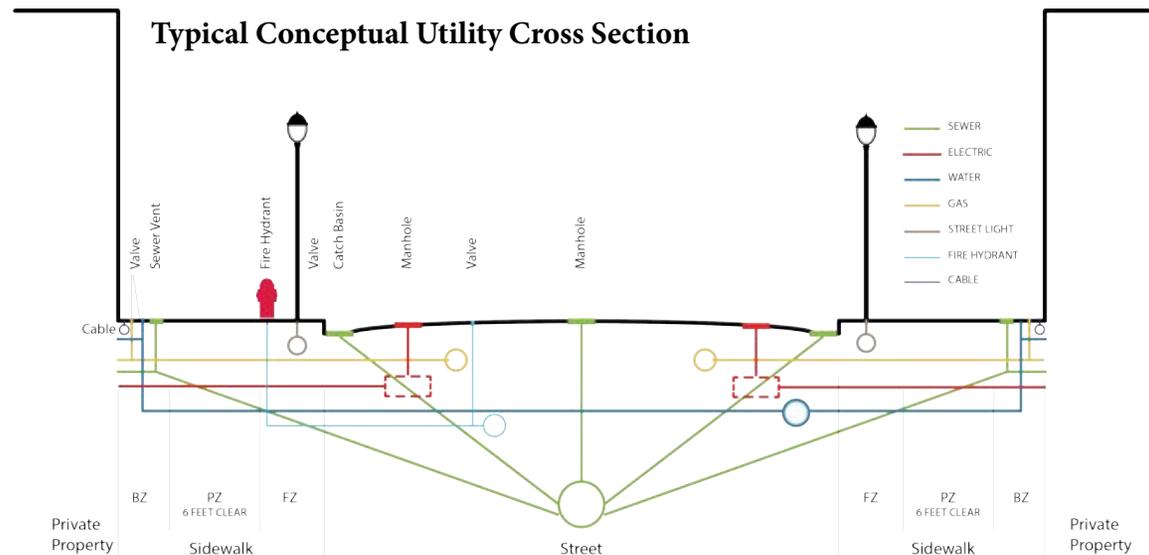
### J. Utilities

All utilities should be considered as part of the overall design early in the process. The following principles guide development:

1. All utilities, such as backflow prevention devices, groupings of meters, and so on should be located outside the public right-of-way within a building alcove,

utility room, or landscaped area and be fully screened from view.

2. The utility needs of future commercial tenants (e.g., grease traps, exhaust chutes, air conditioning) should be anticipated in the initial building design to avoid difficulty when retrofitting buildings after construction.



**Each Character District will differ in terms of intensity of development, range of land uses, massing, setbacks, and character elements, based on existing conditions, such as prominent existing land uses, lot size, configuration and consolidation, and vehicular and pedestrian accessibility. However, all Character Districts will share core urban design principles of what makes a great neighborhood.**

## FORM-BASED GUIDANCE

Each Character District will contain specific guidance for new and infill development. For example, all new block configurations must be walkable and plan for connectivity between blocks and to public amenities, such as existing parks and trails, with continuous sidewalks or pedestrian pathways. Opportunities for creating neighborhood centers, such as new parks or community gathering areas, will be identified, especially the development frontage along primary, secondary, or interior streets. Creating comfortable transitions in mass and scale to adjoining neighborhoods allows the edges of each district to be compatible with the character of established neighborhoods. Each Character District will provide specific guidance on form and massing, with minimum and maximum stories, setbacks, and character elements (such as stoops, awnings, and architectural features).

**Each Character District will be guided by the three drivers that shape the direction of Plan Warrenton 2040:**

**Community Character** – Maintaining the small-town character of Warrenton and articulating the form/function of the Character Districts, defining gateways and corridors, and preserving existing neighborhoods

**Community Health** – Promoting active lifestyles, housing for all stages of life and opportunities for social engagement, connecting existing and proposed parks and trails, and improving access to fresh foods and healthcare

**Community Fiscal/Economic Health** – Balancing the tax base by becoming a stronger live/work community; keeping up with the regional growth trends

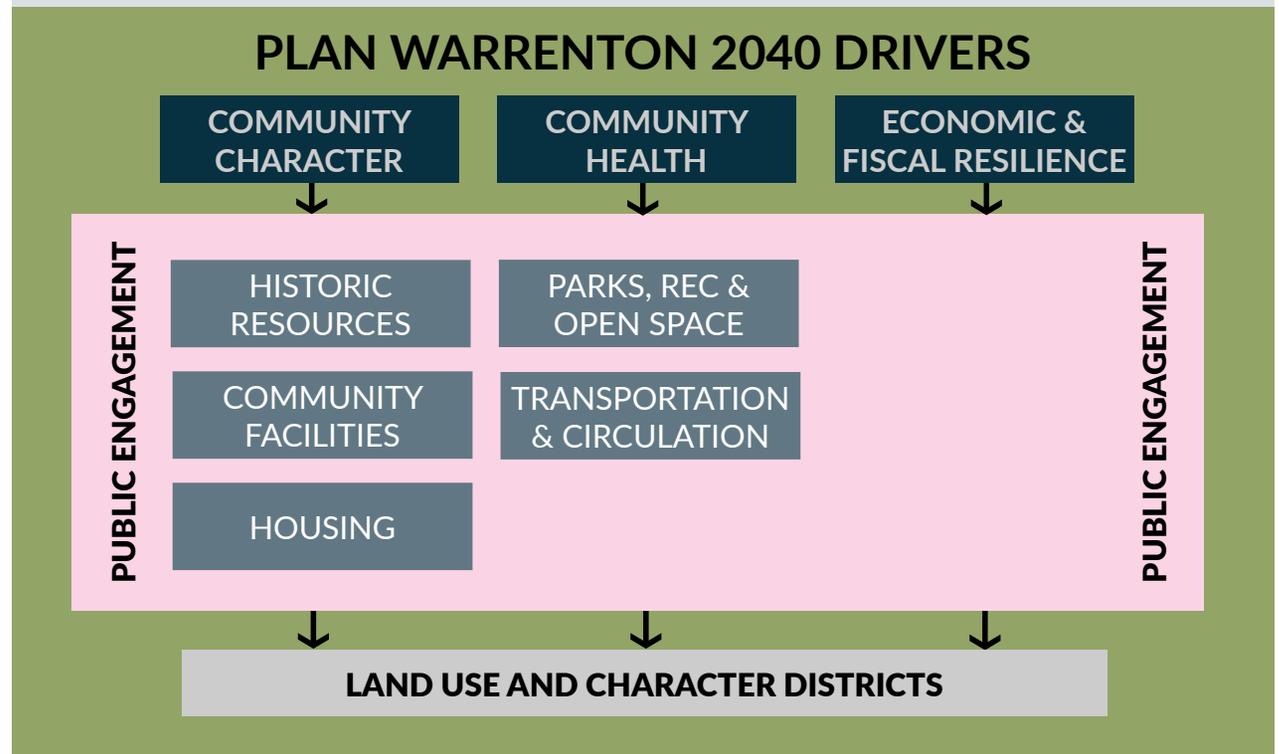


Figure 7-6: Diagram - Drivers and Topical Elements

*For each Character District, specific guidance is provided for land use, development form, and character. This encourages efficient land use by facilitating compact, high-intensity development, maximizing construction typologies for efficiencies in form and height, minimizing the amount of land needed for surface parking and ensuring proper transitions to adjoining neighborhoods.*

**DEFINITIONS**

**Character and Intent:** Based on the goals of the Character District.

**Uses:** To allow a mixture of complimentary land uses that includes retail, offices, commercial services, housing, and civic uses, to create economic and social vitality and to encourage the linking of trips as well as shortening trip distance between uses and services. And to dissuade those uses deemed incompatible with residential uses. The following regulations are intended to create and maintain developments with a compatible mix of residential and commercial uses. To insure compatibility between uses within the development and surrounding area, any use requiring a permit shall be reviewed as part of the proposed development.

**Permitted Uses (By-right):** Desired uses permitted within the zoning district except for those uses listed in this subsection as prohibited. Land uses are compatible with one another and with the adjacent neighborhood.

**Permissible Uses** (by special use upon approval by Town Council): Uses conditionally permitted within the zoning district.

**Prohibited Uses:** Prohibited regardless of zoning designation, uses incompatible with the mixed-use development.

**Development Intensity:** Development standards for density. The amount of development allowed in a mixed-use project is currently guided by the prevailing allowable density units per acre (DU/AC) of the site’s zoning designation. The Character District approach will focus on the number of stories for various residential and commercial building types to get the form and profile more compatible with the character of Warrenton, and especially with adjoining neighborhoods.

**Building Configuration:** The maximum and minimum building height shall conform to the requirements of the Character District on which it is located.

1. 1. Primary Frontage: Minimum and maximum number of stories at the main addressing street.
2. 2. Side or Transition: Step down to residential neighborhoods.

**Block Size:** The maximum block size to accommodate the placement of a structure, with applicable setbacks and sidewalks along each public street frontage, as defined by each Character District.

**Access:** Indicate interior streets, service and parking aisle, pedestrian passage and bicycle lanes, as appropriate to each district.

**Civic Spaces:** Each Character District shall define a civic space, such as square, plaza, green park or playground, as appropriate.

**Lot Occupation:** The percentage of the lot coverage by the structure. Varies per residential and commercial land uses and per Character District.

**Setbacks:** From primary frontage, side and back elevations.

**Frontages:** Frontages include common yard, porch, terrace, forecourt, stoop, storefront and awning, gallery, and arcade and will be defined for primary, secondary and new interior roads.

**Green Infrastructure:** Identify the most appropriate green infrastructure for each character district such as bioswale, green roof, dry pond, green wall, filter strip, constructed wetland and ecosystem planning.

## NEW TOWN WARRENTON DISTRICT

Located off Route 29 on some of the largest and most visible development blocks in the Town, the New Town Warrenton District will be defined as a signature location for a regional employer and jobs center, it will contain mixed-use residential, entertainment and commercial uses organized by a compact interior street grid network and a park area that is located over an existing floodplain. The interior street grid will have continuous sidewalks, street trees and pedestrian streetlights. Surface parking will be located behind the buildings and street frontage. Development will be at a greater concentration towards the center of the district but will step down towards Oaks Spring Drive where lower-scaled townhomes are located at the neighborhood edge. Mixed-use residential in the vertical configuration and within the same lot area will be designed up to five to six levels. Other construction typologies, such as concrete or steel frame, might be introduced for an office or hotel structure.

New Town Warrenton will be built out in phases, with the potential of some of the existing commercial buildings to remain as adaptive reuse developments. The development plan includes transforming the floodplain and surface parking lot, into a park and events area which could serve as a focal point and anchor for the district

### POSTCARD

*"I want there to be a [commercial experiential activity] in Warrenton... because whenever there is a rainy day and we want to have fun we could drive there for only 2 minutes to get there instead of 45 minutes."*

*Nicolas, Age 10*

*Town of Warrenton*

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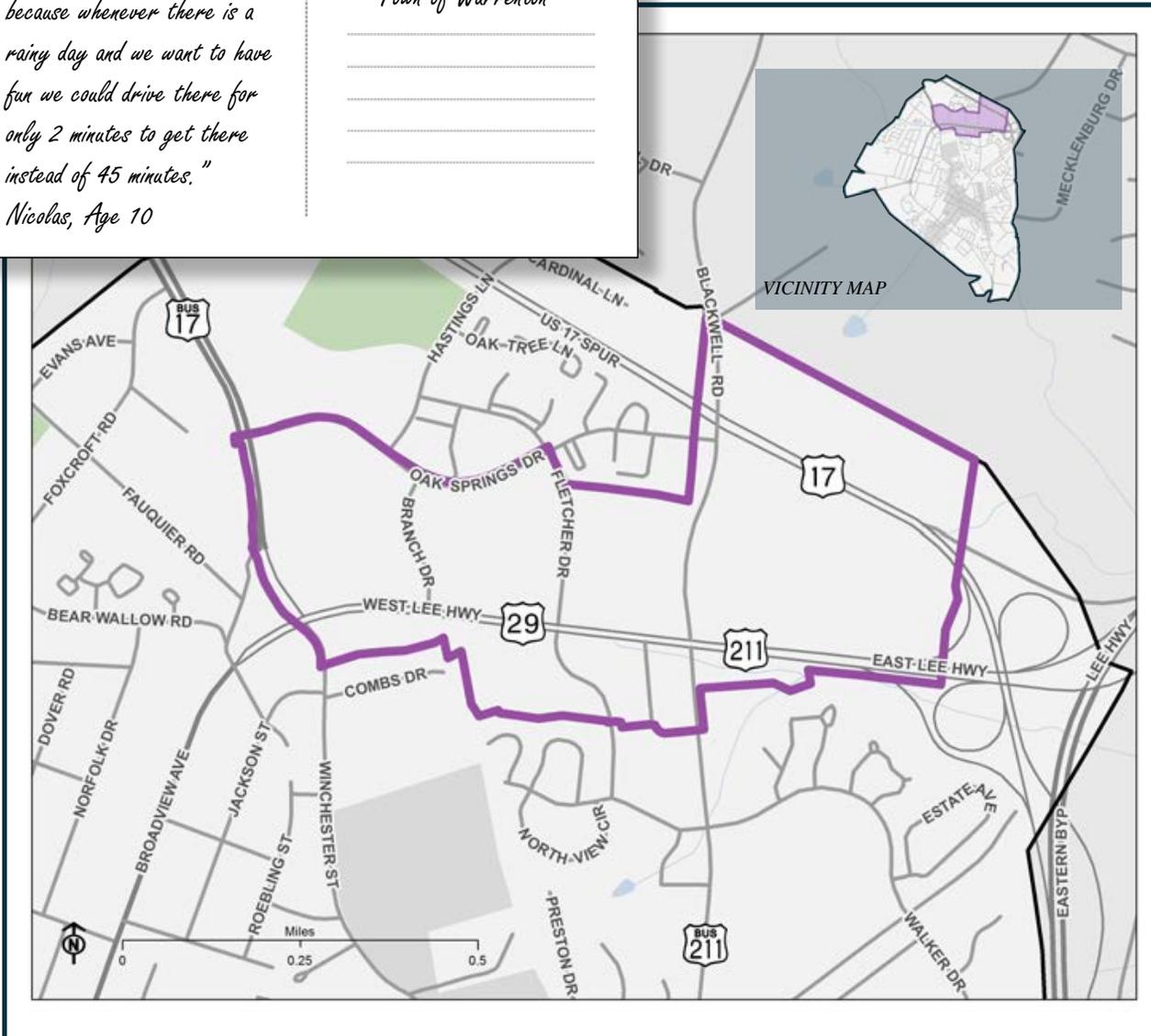


Figure 7-7: NEW TOWN WARRENTON MAP

**NEW TOWN WARRENTON DISTRICT**

as well as an amenity for future residents, tenants and visitors alike.

New Town Warrenton will be a regional destination and neighborhood center where there are regularly programmed local arts and cultural events. It will be managed by a business improvement district, and provide entertainment uses and a variety of housing types and retail options that are currently lacking in the Town. New Town is unique neighborhood and regional experience, more modern in its architecture and varied in its mix of housing types and commercial uses. Old Town, on the other hand, is a real historic district and cultural heart of Warrenton. With compact street blocks and real exterior building materials (such as masonry and wood siding, and stone lintels), Old Town offers residents and visitors alike an authentic experience.

### HOW THE TOPICAL ELEMENTS ARE FRAMED:

The New Town Character District is ideal for mixed-use or office development with a plaza or open space amenity because it has some the largest lot areas which can accommodate a greater intensity of development with larger floor plans. A form-based transect approach to development will define form with greater maximum height towards Lee Highway and the center of the district, with a gradual step down in scale towards Oak Springs Drive. The form guidance will define frontages for interior streets, Lee Highway and interior park or

plaza areas with storefronts and active uses at the ground level. Frontage along the adjoining neighborhoods shall have a more residential appearance, with setbacks, stoops, and compact green yard space. A greater emphasis in the mix of uses in the vertical configuration or within the same lot area that are connected by pedestrian pathways is encouraged.

### HOUSING

The district will have a range of housing types including multi-family or mixed-use residential towards the center of the district, with two to three level townhomes along Oak Springs Road.

### OPEN SPACE AND PARKS

A park is proposed as a unifying element of the New Town Warrenton District. A small portion of the district is the floodplain for an unnamed tributary. Currently, this area is developed and is used for parking and commercial space. Initial park concept: propose redevelopment of the floodplain into a passive park.

### TRANSPORTATION AND CIRCULATION

The development of an interior road network, supported by sidewalks and street trees, will define a conducive development pattern and pedestrian experience. It will be important to provide connectivity through pedestrian pathways that link adjacent

residential neighborhoods to green space, parks, and plazas within the development site. Limiting curb cuts along Lee Highway and establishing access to the district from signalized intersections will minimize congestion along Lee Highway.

### ECONOMIC AND FISCAL RESILIENCE

The New Town District is a major economic development priority as a potential site for a jobs center with Class A office buildings, due to the site's high visibility, large lots, and direct access from Route 29. By 2040, New Town will transform from a collection of aging commercial buildings into a vibrant mixed-use community, and destination for entertainment, such as movie theaters, bowling and music or theatrical performance space.

### COMMUNITY FACILITIES

Private developers will initiate the development of community facilities (e.g., park, community center, gathering places, etc.) for public use. The type and scale of the community facility will be based on the proposed development type and site design.

## WHAT CAN NEW TOWN WARRENTON DISTRICT BE IN THE YEAR 2040?



Internal walkable streets and hardscaped plazas that can accommodate events and pedestrian activity.



Multi-purpose public areas can accommodate annual and regional events.



A mix of employment, residential, and commercial uses can be designed around public amenities.



The development along the neighborhood edge is compatible with adjoining neighborhoods.



Daylighting flood plains (as a flood control project) provides an opportunity to create park with pedestrian amenities. Carroll Creek Park. Frederick, MD



Create residential communities with visual sight lines through the development, and where possible, with pedestrian pathways.

FOR ILLUSTRATIVE PURPOSES



POTENTIAL REDEVELOPMENT CONCEPT AT FULL BUILD-OUT

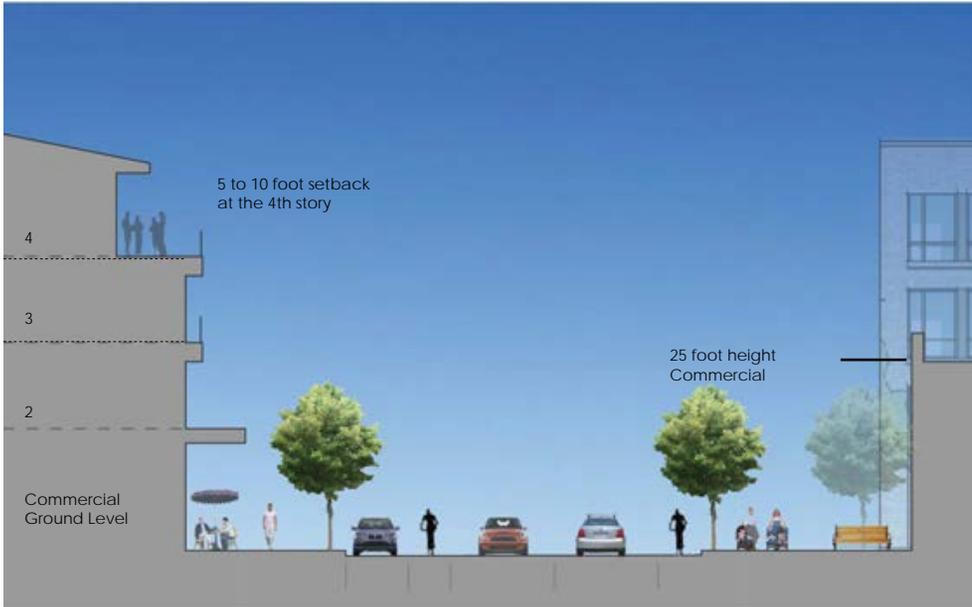
- 1. New Town community park
- 2. New Town Street. 14 foot sidewalks with street trees, street benches and pedestrian street lights
- 3. New Street East Park
- 4. North-south linear park connects Lee Highway with New Street
- 5. Corner emphasis at entry points from Lee Highway
- 6. Multi-family development
- 7. Townhomes and/or duplexes and bungalows with a step down in height and massing



RENDERING FROM NEW TOWN PARK

**NEW TOWN WARRENTON CHARACTER DISTRICT FORM-BASED TEMPLATE**

Character and Intent	Warrenton’s signature office/jobs center. Incorporates a grid street pattern with a “park once” design, walkability and a mix of uses at varying intensities. Active green spaces and open spaces are incorporated into design with quality modern architecture complementary to historic character of the Town
Land Use Desired Permitted Uses	Employment, office, commercial, retail, restaurants, and multi-family apartments with mixed-use residential over commercial, townhomes or multi-family along Oak Springs Drive
Building Configuration	Up to 6 stories max, 2 min. One story commercial must have a height equivalent to two stories or 25 feet to top of parapet. Multi-family up to 5 stories, office or hotel up to 6 stories
Block Size	Maximum block size with sidewalks: not to exceed 400 x 600 (min: 200 x 300)
Access	Interior streets, service and parking aisles, pedestrian passages, bicycle lanes
Civic Spaces	Square, plaza, green park, playground
Lot Occupation	80% maximum
Setbacks	Varies
Primary Frontage	Lee Highway: varies (10-20 feet) due to topography. Interior Streets: Zero lot line
Side Elevations	None
Back Elevations	None
Frontages	Storefront awning, gallery, arcade, stoops, porch and yard
Lee Highway	Storefront awning, gallery, arcade
Broadview Avenue	Storefront awning, gallery, arcade
Interior Roads	Storefront, awning
Park Frontage	Storefront awning, gallery, arcade
Oak Springs Drive	Stoops, porch, yard
Green Infrastructure	Floodplain park with constructed wetland and ecosystem planning. Other elements may include green roof, dry pond and green wall



STREET VIEW AT NEW TOWN STREET AT MID-BLOCK, LOOKING SOUTH



STREET VIEW AT OAKS SPRING DRIVE, LOOKING SOUTH



STREET VIEW AT LEE HIGHWAY, LOOKING SOUTH

# HEALTH AND WELLNESS DISTRICT

The Health and Wellness district is located at the western gateway leading into Warrenton along Route 211. The district covers 272 acres and is bookended by two important institutions within the Town and

beyond: Fauquier Hospital and the WARF. It will be the focal point for expanded health and wellness amenities for Warrenton and the region by 2040, with medical offices, medical education, senior housing to allow residents to age in place, hotels to accommodate visiting relatives, and a mix of commercial uses lining Frost and Shirley avenues.

The Health and Wellness Districts uses the “Hospital as Hub” strategy by leveraging Fauquier Hospital and its Cancer Center, creating jobs in the health and wellness industry, clustering related land uses together, making them accessible by pedestrian connections and by a branded shuttle. In addition to senior housing, there are opportunities in this district to create middle-range housing at various price points, especially at the undeveloped greenfield behind the hospital. As the region continues to experience a growing aging population, the demand for health-related services and housing will continue to grow.

The “wellness” part of this district provides the opportunity to promote resort-style hotels and services with a focus on an uplifting, peaceful, holistic, and natural approach to better health as part of the district brand. Holistic health and be spa-like, and include a focus on education and workshops, nutrition, and exercise.

Existing commercial properties, such as the Warrenton Town Centre, may be redeveloped to make the aging commercial property more mixed-use and walkable, with pedestrian amenities, such as a linear park over the flood plain. Special attention should be given to the edges of this district, especially at the intersection of Frost and Broadview avenues and where the Old Town Character District starts. Creating a significant transition to Old Town District will require redevelopment

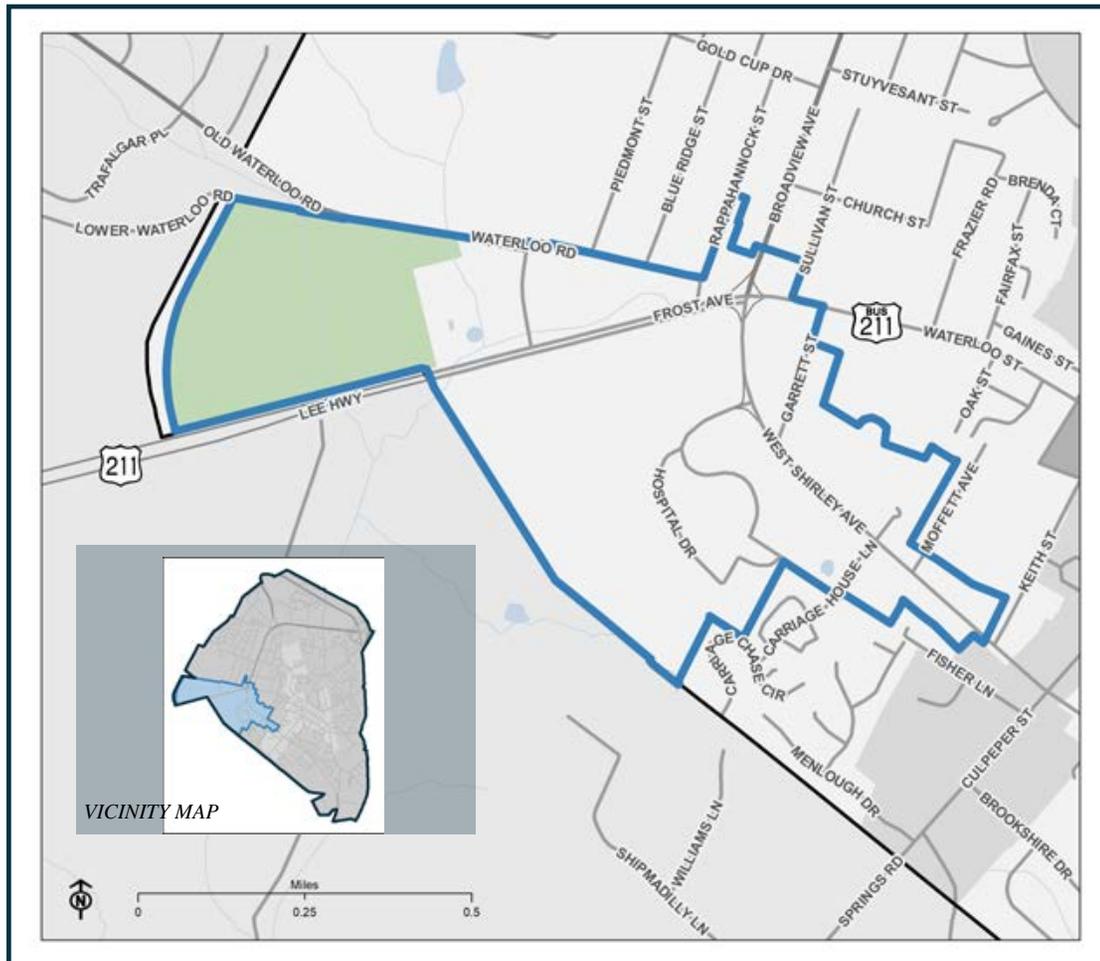


Figure 7-8: HEALTH AND WELLNESS DISTRICT MAP

of the commercial properties east of the intersection, with traffic-calming roadway treatments and an architectural “gateway” element as part of the redevelopment of property, signifying the entrance into a historic district.

### HOW THE TOPICAL ELEMENTS ARE FRAMED:

There are three focus areas in the Health and Wellness Character District that will require specific form guidance. (1) The area between Frost Avenue and Waterloo Road includes the Warrenton Aquatic Recreation Facility (WARF) and Warrenton Town Centre commercial strip. The primary street frontage is Route 211/Frost Avenue. Redevelopment along the Warrenton Town Centre frontage will require a setback to avoid the 100-year floodplain provides an opportunity for a linear park-like frontage. The north side of Waterloo Road includes single-family residential and a high school and will require a step down in scale to a 35-foot maximum. (2) The area behind the Fauquier Hospital that is currently greenfield has been discussed as single-family housing in previous planning efforts. There is an opportunity to address middle range housing, with housing typologies between multi-family and single-family. Some of these housing options could include courtyard or garden-style apartments, and even senior housing, due to its proximity to the Hospital. The development pattern should be compact

and walkable, with park area and trails that lead to existing and planned trails. The lots directly adjacent to the hospital (and owned by the hospital) will be medical related. (3) The frontage along Shirley Avenue can be redeveloped into a mix of uses, with development placed towards the street frontage and parking located behind. Frontage along the adjoining single-family neighborhoods should have a range of transitional residential land uses, such as Townhomes with setbacks, stoops, and compact green yard space.

### HOUSING

The range of housing types in the Health and Wellness District will include mix-use residential as part of the redevelopment of the commercial area along Shirley Avenue and the Warrenton Town Centre, senior housing located near and behind the Hospital, and workforce housing targeted at nurses and other emergency services professionals.

### OPEN SPACE AND PARKS

The floodplain that lines the frontage of Frost Avenue, could be transformed into a linear park frontage. The Town will continue to add more recreational opportunities to the WARF, including an amphitheater. The greenfield located behind the hospital provides the opportunity for new trails and park space as part of any residential development.

## TRANSPORTATION AND CIRCULATION

A major transportation priority is establishing connectivity between the three areas of the Health and Wellness District. The district could create better access with a shuttle connecting the hospital with surrounding medical offices, health services, senior housing and care, hotels, and commercial uses. This district serves as the western entrance into Warrenton, and improvements along Route 211 and at the intersection of Shirley Avenue and Broadview Avenue should be prioritized to improve safety and provide a gateway. Simple traffic-calming features such as raised intersections, narrower streets, and bulb-outs for safe travel should be incorporated in areas near the hospital. Other improvements (e.g., interior road network, street trees, sidewalks) could come with new residential development within the greenfield located behind the hospital, with a interior road network supported by sidewalks and street trees. Redevelopment along Shirley Avenue provides the opportunity to limit curb cuts and reduce congestion. Creating a signalized pedestrian street crossing at Van Roijen Street and Route 211 would better connect the two areas. Lastly, the potential implementation of Timber Fence Parkway and Southern Bypass Parkway provides the opportunity to create a continuous multi-use pedestrian path to define the western edge of the Town and connect to exiting neighborhoods.

## WHAT CAN THE HEALTH AND WELLNESS DISTRICT BE IN THE YEAR 2040?



Fauquier Hospital is a hub for related health and wellness uses, such as medical offices and supportive and senior housing.



A signature architectural medical office building brings attention and establishes a level of quality for future buildings in the Health and Wellness District.



The Wellness Center and Resort concept uses nearby resources like the WARF and features prominently in the district's branding efforts.



Redevelop Warrenton Town Centre into a mixed-use configuration with housing over commercial.



Continue to promote the WARF as the Town's center for health and fitness, with highly visible recurring events.



Courtyard garden-style row housing and other types fill a housing gap.

ECONOMIC AND FISCAL RESILIENCE

The Health and Wellness District and the “Hospital as Hub” concept lay the foundation for a focused live/work economic development and branding strategy for the Town. Over the next 20 years, the Town could become the focal point and regional hub for high-paying professional wellness and medical services and include a variety housing and lodging facilities.

COMMUNITY FACILITIES

The WARF will continue to be a major anchor in the Health and Wellness District. An open-air amphitheater and other amenities may be added to the facility.



**POTENTIAL REDEVELOPMENT CONCEPT AT PARTIAL BUILD-OUT**

RENDERING - CONCEPT LOOKING SOUTHEAST FROM FROST AND BROADVIEW INTERSECTION



NOTES:

- 1. Warrenton Aquatic Recreational Facility (WARF)
- 2. Fauquier Hospital
- 3. Timber Fence Parkway Multi-Use Path Concept
- 4. Southern Parkway Multi-Use Pathway Concept
- 5. Future single-family development
- 6. Striped and signalized pedestrian crosswalk
- 7. Mixed-use development concept
- 8. Townhomes with a step down in height
- 9. Development to reinforce the Frost and Broadview intersection
- 10. New medical or commercial related development placed towards the street frontage
- 11. Future medical related commercial or housing placed towards the Shirley Avenue frontage, extending towards Culpeper Street

## HEALTH AND WELLNESS CHARACTER DISTRICT FORM-BASED TEMPLATE

Character and Intent	Health and Wellness District, a regional destination for medical related services, supports and promotes a mix of uses that are health related, such as senior and workforce housing, office, medical and emergency services, and aging in-place related uses.
Land Use Permitted Uses	Medical-related, office, commercial, hotel, retail, restaurants, senior housing, mix of housing types (duplex, tri/fourplex, courtyard, townhome, live/work, multi-family apartments) and mixed-use development
Building Configuration	Ranges from 2 to 5 stories
Block Size	Maximum new block size with sidewalks: not to exceed 400 x 600
Access	Interior streets, service and parking aisle, pedestrian passage, bicycle lanes
Civic Spaces	Green park, playground, multi-use path, amphitheater
Lot Occupation	Ranges from 60% to 80%
Setbacks	Varies
Primary Frontage	20 feet at Broadview and Frost Avenues
Side Elevations	10 feet
Back Elevations	20 feet
Frontages	Storefront awning along main street corridors, stoop, terrace, porch, yard along residential streets
Frost Avenue, West Shirley Avenue	Storefront
Broadview Avenue	Storefront
Secondary Roads: Waterloo Road	Stoop, terrace, porch, yard
Interior Roads	Stoop, terrace, porch, yard
Oak Springs Drive	Stoops, porch, yard
Green Infrastructure	Bioswale, dry pond, green wall, filter strip, constructed wetland and ecosystem planning in floodplain



STREET VIEW FROM FROST AVENUE LOOKING SOUTH



STREET VIEW FROM GARRETT STREET LOOKING SOUTH



STREET VIEW FROM FROST AVENUE LOOKING SOUTH

## GREENWAY AND MAKERS DISTRICT

Located at the southern gateway into the Town of Warrenton, the Warrenton Greenway and Makers District is framed by Old Meetze Road to the east and the Town Boundary to the west. Currently, large commercial uses are located to the west of East Shirley Avenue with educational uses located further up north. The Town's remaining light industrial is located to the east, with the Warrenton Greenway located further north with adjoining residential neighborhoods. Future planning shall ensure that the Town, county, and School District properties are walkable and accessible from the adjoining neighborhoods. The last remaining light industrial zoned areas in the Town are maintained and transformed as a Maker's District, with craft food, beverage, arts production, and other creative makings.

A Makers District Overlay would ensure current light industrial uses continue to thrive, while a new creative-production economy would enable local purveyors to produce and distribute the goods they sell and distribute throughout the region. This new overlay would complement existing light industrial activities and would be located in highly accessible corridor of East Shirley Street for both small scale entrepreneurs and larger companies looking to start and expand businesses within the Town of Warrenton.

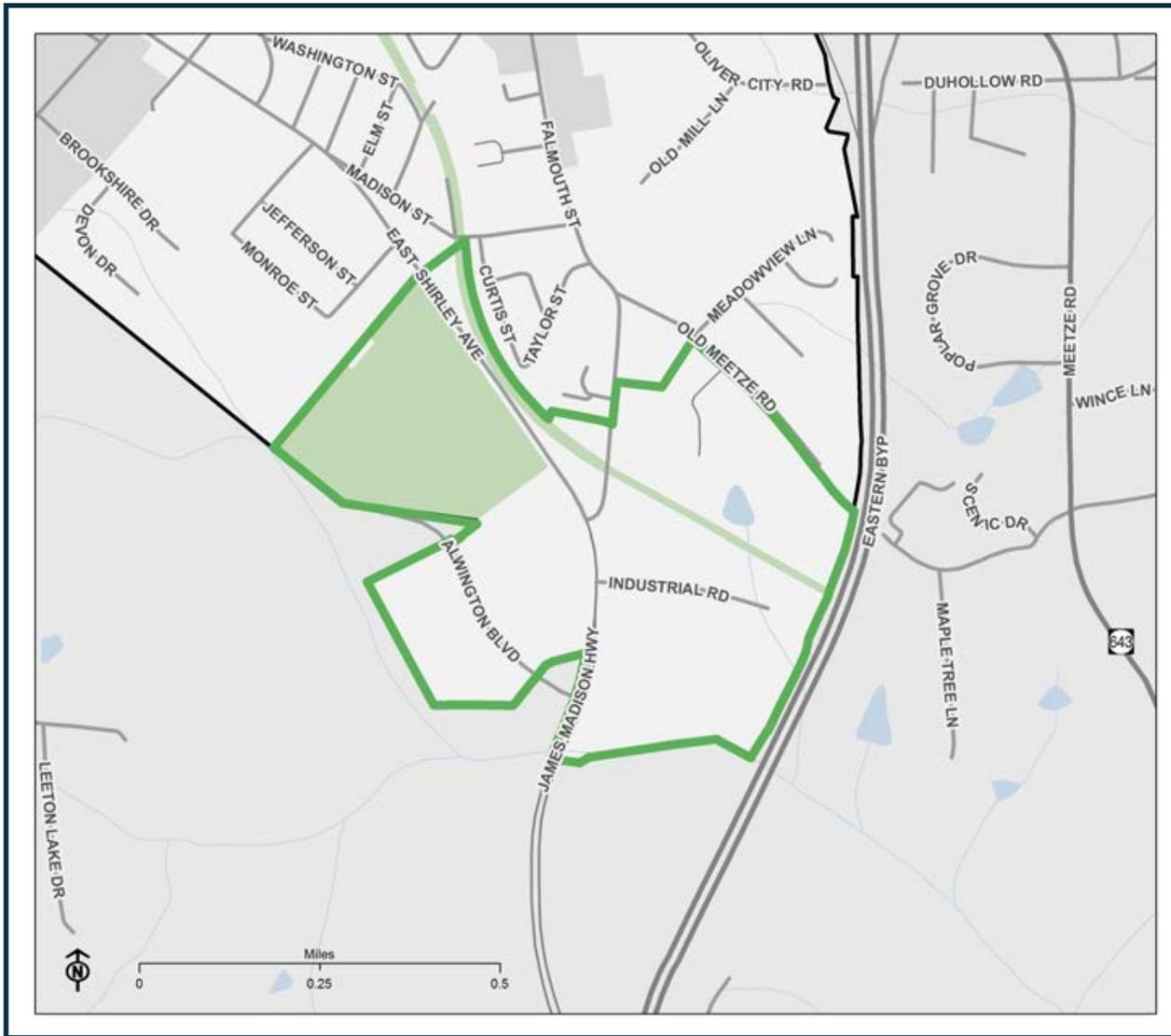
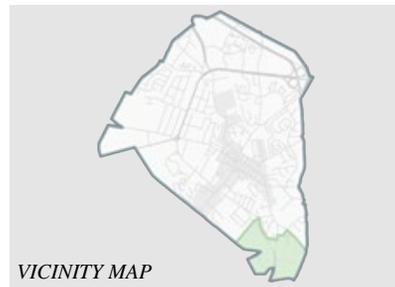


Figure 7-9: GREENWAY AND MAKERS DISTRICT MAP



This mixed-use district is at a lower scale of intensity, will offer innovative middle-range housing, such as row homes and courtyard apartments, in the greenfield area north of the Greenway. The residential development will be connected to the Greenway with pedestrian trails and parks.

The Greenway and Makers District will evolve with a mix of uses ranging from commercial and light industrial property types to creative productions. Improvements should be focused on encouraging the redevelopment of existing building stock deemed critical to the area.

Along East Shirley Avenue new commercial buildings will face the street with parking located behind. New residential development on the undeveloped parcel north of the Greenway should step down in height along Old Meetze Road to be compatible to the adjoining neighborhood.

### HOW THE TOPICAL ELEMENTS ARE FRAMED:

The Greenway and Makers District serves as the southern gateway into Town where one can access big box commercial goods and services, light industrial, and an emerging arts and crafts industry.

## HOUSING

A range of housing types, including row homes, courtyard apartments, duplexes could be developed within the undeveloped greenfield area north of the Warrenton Greenway. Housing should be developed at a lower density that is compatible with the adjoining residential neighborhood.

## OPEN SPACE AND PARKS

New trails and pedestrian pathways could be created by current and future residential and light industrial uses and connect to the Warrenton Greenway.

## TRANSPORTATION AND CIRCULATION

To create a memorable entry into the Town, the district should have a vertical wayfinding element supported by continuous sidewalks and a landscape strip with street trees. Currently, the district is largely defined by its vehicular movements, over the next 20 years the street design will need to accommodate other modes of travel, such as pedestrians and bicyclists. The completion of sidewalks on both sides of Shirley Avenue throughout the district should be an immediate priority. The Town should capitalize on the existing roundabout at Shirley Avenue and Falmouth Street, adopt a of a cohesive cross-section for Shirley Avenue within this district.

## ECONOMIC AND FISCAL HEALTH

The Greenway and Makers Character District will facilitate the production and distribution of locally made goods and crafts. The Makers Overlay should reinforce the districts vision by promoting accessibility to the transportation network, protecting existing light industrial uses, and supporting the emergence of an creative production community.

## COMMUNITY FACILITIES

Existing community facilities in this district include James G. Brumfield Elementary School, Taylor Middle School, and Warrenton Community Center. If the Warrenton Community Center is discontinued in its current location, it should be replaced by community-serving land uses focused on fine arts and/or non-profit educational use.

Building on the thematic concept that the southern gateway into the Town is anchored by an arts, crafts, and educational hub. This would complement the Health and Wellness District emphasis on hospital as hub, and the New Town District as a mixed-use jobs an entertainment center.

## WHAT CAN THE GREENWAY AND MAKERS DISTRICT BE IN THE YEAR 2040?



Existing and new development is connected to the Warrenton Greenway.



Local producers make and distribute their food, arts and crafts on-site as part of a creative community.



Strip commercial is located closer to the street frontage. The buildings should be modulated in material, height, and setbacks every 50 linear feet.



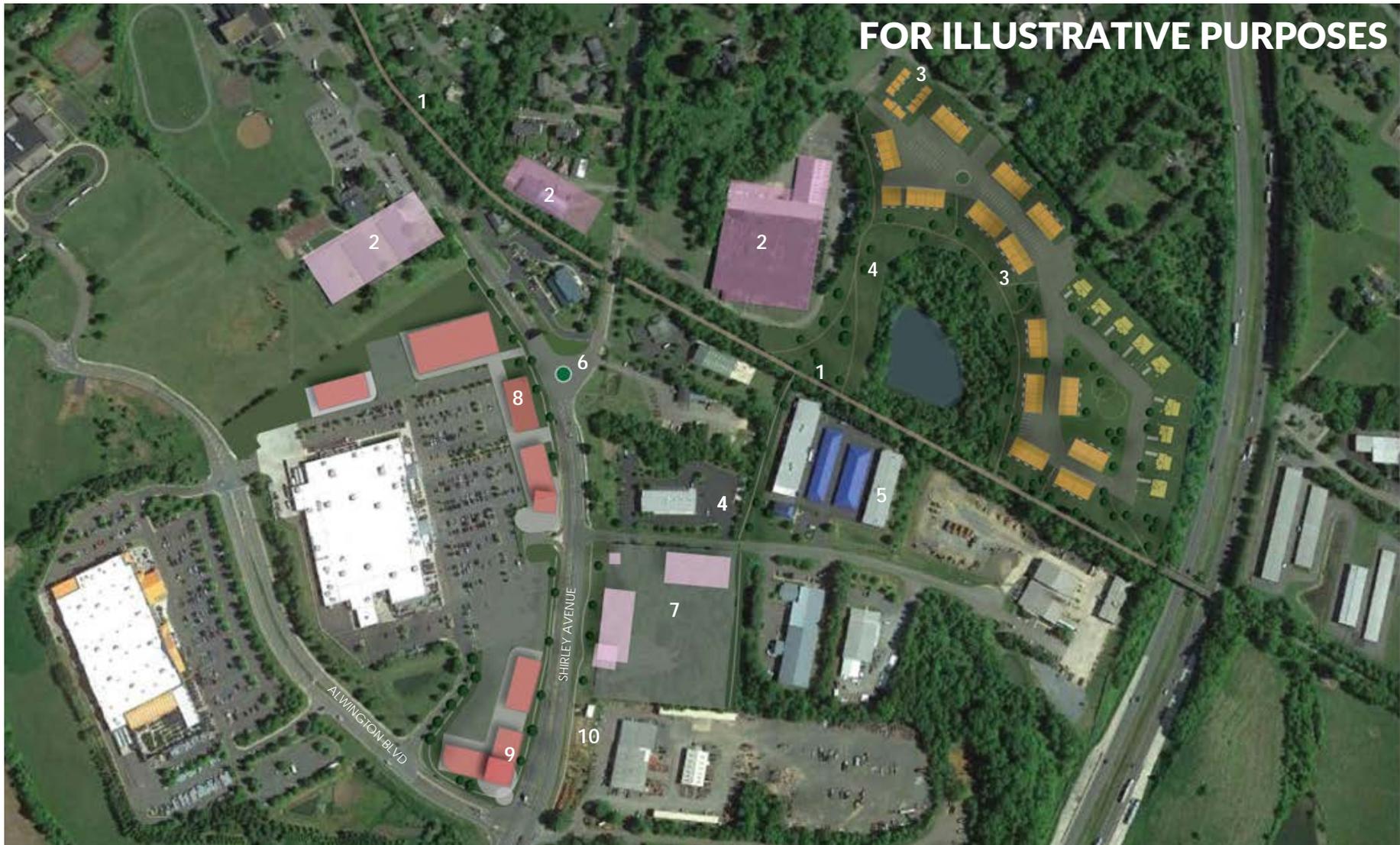
Big-box retail is located closer to the street frontage with the parking located behind.



Light industrial uses in the district have proper landscaping, street addressing, and entries.



Courtyard row housing and other middle-range housing is located north of the Warrenton Greenway and include pedestrian connections.



**FOR ILLUSTRATIVE PURPOSES**

**POTENTIAL REDEVELOPMENT FRAMEWORK CONCEPT AT FULL BUILD-OUT**

- 1. Warrenton Greenway
- 2. Opportunity sites (community, makers, live/work and arts/culture)
- 3. Middle range housing (row homes, courtyard apartments and townhomes)
- 4. New trails concept to connect to the Warrenton Greenway
- 5. Existing light industrial
- 6. Traffic circle (planned)
- 7. New light industrial/makers building concept placed closer to street frontage
- 8. New commercial buildings placed closer to street frontage
- 9. Gateway building to reinforce the intersection with greater architectural emphasis
- 10. New sidewalks

## GREENWAY AND MAKERS CHARACTER DISTRICT FORM-BASED TEMPLATE

Character and Intent	Maximizes the use of light industrial areas for maker space with a food- and arts-production focus; connect new residential and pedestrians areas to the Warrenton Greenway; enhance gateway form and function streetscape improvements and wayfinding elements
Land Use Permitted Uses	Public-semi-public institutional district, commercial, light industrial and a mix of housing types (duplex, tri/four-plex, courtyard, townhome, live/work, multi-family apartments)
Building Configuration	Varies: 2 stories maximum for industrial, 4 stories maximum for residential, 25' minimum for 1-story commercial
Block Size	Maximum new block size with sidewalks: not to exceed 400 x 800
Access	Interior streets, service and parking aisle, pedestrian passage, bicycle lanes
Civic Spaces	Green park, community center, Warrenton Greenway, schools
Lot Occupation	Ranges from 50% to 80%
Setbacks	Varies
Primary Frontage East Shirley Avenue	20 feet at Broadview and Frost Avenues
Industrial Road	10 feet
Old Meetze Road	20 feet
Side Elevation	Light industrial (25 feet), Commercial (10 feet) and Residential (10)
Rear Elevation	Light industrial (40 feet), Commercial (15 feet) and Residential (20)
Frontages	Storefront along primary corridors, stoop, terrace, porch, yard along residential streets
Primary Road East Shirley Avenue	Storefront
Secondary Roads Industrial Road	Storefront, shop
Interior Roads Residential	Stoop, terrace, porch, yard
Green Infrastructure	Green roofs, retention ponds



STREET VIEW LOOKING NORTH FROM SHIRLEY AVENUE



RENDERING: LOOKING NORTH FROM THE WARRENTON GREENWAY



GATEWAY SIGNAGE CONCEPT

## OLD TOWN DISTRICT

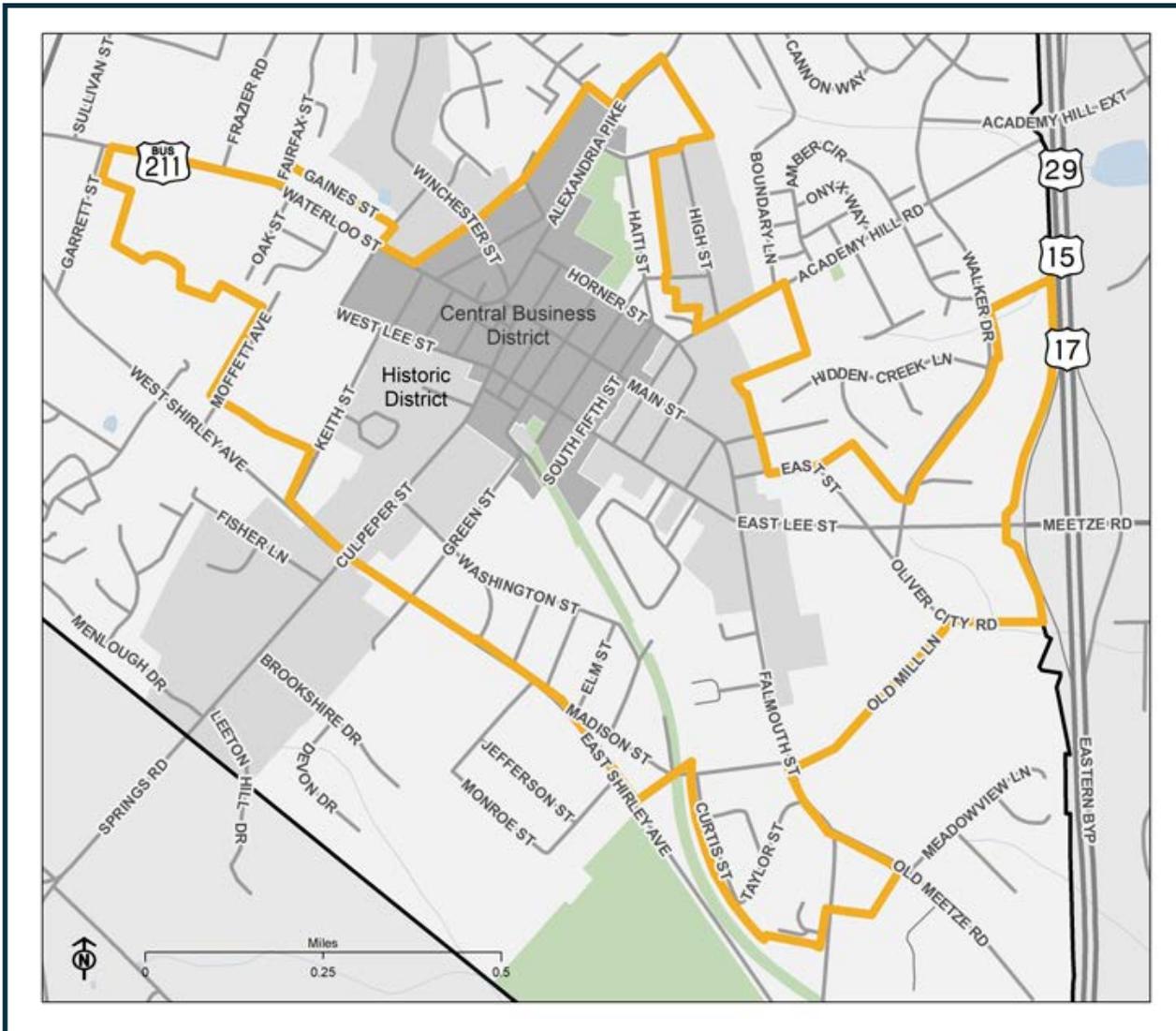
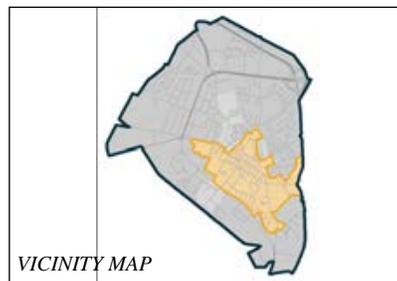


Figure 7-10: OLD TOWN DISTRICT MAP

Old Town is the signature cultural, social, and historic hub of Warrenton. Old Town is the stop for tourists planning a trip to the Shenandoah Valley, wine country, or the Blue Ridge Mountains. Old Town is the place for annual events and festivals. Its historic fabric is the place-making feature that gives the Town its identity and its character, with its pattern of streets, buildings, and enclosed spaces between buildings. Small tech companies, boutique architectural design firms, young families or empty nesters, Old Town is a highly desirable place to live or open a business or office because of its authenticity.

Old Town's historic commercial core, known as the Central Business District (CBD), is framed by a ring of historic neighborhoods. The transition between these two areas will be important to articulate in terms of appropriate height, setbacks and land uses. The CBD is defined by a range of buildings from different periods with heights ranging from two to four stories, located at the property line. Outside the CBD are the Town of Warrenton's earliest historic neighborhoods. Over the next 20 years, adaptive reuse of existing buildings and new infill construction will play significant roles in the on-going enhancement of Warrenton. The Warrenton Historic District Design Guidelines will direct this revitalization



process with specific criteria and guidance to preserve Old Town's character, built environment, and pedestrian scale. Over the next 20 years the Town policies will need to consider character and fiscal resilience. For example, how does the Town of Warrenton promote Old Town as the epicenter of arts and culture, and facilitate community events? How does the Town activate storefronts and surface lots to ensure adequate parking and encourage desired commercial uses, such as a variety of restaurants? How does the Town protect encroachment into adjoining single-family neighborhoods along the edges of the CBD in Old Town?

## ARTS AND CULTURAL OVERLAY IN OLD TOWN

An Arts and Cultural Overlay is proposed as part of the comprehensive economic development strategy in the Old Town Character District. The overlay would allow greater flexibility in land uses, temporary land uses, and off-site community events that will contribute to the vitality of the Town of Warrenton. With this overlay, the Town could work with stakeholders to brand Warrenton as a destination for tourism, commerce, and artistic and cultural leisure activities. All residents, property owners, and businesses located within the proposed overlay district would be encouraged to participate, support, promote, and maintain arts organizations and art activities.

The Arts and Culture Overlay is intended to accommodate a limited number of live entertainment use and events, sustain established arts-related uses, and promote new arts and cultural uses, including a limited number of temporary small-scale live entertainment uses within the public right-of-way. An Overlay would seek to maintain daytime and nighttime uses that are compatible with the character of surrounding residential neighborhoods.

When creative professionals are clustered together in one area, there is a resultant effect of creating new business opportunities as well as enhancing public gathering spaces and overall demand for the arts. Arts and cultural spaces are anchors that can attract new residents, entrepreneurs, and businesses that contribute to the economic vitality of the Town of Warrenton. Cultural spaces are often the drivers of increased retail traffic, higher property values and tax revenue, and most importantly, a better quality of life. The Town of Warrenton historical assets and cultural spaces provide a good foundation to promote arts-related outdoor events and attract new businesses within an overlay district along Main and Culpeper streets in Old Town.

A potential synergistic relationship between the Arts and Culture Overlay and the Greenway and Makers District is promoted in the Arts and Culture Overlay in Old Town. Locally produced food and

beverages and arts and craft production can link the 2 districts. The overlay would serve as a vehicle to assist in the support and marketing of local nonprofit cultural organizations, and the resulting synergy act as a focal point to brand to the Town's unique cultural identity and embrace Warrenton's historic significance.

The "arts and culture" concept is a broad term that needs to be refined to capture Warrenton's local identity, goals, and resources. The overlay should accommodate a diverse set of artistic and creative expression through a variety of outlets, ranging from pop-up store front galleries to food festivals, local craft groups, and street and music performances. Similarly, the overlay needs to capture the locations and spaces where such activities could be held: storefront galleries along Main Street and the right-of-way of Main Street for temporary events, or less formal settings such as Eva Walker Park, Warrenton Middle School, and other local gathering places. Together, these artistic and cultural activities constitute the Town's cultural assets and are essential to the community's economic and cultural vitality, sense of identity, and heritage.

During the overlay development process, the town needs to candidly assess the weaknesses and gaps in the fabric of the local arts landscape. By completing an inventory of local arts and culture resources, the Town of Warrenton can begin to

develop an understanding of what is already in place and what may be lacking. Some communities are strong in just one or two types of arts and culture, while others are home to a wide range. Regardless of how many different types are present, the Town of Warrenton will need to evaluate whether they are meeting the primary functional needs of the types of arts that are currently present or desired in the future. In addition, to support the arts and culture overlay, it may be helpful to consider other needs, such as the availability of housing for artists, live/work dwellings, and flexible “incubator” spaces for new creative ventures.

The first step in drafting an Arts and Culture Overlay is to conduct an inventory assessment of the Town’s current regulations related to permitting on-street temporary events and pop-up storefronts and determine if there are unintentional regulatory hurdles or potential conflicts that hinder the efficient execution of a permit. In addition, the Town will need to determine if there are any disincentives that exist in regulatory requirements for arts and cultural uses.

In an Overlay District, temporary uses should be allowed in addition to those permitted by the base zoning district. The following temporary uses should be allowed within the overlay:

- A Farmers’ Market that sells locally grown produce

- An Open-Air Market (arts and crafts, locally produced food and beverages, etc.)
- Outdoor entertainment events
- A management plan should be described for temporary outdoor events that demonstrates the following, at a minimum:
  1. The on-site presence of a manager during hours of operation who shall direct the operations and all participants [vendors, performers, exhibitors]
  2. An established set of operating rules addressing the governance structure of the event, hours of operation, maintenance, and security requirements
  3. General layout of [vendor stalls, performance areas, exhibition areas], visitor facilities, such as seating areas and restrooms, and all ingress and egress points to the site
  4. Provision for recycling and waste removal
  5. The days and hours of operation, including set-up and takedown times
  6. Temporary Storefront Gallery

Temporary storefront galleries provide a unique way to activate ground floor space within commercial structures that are currently vacant and will require agreement by the property owner. Rather than paper over windows or leave views into vacant stores, the storefront windows allow artists to display their work to the public and increase the visual interest along a commercial street. Temporary storefront gallery use

should be exempt from any permit requirements, with the artwork completely internal to the storefront space (i.e., no exterior display of artwork).

## NEW DEVELOPMENT AND PARKING

While *Warrenton Historic District Design Guidelines* will guide infill and adaptive reuse of buildings to support the character of Old Town, the biggest challenge will be how to address parking on available sites that are often constraint with limited lot size and adjacencies. There are a limited number of developable parcels and most are unable to accommodate on-site parking because of site constraints. To activate surface parking lots, parking will have to be allowed off-site, in most circumstances, ideally in a secured structured parking garage.

There are various public/private partnership scenarios that the Town could explore in which a structured garage facility could get built. There are many parking facilities in similar historic districts where other municipalities have found the means either through public/private partnerships or through public infrastructure bonds to construct such a facility. The Town should look at every opportunity in how it can leverage the use of a parking facility to activate dormant lots, support the adaptive reuse of buildings or even get a desired use, such as a hotel. The parking garage should

guidance of the *Historic District Design Guidelines* to comport to the aesthetics of the Old Town and should also include active ground floor uses, where possible. If the site allows, the frontage of the garage could be lined with active uses, such as residential units or hotel rooms, if feasible. The roof of the garage could also present an opportunity for a commercial use and would offer a terrific view of Warrenton. The garage could provide parking for not only the general public, but for private parking for infill development and municipal operations for the Town and county.

New construction shall be evaluated based on the project’s relationship to its surroundings (context) and to the details of its site (materials, cornices, trim, porches, rhythm). The new building should be consistent in massing, scale, materials and craftsmanship with the historic district, but not an exact imitation of a historic style that would blur the distinction between old and new buildings and make it more difficult to understand the architectural evolution of the district. The currently allowed maximum height of 45 feet or four stories (75-feet by special permit) should be maintained. However, there are no four-story buildings located along the highest point in Old Town, and extra focus should be given to the massing and use of materials in this area. Four story buildings would be appropriate along sloped sites because of the stepping down visual effect

### TRANSITION FROM THE CENTRAL BUSINESS DISTRICT (CBD) TO OLD TOWN’S SINGLE-FAMILY NEIGHBORHOODS

How to transition from the CBD to adjoining single-family neighborhoods within Old Town will require a transition

zone that specifies the maximum number of stories (buildings will require to step down in scale), building setbacks and a more limited range of land uses. While zero lot-line setbacks are appropriate in the CBD, setbacks will need to be evaluated within a transition zone to be more compatible to the adjoining neighborhood.

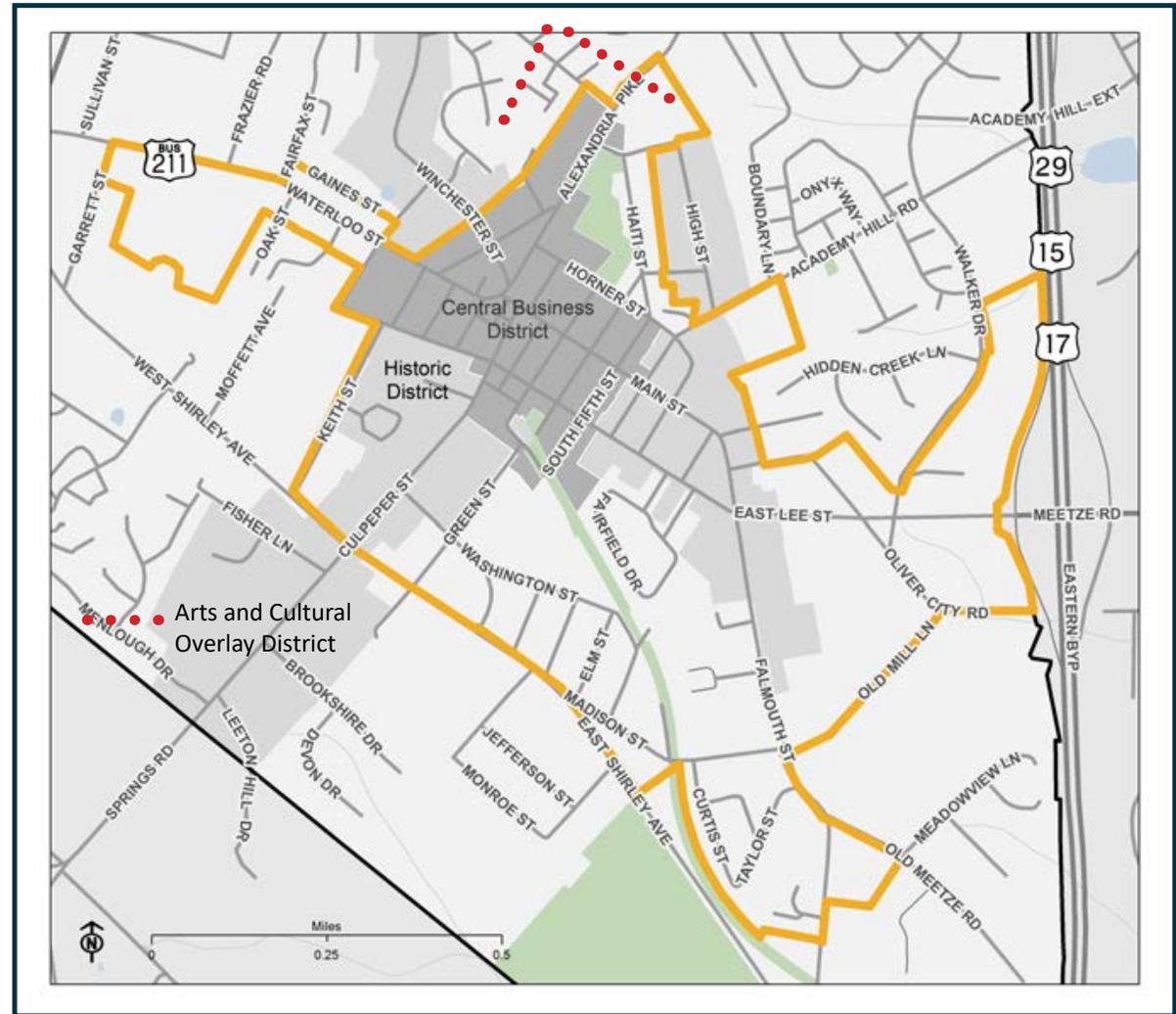


Figure 7-11: OLD TOWN ARTS AND CULTURE OVERLAY MAP

## HOW THE TOPICAL ELEMENTS ARE FRAMED:

### HOUSING

A range of housing opportunities in the CBD, transitional area and single-family neighborhoods of Old Town can be permitted. Within the CBD, live/work development, mixed-use (residential over commercial at the ground level) and adaptive reuse could occur. In the transitional area between the CBD and the single-family neighborhoods of Old Town, multi-family, “two over two,” duplexes, and townhomes can occur. With the single-family neighborhoods of Old Town, by special permit, accessory dwelling units (ADU) by special permit for additional family members is allowed but new addresses are prohibited, with strict regulations for attached and detached development ensure the character of the residential neighborhood (outside the CBD) in Old Town is maintained.

### PARKS, RECREATION AND OPEN SPACE

Improve connectivity to the Warrenton Greenway and Eva Walker Park from future residential, new commercial development and adaptive reuse.

### TRANSPORTATION AND CIRCULATION

Old Town will have more foot traffic over the next 20 years with the gradual infill and adaptive reuse of buildings. Enhancements to street intersection design, such as curb bulb outs to facilitate safe street crossing and slow traffic, will increase pedestrian safety. Encouraging on-street parking, narrower streets, median refuges, and mini roundabouts will provide opportunities for safe pedestrian passage and maintaining the lower speeds expected within the town. The development of a structured parking garage can activate constrained surface parking lots by allowing required parking to be accommodated in the parking structure. Traffic-calming treatments between CBD and the older surrounding single-family neighborhoods should be considered, and the evaluation of through-truck restrictions could help preserve Old Town’s character. Adjacent to the main point of entry into Warrenton from U.S. 29, the intersection at East Lee Street and Walker Drive is an exceptional opportunity to provide a town gateway and improve safety.

### ECONOMIC AND FISCAL HEALTH

Old Town is a critical element of a larger economic development strategy for the Town of Warrenton, and serves as both as an arts and cultural hub and an authentic historic district. There are many policy elements to consider in defining a multi-

faceted strategy for Old Town. For example, there could be a unique synergistic relationship between the Makers Overlay and Arts and Culture Overlay in which local arts, crafts and food-based production are created in the Makers District and promoted within the Arts and Cultural Overlay in Old Town through galleries and community street events. The update of the Town’s Zoning Ordinance to allow for a range of by-right land uses with predictable development review process will also help in a comprehensive economic development strategy. Town could also leverage some of its land assets in public/private partnership to create a catalytic opportunity that results in a combination of public parking with desired land uses, such as new housing or a hotel and restaurant.

### HISTORIC RESOURCES

The Town should develop a Preservation Plan with the long-range goals for preservation, and guidance for infill, new development, and general maintenance of historic structures. The plan would include a comprehensive inventory of historic resources such as historic structures, districts, sites, and objects. The plan would consider each property within the local and National Register historic districts, their contributing status, and other attributes. Concurrently, the Town could embark on a program to educate property owners, public, stakeholders, government officials,

real estate agents, and Architectural Review Board members about historic preservation best practices, benefits, and cultural awareness.

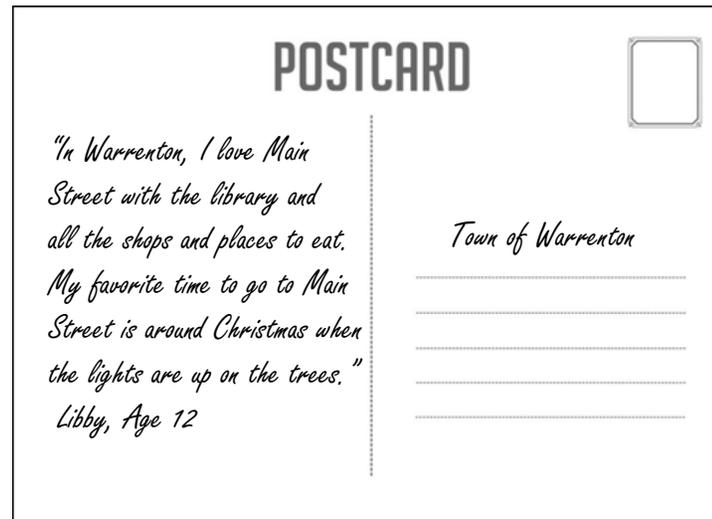
The Town should also proceed with adopting its Historic Gateway Corridor Overlay District, which was first introduced in 2011 but not passed. This will provide necessary architectural control over buildings, landscape and structures along arterial streets or highways which serve as significant gateways leading to the Town’s historic district, and aid in the protection of property values.

**COMMUNITY FACILITIES**

Warrenton Town Hall, Fauquier County’s Administration, and Warrenton’s Visitor Center are located within the Old Town Character District. Maintaining Old Town as the location for County and Town government facilities should be a major goal for the Community Facilities section since these facilities are essential to sustaining the foot traffic that supports many of the daytime businesses. Another opportunity the Town should consider is how to best leverage its own assets in creating catalytic opportunities that add more housing, commercial or arts and cultural spaces.

The Town should consider the proposal to relocate Visitor Center closer to Main Street. If the facility is relocated, its current

location (along with the old Town Hall) could be revitalized as desired uses (e.g., housing, arts-related, commercial). The Town could initiate a process through a highest and best use request for proposal (RFP) with a private developer, to implement such a desired land uses.



## WHAT CAN THE OLD TOWN DISTRICT BE IN THE YEAR 2040?



The Old Town Character District is a local and regional destination that hosts annual events. The district is enhanced through lighting, public art and temporary street promenades.



Create outdoor dining opportunities, where possible, to support the vitality of businesses and street activity.



Create a “park once” environment with a structured parking garage, designed to compliment the historic district, and free up surface parking lots for potential development.



Create mixed-use developments with masonry cladding, clear storefront glazing, modulated with setbacks every fifty feet to create a sense of place.



Hotels have been developed through the adaptive reuse of buildings and new construction.



Convert a historic building into artist lofts with a ground floor commercial use.

**FOR ILLUSTRATIVE PURPOSES**



**POTENTIAL REDEVELOPMENT FRAMEWORK CONCEPT AT PARTIAL BUILD-OUT**

- 1. Public/private structure parking garage. (Public, private lease and municipal parking)
- 2. Infill office or commercial development
- 3. Ground floor commercial
- 4. Infill townhome development concept
- 5. Infill mixed-use development concept. Off-site parking
- 6. Pedestrian pathways to parking garage concept

## OLD TOWN CHARACTER DISTRICT FORM-BASED TEMPLATE

Character and Intent	Historic and cultural hub of Warrenton. Reinforce Old Town with thematic goals; with new infill, adaptive reuse and new construction that comport to the historic form, height, and continuous street wall of contiguous building frontages, using exterior finishes common in Old Town, such as masonry, clear glazing, wall mounted lighted fixtures and awnings made of durable materials
Land Use <span style="float: right;">Permitted Uses</span>	CBD: Active and passive recreation and recreational facilities, Child care center, day care center, or nursery school, Clubs and lodges, Commercial recreational establishments, banks and financial institutions, Health and Fitness Facilities, Hotels, Bed & Breakfasts, Retail, personal or business services, office, restaurants, mixed-use development (residential or office over commercial).
Building Configuration	Ranges from 2 to 4 stories in the CBD, with a maximum height of 75-feet by special use permit in the CBD only.
Block Size	Maintain existing block configuration
Access	Rear alleys, pedestrian passage
Civic Spaces	Square, plaza, Warrenton Greenway, Eva Walker Park, dog parks
Lot Occupation	90% maximum
Setbacks	0 to 5 feet
<span style="float: right;">Primary Frontage</span>	Zero lot line
<span style="float: right;">Side Elevation</span>	Zero lot line
<span style="float: right;">Rear Elevation</span>	Zero lot line
Frontages	Storefront, gallery in CBD along primary corridors, Outside CBD: stoop, terrace, porch, yard along residential streets
<span style="float: right;">Primary Road</span>	Storefront, awning
<span style="float: right;">Secondary Roads</span>	Storefront
<span style="float: right;">Residential Road</span>	Stoop, terrace, porch, yard
Green Infrastructure	Green roof and wall



*Image 7-22: OLD TOWN RENDERING - LOOKING SOUTH*

# EXPERIENCE BROADVIEW OVERLAY DISTRICT

Broadview Avenue serves as the commercial spine for the Town of Warrenton, providing locals and visitors alike with a range of commercial services and auto-oriented food options. Currently,

a project designed to improve safety, reduce congestion, and improve the look of Broadview Avenue, which includes new crosswalks, 5-foot-wide bike lanes on each side of the street, sidewalk improvements, and raised medians, is set to commence in 2022. Over the next 20 years, this area will transform from a commercial corridor to a neighborhood business district with

mixed-use residential located at key nodes along the thoroughfare. “Experience Broadview” is a long-term vision that will require the consolidation of properties, coupled with development guidelines that promote a consistent street frontage in form and setback along Broadview Avenue, with parking located behind the building frontage. Interior block connectivity involving multiple blocks will accommodate more efficient service and parking access, limit the number of curb cuts along Broadview Avenue, and improve the current traffic congestion issues. The vision includes a graceful development transition along the edges of adjoining neighborhoods that replaces the “back of house” functions with residential frontage that steps down in scale and comports with compatible residential land use is urgently required.

The transformation of the development profile along Broadview Avenue will require limiting the amount of curb cuts along Broadview Avenue that contributes to congestion and safety issues. This goal will rely on the consolidation of parcels and inter-parcel connectivity to allow for access to service and parking.

Future development will have a consistent street frontage that places development closer to Broadview Avenue. Mixed-use development will bookend the thoroughfare at Frost and Broadview avenues and where Broadview Avenue transitions to Lee Highway. The corridor, which is

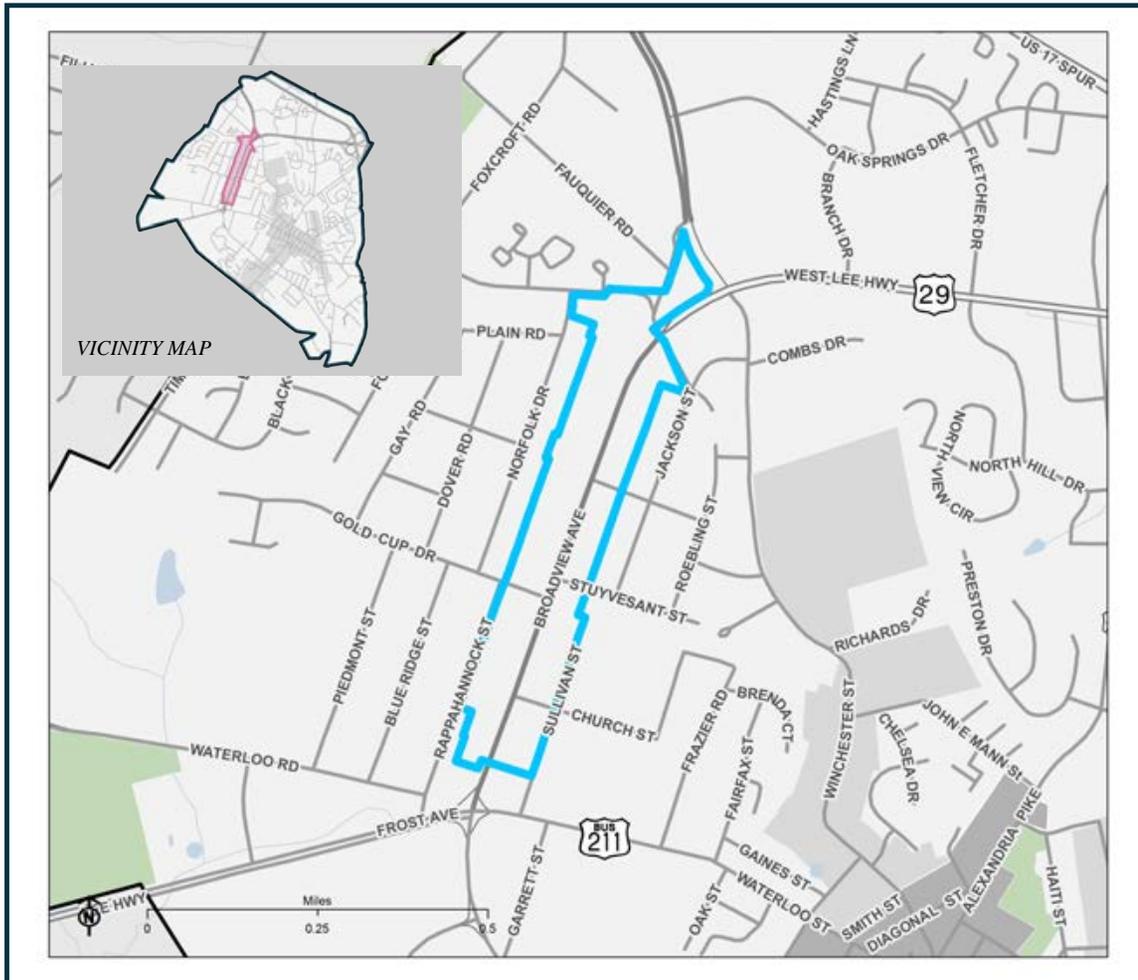


Figure 7-12: EXPERIENCE BROADVIEW DISTRICT MAP

currently zoned as commercial, will require a Broadview Mixed-Use Residential Overlay to allow for multi-family residential at key nodes and especially along transitions to adjoining neighborhoods.

Goals and policies that reinforce this vision for the Experience Broadview District, where buildings are placed closer to the street at a consistent building height with parking located within the interior of the parcel, will be necessary. Development will step down in height towards adjoining residential parcels with residential land use components, such as townhomes. Greater intensity of development should be located towards the gateway bookends of Broadview Avenue, with development that frames the gateways with greater verticality and architectural emphasis.

## HOW THE TOPICAL ELEMENTS ARE FRAMED:

### HOUSING

A range of housing types can be promoted within the Broadview Commercial District Overlay, divided into three primary zones. The neighborhood edge, the space along Broadview Avenue, and the space between adjoining neighborhoods. The housing along the neighborhood edge should have a lower development intensity and height than other areas in the district. Townhomes or rowhomes would be appropriate here and compliment adjoining neighborhoods. The

residential and mixed-use housing along Broadview Avenue should have the greatest intensity and height (up to 4 stories) and be sited close to the street. The development in space between would transition between the height and intensity of the other two districts. A range of housing (e.g., duplexes, courtyard apartments) would be appropriate in this area.

### PARKS, RECREATION AND OPEN SPACE

Parks and recreation opportunities will be located along the Broadview Avenue street frontage. For example, the current planned roadway improvements that include a dedicated bikeway on both sides of the street, additional streetscape improvements with a consistent sidewalk with street trees as well as parklets and pedestrian pathways into the block could be planned as part of future redevelopment efforts or public improvements. The gateway nodes along Broadview are also opportunities for pedestrian areas with the potential for district branding could be placed in the gateways at both ends of the district. Hardscaped plazas located at the Frost and Broadview intersection could also reinforce the gateway into Old Town and really make a statement.

### TRANSPORTATION AND CIRCULATION

Over the next 20 years, the district's strategy builds upon currently planned transportation improvements on Broadview

Avenue with completion of sidewalks on both sides of the street, wayfinding, and adaptive signal technologies. With mixed-use and multi-family incrementally occurring over time, new development will create key nodes along Broadview Avenue to create an internal connectivity between parcels and to minimize curb cuts along Broadview Avenue through the designation of interior streets that provide access to service and parking. In addition, new development brings the opportunity to improve the transitional frontage to adjoining neighborhoods, which would include traffic-calming features to discourage vehicle cut-throughs and speeding. Opportunities to improve safety along Broadview Avenue exist through the consideration of access management strategies, including appropriate median treatments. In order to maintain capacity and safety on Broadview Avenue, special focus should be given to intersections at Shirley Avenue, Roebing Street, and Business Route 29.

### ECONOMIC AND FISCAL HEALTH

Broadview Avenue will continue to serve as the Town's commercial corridor with services that benefit the Town and beyond. Mixed-use residential development will be located at key locations along the thoroughfare.

## WHAT CAN THE EXPERIENCE BROADVIEW DISTRICT BE IN THE YEAR 2040?



Mixed-use residential development along Broadview Avenue is located close to the street and is visually appealing.



In addition to placing buildings closer to the street, provide outdoor dining areas that are integrated into the architecture, with similar materials and massing.



Emphasize key intersections with greater articulation and roof treatments



Street frontages have street trees, landscaping, and lighting, as well as setbacks at key locations, such as entries and outdoor dining areas.



Create pedestrian promenades from Broadview Avenue in order to connect pedestrians to stores and hardscaped amenities located towards the interior of the block.



The neighborhood edge is composed of residential development that is compatible with adjoining neighborhoods.



**POTENTIAL CONCEPT FRAMEWORK IF REDEVELOPED IN THE FUTURE AT PARTIAL BUILD-OUT**

1. Buildings placed closer to the street
2. Emphasized corner element
3. Parking located towards the interior of the block
4. Inter-block connectivity for access, service and parking
5. Townhome frontage at adjoining neighborhood
6. Striped bicycle lane (planned)
7. Striped and signalized crosswalk



**EXPERIENCE BROADVIEW OVERLAY DISTRICT FORM-BASED TEMPLATE**

Character and Intent	Experience Broadview maintains its commercial corridor identity but includes a mixture of live/work/play destinations at its gateway nodal bookends and mid-block locations. Development reinforces a consistent form and setback frontage along Broadview Avenue, with a lower density than other Character Districts. Improved edges to adjoining single-family neighborhoods.
Land Use Permitted Uses	Commercial uses that include banks and other financial institutions. Broadcasting stations, churches, cleaning and pressing shops, clinics (medical and dental), community buildings, convenience store, funeral homes, health and fitness facilities, hotels, household pet grooming, institutional uses, medical centers, offices for business or professional use, personal and business services, plumbing and electrical supply (without outdoor storage, rental service without outdoor storage, restaurant, carryout, restaurants without drive-through facilities, retail sales, including stores and shops. Service stations with no outside car vehicle storage and without vehicle repair, shopping centers, studios and trade schools, taxidermist, trade school, studio.
Building Configuration	Range from 2 to 5 stories, with a maximum height of 50-feet at Broadview Avenue
Block Size	Interior streets, service and parking aisle, pedestrian passage, bicycle lanes
Thoroughfares	Rear alleys, pedestrian passage
Civic Spaces	Square, plaza, pedestrian promenade
Lot Occupation	Ranges from 50% to 80% maximum
Setbacks	Varies
Primary Frontage	Zero lot line
Side Elevation	Zero lot line
Rear Elevation	Zero lot line
Frontages	Storefront along Broadview Avenue, stoop, terrace, porch, yard along residential streets
Primary Road Broadview Avenue	Storefront, awning
Interior Roads	Storefront
Residential Road	Stoop, terrace, porch, yard
Green Infrastructure	Green roof and wall



Image 7-23: RENDERING: BROADVIEW CONCEPT LOOKING WEST

## Plan Warrenton 2040 Density Bonus Program

Plan Warrenton 2040 updates the density bonus program identified in the Town’s Zoning Ordinance into a more comprehensive approach for desired uses and public amenities within the Town. At the core of the program, development may exceed the allowable dwelling units per acre (DU/AC) and maximum height for the site if the applicant provides public benefits. Applicants using the density bonus program shall also have covenants, conditions, and restrictions (CC&R) recorded on the property, ensuring that the benefits or amenities provided to earn the bonus are maintained in perpetuity or, in the case of affordable housing, for the duration specified. The following public benefits are defined as part of the program:

1. **Affordable Housing** - Development proposals may offer either rental or for-sale affordable units, at a certain percentage of the overall unit count, at 60 percent Area Median Income (AMI), the midpoint of a region’s income distribution. "Affordable Housing" refers to housing units that are deed restricted for income eligible tenants or buyers. Housing types, such as courtyard apartments, duplexes, rowhomes, and other housing types that typically have smaller square footages could also be included in a mix or stand-alone

configuration. The Town’s Zoning Ordinance would need to be amended to provide specific definitions for each new housing type, defining architectural characteristics, with acceptable square footages to meet the intent of affordability.

The types of density bonuses may vary:

- **Income-based density bonus** - density is based on a sliding scale proportionate to the allocation of affordable housing units relative to total units in the base project. The developer receives DU/AC based on units provided.
  - **Fixed-rate specialized housing density bonus** – 100 percent of the units are designed as 60 percent AMI, the developer receives a fixed number of additional units with an increase in the building height.
  - **Other** - The Developer receives a density bonus by donating land for the construction of affordable housing associated with a housing development. The formula for amount of additional units and increase of height could be based on the square footage and value of land.
2. **Town Park Space** - Applicants that reserve a portion of their site for the development of public urban open space

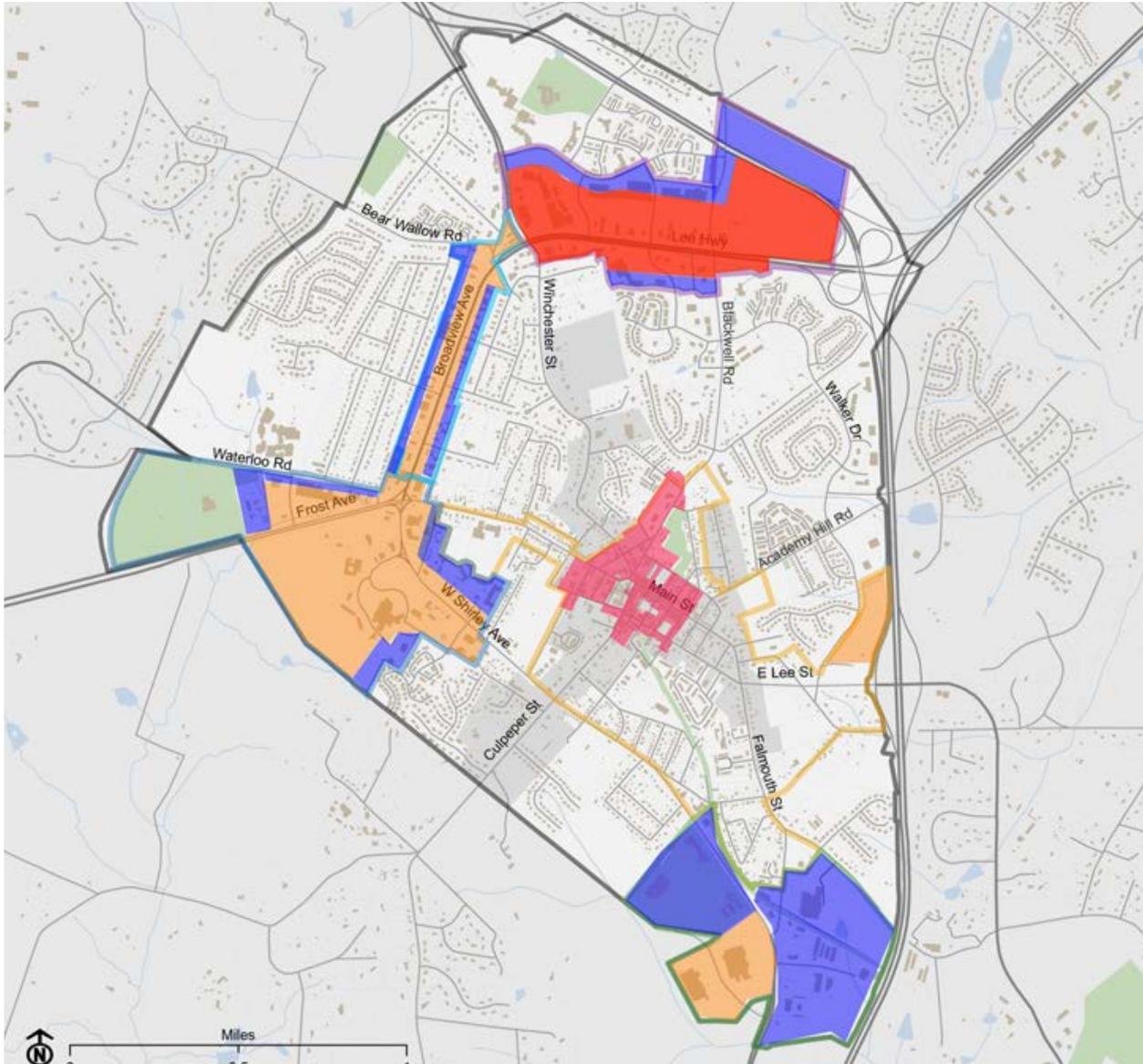
may qualify for an additional number of units, square footage of office or commercial space, and/or an increase in building height, subject to the following criteria: The Town park space shall be designed to meet the criteria listed in the Design Guidelines Section and are publicly accessible. The Town park space shall be open to the general public at least between the sunrise to sunset, at minimum, every day. The Town Park space area shall have signs indicating that the public is welcome and the hours of closure, if applicable. CC&Rs shall be recorded on the property providing for the development and on-going maintenance of the urban open space area to Town standards in perpetuity. These provisions of the CC&Rs shall be approved by the Town Manager and the Town Attorney's Office

3. **Employment Uses** - To encourage the development of employment uses in character districts, a Floor Area Ratio (FAR) bonus may be earned for the provision of employment uses within the development. In the Character Districts, development containing at least 50 to 100 percent employment uses, excluding hotel/motel uses, may increase their square footage and maximum height accordingly.
4. **Public Parking** - A density bonus may be earned for every square foot of area

made permanently available for public parking. A public parking easement shall be executed for such facilities with restrictions and covenants acceptable to the Town Manager and the Town Attorney's Office.

5. Public Art - Developments that provide public art by a local or regional artist, may receive additional units, gross square footage, or increased building height. The public art should be visible from the right of way, or on a public easement and shall be maintained in perpetuity by the building owner.
6. A detailed financial analysis must be conducted prior to amending the density bonus portion of the Zoning Ordinance. The analysis will determine the amount to density is appropriate for each of the public benefits explained above that is feasible from a market and financial perspective. When increased density is allowed as an incentive, economic value is created from that density. That value goes to some or all of three parties: 1) the developer through higher rates of return, 2) the landowner through higher real-estate prices, and 3) the public through increased public benefits such as affordable housing, public park space, employment, public parking, and public art. The analysis will maximize the public benefit while still ensuring the incentive and financial feasibility of the proposed development.

## Maximum Number of Building Stories Map



### NUMBER OF BUILDING STORIES MAP LEGEND

- 2 to 6 Stories  
25 feet (min.) to 65 feet (max.)  
75 feet maximum height with Density Bonus)
- 2 to 5 Stories  
25 feet (min.) to 50 feet (max.)
- 2 to 4 Stories  
25 feet (min.) to 65 feet (max.)  
75 feet maximum height with Special Permit, per current Zoning
- Transition Zone  
1 to 3 Stories  
20 feet (min.) to 35 feet (max.)

### Warrenton 2040 Maximum Number of Stories Map

Rather than employing dwelling units per acre (DU/AC) or floor area ratios (FAR), the number of building stories is a more accurate way to measure height and promote placemaking. This measurement takes into consideration different buildings types (commercial, office, hotel, and a variety of housing types), all of which have different functional heights. Using DU/AC often gives a false perception of increased density with housing types that are lower in square footage and are stacked vertically, such as apartments and “two over two” townhomes. Using the number of building stories in conjunction with

Figure 7-13: MAXIMUM HEIGHT AND NUMBER OF STORIES MAP

other form-based criteria (see Form Based Criteria Templates), such as setbacks and lot coverage, a diversity of building types with the appropriate form, scale, and siting does not give the appearance of densification. In addition to form, the architecture will be guided by the Design Guidelines and Ten Guiding Principles for Character Districts, which provide ideas for the articulation and exterior finish. Taken together, these standards are intended to create and reinforce the community character of Warrenton's Character Districts at an appropriate scale.

For each Character District a minimum number of building stories is defined for all types of developments in order to maintain a consistent street wall in proportion to the maximum number of stories. The maximum number of floors varies per each Character District, based on the depth of the lots, single-family adjacencies, and frontage along the commercial corridors of Broadview Avenue, Lee Highway, and Shirley Avenue. Transition zones (in blue) are specifically defined at adjoining neighborhoods to articulate a step down in the number of stories for greater compatibility to adjoining single-family neighborhoods.

**New Town** will permit a range from two to six stories and a 20-foot (top of parapet) minimum for commercial because of its large lots, access, and visibility, with a greater number of stories promoted

towards the center of the block. A transition zone along Oak Springs Drive and a portion of Blackwell Drive would allow for residential uses between one and three levels. A bonus program could incentivize an office employer by allowing up to 75-feet in height, requiring a setback after 50-feet in height. The concept of developing an interior street grid, with the floodplain converted into a green park-like amenity, will play a significant role in how buildings are sited, formed, and developed in this district.

#### **Old Town Central Business District (CBD)**

- will maintain the maximum height of 45-feet or four stories, as defined in the Zoning Ordinance. More attention needs to be given to four-story structures where the predominant mix of buildings are lower in height. The Historic Design Guidelines will act as a guide and setbacks could be evaluated after the second or third story to maintain appropriate street frontage. The areas outside the CBD should conform to the existing Zoning Ordinance.

**Health and Wellness District** – will maintain the consistent street frontage with a range of two to five levels with a 20-foot minimum (top of parapet) for commercial uses, along Frost, Broadview, and Shirley avenues, stepping down to one to three stories along the edge of Waterloo Road. This district will accommodate a range of building types, such as workforce housing, medical offices, hotels, and commercial.

**Greenway and Makers District** – will maintain the current zoning of 35 feet, or one to three stories, as a transition zone in areas adjacent to the Warrenton Branch Greenway, the industrial zoned areas and where James Brumfield Elementary School, Taylor Middle School, and the Warrenton Community Center are located. The gateway into Town will allow for two to five levels and a 20-foot minimum (top of parapet) for commercial uses, maintaining the district as a commercial hub for services while allowing for mixed use.

**Experience Broadview** – will allow for two to five levels and a 20-foot minimum (top of parapet) for commercial uses along the Broadview Avenue frontage to accommodate a range of commercial uses, mixed-use, and multi-family. Development will step down to adjoining neighborhoods within a transition zone between one and three stories for exclusively residential uses.

## Goals

### GOAL 1: Organize Land Use According to Character Districts in Select Areas

**Policy LU 1-1: Create Mixed Use Character Districts, based on the Town’s adopted Urban Development Areas**

**Policy LU 1-2: Create and adopt zoning for Character Districts, stipulating use regulations, range of land uses, height, form, setback, and street frontage**

**Policy LU 1-3: Create the Experience Broadview Overlay to allow for mixed-use or multi-family developments**

**Objective 1:** Provide range of land use by-right (with triggers for public hearing), or by special-use permit and rezoning guidance for form, massing, number of stories and setbacks for each Character District

Driver: Community Character

Metrics: Square footage of mixed-use developments ,and number of residential units

Actions:

- 1) Amend Article 12 Definitions of the Town’s *Zoning Ordinance* to add a definition for Character District, based on the designated Urban Development Areas (UDAs)
- 2) Amend Section 3-1.1 Base Districts of the *Zoning Ordinance* and identify the following Mixed-Use Character Districts as Base Districts, per the Land Use and Character District Plan section of the Comprehensive Plan: New Town Warrenton, Health and Wellness, Greenway and Makers District, Experience Broadview, and Old Town
- 3) Delineate Mixed-Use (MU) as a Zoning District on the map entitled, “Zoning Map: Town of Warrenton, Virginia,” to identify for MU-1 New Town Warrenton, MU-2 Health and Wellness District, MU-3 Greenway and Makers District and MU-4 Old Town'
- 4) Amend Section 3-4 Requirements for Base Zoning Districts in the *Zoning Ordinance* to include specific requirements for each Mixed-Use Character District as it relates to legislative intent, permitted and permissible uses, lot, and yard, and building regulations (height, form, setback, and street frontage)

Responsibilities: Town Community Development, Planning Commission and Town Council

**Policy LU 1-4: Create a streetscape manual for each Character District**

**Objective 2:** Create a consistent streetscape experience between street blocks.

Driver: Community Character

Metrics: Number of contiguous street blocks with street trees, clear pedestrian paths, and street lights

Actions:

1) Develop a streetscape manual to guide streetscape improvements based on new development or adaptive reuse of existing development, includes guidance for street trees, pedestrian light poles, sidewalk finishes, public art opportunities, and street furniture

Responsibilities: Town Community Development and Public Works, Tree Board

**Policy LU 1-5: Create a Makers District Zoning Overlay in the light-industrial zoned area of the Greenway and Makers Character District (West Shirley UDA) to foster the new creative-production economy**

**Objective 3:** Allow for the development of a creative arts and crafts industry in the Makers Overlay

Driver: Community Character

Metrics: Number of new arts, and craft businesses opening in the Makers District

Actions:

- 1) Amend Article 12 Definitions of the *Zoning Ordinance* to include a definition for the Makers Overlay
- 2) Amend Section 3-1.2 Overlay Districts to include a Makers District Overlay District to complement existing industrial uses, foster the new creative-production economy to enable local purveyors to produce and distribute goods throughout the region
- 3) Delineate Makers Overlay District on the map entitled, Zoning Map: Town of Warrenton, Virginia, and on the Future Land Use Map: Town of Warrenton, Virginia

Responsibilities: Town Community Development, Planning Commission and Town Council

## Policy LU 1-6: Update the Density Bonus Program

**Objective 4:** Incentivize public benefits with an updated density bonus program

Driver: Community Character

Metrics: Number of projects using the Density Bonus Program

Actions:

1) Amend and consolidate Section 3-4.5.5 Density Bonus for Affordable Dwelling Units, 3-4.5.6 Density bonus for TND and Section 3-4.5.7 Density Bonus for Public Use Sites of the *Zoning Ordinance* into a new and comprehensive Section 3.6 Density Bonus Program for providing public benefits that include: (a) Affordable Housing at 60 percent (AMI), (b) Town Park Space, (c) Employment Uses, (4) Public Parking, and (d) Public Art

Responsibilities: Town Community Development, Planning Commission and Town Council



# PLAN WARRENTON 2040

## VIII. POLICY AND IMPLEMENTATION ACTIONS PLAN



## Introduction

Warrenton 2040 proposes numerous actions to be undertaken by the Town of Warrenton and its partners to achieve the Plan's goals and the town's vision. This Plan will provide guidance to decision makers regarding land use, economic development, key projects, and budget decisions over the next 20 years.

This Implementation Plan has been developed to support Warrenton 2040. Plan implementation is an important step of the plan development process. Plan implementation requires intergovernmental cooperation among the town's leadership including the Town Council, Town Manager, Planning Commission, Architectural Review Board, and town staff. In addition, close coordination and joint commitment is required with Fauquier County, VDOT, Virginia Housing Development Authority (VHDA), Virginia Department of Historic Resources (VDHR), and other State and regional agencies, nonprofit organizations, and residents.

## Methods and Responsibility for Implementation

This section presents the framework for plan implementation. To be successful, an implementation strategy must include the daily incorporation of the Plan into ongoing governmental practices and programs. Although Warrenton 2040 is advisory, the Plan will be implemented through adoption of zoning and other ordinances, codes, and other regulatory tools that conform to the Plan. Recommendations from Warrenton 2040 must be referenced often for decisions on the timing of infrastructure improvements, expansion of public facilities and services, proposed development applications, zoning amendments, capital budgeting, and other considerations.

The following actions are primary methods of plan implementation:

### Development Ordinances:

Development ordinances are one of the most important means of implementing the Plan. As new development and/or redevelopment is proposed in the community the town's regulations and ordinances must ensure that the quality and character of development reflects the community's overall vision. One of the initial steps in plan implementation will involve revising town *Zoning Ordinance* and maps to ensure their consistency with the overall vision.

### Policy Decisions:

Policies should be implemented through decisions made by town staff, the Planning Commission, and the Town Council related to development proposals, zone-change requests, site plan review, utility extensions, and infrastructure improvements. As new developments are proposed, town staff, the Planning Commission, and the Town Council can work with developers and land owners to ensure that the type and pattern of development reflects the desired character of the community and policies identified in Warrenton 2040. The character and type of development must be consistent with those identified in the Future Land Use Plan and the Character Districts required rights of way should be secured as shown in the Transportation and Circulation Plan; opportunities for parks and recreation areas should be coordinated with the Parks, Recreation, and Open Space Master Plan, and priorities for infrastructure investment should be in accordance with the Community Facilities Plan.

### Capital Improvements:

The Capital Improvement Program (CIP) is Warrenton's 5-year plan that prioritizes Capital Improvement Projects and land acquisitions. Capital improvement projects are major expenditure projects, too expensive to be included in the annual operating budget (i.e., in excess of \$10,000), are non-recurring (more than 3-year intervals). Capital improvements projects include utility systems, public buildings, land acquisitions, streets, and sidewalks. For consistency, decisions regarding these capital projects must include criteria with respect to the project's compliance with the policies and objectives of Warrenton 2040.

## Implementation Action Plan

Each Town of Warrenton staff person, board, commission, and committee should use the Plan in guiding priorities and decisions. In the spirit of intergovernmental cooperation, the following actions are proposed to fully implement Warrenton 2040.

### Use the Plan

Warrenton 2040 should play a primary role in land use and development decisions for the next 20 years. The Plan should serve as a primary reference document to guide daily decisions by town staff, officials, boards and commissions. Warrenton's new facilities, infrastructure projects, and project priorities should align with the Plan's goals and policies. After the Plan is approved by the Town Council, administrators should meet with all department heads to discuss the Plan, its contents, and its relationship to current and future policies, projects and capital improvements.

### Periodically Update the Plan

As the Town of Warrenton grows and evolves, the comprehensive plan will need to be periodically updated to meet town's changing needs and priorities. The Plan should be reviewed on annual basis and updated every 5 years at a minimum. The following actions should be taken to fully implement the Plan:

#### Annual Review

The Town should perform an annual review to consider potential Plan amendments based on newly identified needs. These amendments may change or remove existing goals and policies.

#### 5-Year Plan Update

At a minimum of 5 years the town should revise and update the Plan to coincide with the preparation of the Town's CIP. Plan recommendations relating to capital improvements or other programs can be considered in relation to commitments for the CIP and upcoming fiscal year.

### Update Zoning and Development Regulations

Warrenton 2040 establishes land use and development policies and guidelines for the location, character, and intensity of development over the next 20 years. In order to provide consistency with the town's vision, development ordinances should align and support the Plan's goals and objectives. The town's development regulations contained in the *Zoning Ordinance* are the regulatory tools for implementing the Plan's recommendations. In order to keep pace with the evolving character of the town, zoning and site development provisions and related codes and ordinances should be reviewed and updated to ensure that all are consistent with the Comprehensive Plan.

## Encourage Communication and Cooperation

Communication and cooperation among the Town of Warrenton, Fauquier County, community groups, the local business community, and residents will be a key for the success of Warrenton 2040. Cooperation and communication with local service providers, including public safety providers and utility providers, is equally important. Regular communication with these entities will promote cooperation and help to identify mutually beneficial projects and opportunities. The town should ensure that the Plan’s major recommendations and “vision” for the future are conveyed to the entire community. To educate the community about the Plan, the town should:

- Provide copies of the Plan at the Town Hall and post electronic versions on the town website.
- Through the Community Development Department, the town should explain the purpose of the Plan, its policies, and its relationship to development, residents, and developers.

- Keep the public informed of all planning developments through the town’s website and communication with civic organizations.
- Engage and seek feedback from residents and the business community.
- Maintain an open dialogue and communication on regional issues with Fauquier County and State agencies.

Each policy is identified by the most appropriate and relevant CIP Category:

- Economic Development and Tourism (E)
- General Government (G)
- Public Safety (P)
- Recreation and Quality of Life (R)
- Transportation and Walkability (T)

## Use the Implementation Matrix

Warrenton 2040 includes goals, policies, objectives, and action items to support each Plan element. Each objective includes recommendations developed to help achieve the vision for the community. The following implementation matrix will help structure a process for implementation in a manageable way in which progress can be measured. The matrix format identifies responsibilities, partners, and timeframes for completion suggested actions. The matrix provides a tool to measure progress in the implementation objective-supporting actions in the Comprehensive Plan. Each Plan objective is listed with recommendations for achieving the goals. The primary measure of Plan implementation is whether progress has been made in implementing objectives. The matrix also lists the primary responsible parties and provides a timeframe for the implementation and completion of each action. The following timeframes are used for completion of Plan objectives: Ongoing - Routine and continuous actions; Near-Term - Actions complete within 2 years; Short-Term - Actions complete within 2 to 5 years; and Long-Term - Actions which take longer than 5 years to complete.

# Goals

<b>Land Use and Character Districts</b>			
<b>Goal 1: Organize Land Use According to Character Districts in Select Areas</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy LU 1-1:</b> Create mixed-use Character Districts for UDAs and identified Overlay Districts</p> <p><b>Policy LU 1-2:</b> Create and adopt zoning for Character Districts, stipulating use regulations, range of land uses, height, form, setback, and street frontage</p> <p><b>Policy LU 1-3:</b> Create the Experience Broadview Avenue zoning overlay with all the elements of a Character District to allow for mixed-use or multi-family development</p>	<b>Objective 1:</b> Provide range of land use by-right or by special use permit and rezoning development guidance for form, massing, and setbacks for each Character District		
	1) Amend Article 12 definitions of the Town’s Zoning Ordinance to add a definition for Character District, based on the designated Urban Development Areas (UDA).	Within 2 years	-
	2) Amend Section 3-1.1 Base Districts of the zoning ordinance to identify the following mixed-use Character Districts as Base Districts: New Town Warrenton, Health and Wellness, Greenway and Makers, Experience Broadview, and Old Town.	Within 2 years	-
	3) Delineate Mixed-Use (MU) as a zoning district on the map titled “Zoning Map: Town of Warrenton, Virginia,” to identify for MU-1 New Town Warrenton, MU-2 Health and Wellness District, MU-3 Greenway and Makers District, and MU-4 Old Town.	Within 2 years	-
	4) Amend Section 3-4 Requirements for Base Zoning Districts of the Zoning Ordinance to include specific requirements for each mixed-use Character District as it relates to legislative intent, permitted and permissible uses, lot and yard, and building regulations (height, form, setback, and street frontage).	Within 2 years	-
<p><b>Policy LU 1-4:</b> Create a streetscape manual for each Character District</p>	<b>Objective 2:</b> Create a consistent streetscape experience between street blocks.		
	1) Develop a streetscape manual to guide streetscape improvements based on new development or adaptive reuse of existing development; includes guidance for street trees, pedestrian light poles, sidewalk finishes, public art opportunities, and street furniture.	Within 2 years	T

<b>Land Use and Character Districts</b>			
<b>Goal 1: Organize Land Use According to Character Districts in Select Areas</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy LU 1-5:</b> Create a Makers District zoning overlay in the light-industrial zoned area of the Greenway and Makers District (West Shirley UDA) to foster the new creative-production economy	<b>Objective 3:</b> Allow for industrial development in Makers Overlay District		
	1) Amend Article 12 definitions to include a definition for Makers District zoning overlay.	Within 2 years	-
	2) Amend 3-1.2 Overlay Districts of the Zoning Ordinance to include a Makers District zoning to complement existing industrial uses, foster the new creative-production economy and enable local purveyors to produce and distribute goods throughout the region.	Within 2 years	-
	3) Delineate the Makers Overlay District on the map titled, Zoning Map: Town of Warrenton, Virginia, and on the Future Land Use Map: Town of Warrenton, Virginia.	Within 2 years	-
<b>Policy LU 1-6:</b> Update Density Bonus Program	<b>Objective 4:</b> Incentivize public benefits with an updated density bonus program		
	1) Amend and consolidate sections 3-4.5.5 Density Bonus for Affordable Dwelling Units, 3-4.5.6 Density Bonus for TND, and 3-4.5.7 Density Bonus for Public Use Sites of the Zoning Ordinance into a new and comprehensive Section 3.6 Density Bonus Program for providing public benefits that include: (1) Affordable Housing at 60 percent Area Median Income resident (AMI), (2) Town Park Space, (3) Employment Uses, (4) Public Parking, and (5) Public Art.	Within 2 years	-

<b>Historic Resources</b>			
<b>Goal 1: Conserve and Reuse Historic Resources to Enhance the Town’s Sense of Place, Grow the Economy, and Protect the Environment</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy HR-1.1: Document Historic Resources in a Comprehensive Inventory	<b>Objective 1: Maintain an accurate historic resources inventory.</b>		
	1) Using existing geospatial parcel data, export a list of all parcels located within the current National Register and local historic district boundaries.	Within 2 years	-
	2) Integrate the updated historic resources inventory with the Town’s Geographic Information System (GIS).	Within 2 years	-
	3) Develop standard operating procedures to continuously update and check the inventory.	Within 2 years	-
	4) Use the comprehensive historic resources inventory in conjunction with the town’s permitting process to continuously update inventory.	Ongoing	-
Policy HR-1.2: Identify, Evaluate, and Nominate Additional Resources for the National Register of Historic Places	<b>Objective 2: Update the 1983 Warrenton National Register of Historic Places District Nomination.</b>		
	1) Update and affirm the historic context, areas of significance, period of significance, and contributing and non-contributing resources. Conduct public meetings to elicit feedback on a potential boundary increase.	Within 2 years	-
	2) Update the National Register of Historic Places (NRHP) form 10-900; work with the Virginia Department of Historic Resources (VDHR) to process the nomination.	Within 2 years	-
	3) Work with the FHS and VDHR in consultation with town residents to identify additional historic resources in Warrenton	2 to 5 years	-
	<b>Objective 3: Identify areas that are potentially eligible for new listings as NRHP- and locally designated historic districts.</b>		
	1) Use existing parcel data and historic mapping to identify and flag properties with buildings constructed prior to 1970. Identify areas with high concentrations of historic-age resources.	2 to 5 years	-
	2) Conduct a reconnaissance-level historic resources survey of the entire town, or of subsections, in order to identify districts or individual resources with the potential for historic significance.	Over 5 years	-
	3) Nominate identified resources and districts to be protected under the local ordinance and/or to be listed in the NRHP.	Over 5 years	-

**Historic Resources**

**Goal 1: Conserve and Reuse Historic Resources to Enhance the Town’s Sense of Place, Grow the Economy, and Protect the Environment**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<p><b>Policy HR-1.3:</b> Educate Property Owners, the Public, Stakeholders, and Others On Historic Preservation Best Practices</p>	<p><b>Objective 4:</b> Increase awareness of Warrenton’s historic resources that shape the town’s character.</p>		
	<p>1) Contact the VDHR to discuss historic preservation training opportunities available to Certified Local Governments.</p>	<p>Within 2 years</p>	<p>-</p>
	<p>2) Work together with the VDHR to host a brown-bag lunch event to promote the economic incentives of historic preservation, specifically, State and Federal historic tax credits.</p>	<p>Within 2 years</p>	<p>E</p>
	<p>3) Announce Architectural Review Board meetings on the town’s website, in the newspaper, and on local historic district community bulletin boards.</p>	<p>Ongoing</p>	<p>G</p>
	<p>4) Celebrate Historic Preservation Month in May of each year to showcase historic preservation benefits and successes. Create a historic preservation award.</p>	<p>Over 5 years</p>	<p>E</p>
	<p>5) Work together with local non-profit organizations to create a historic house tour or historic garden tour to raise funds and to promote appreciation of cultural resources.</p>	<p>Within 2 years, Ongoing</p>	<p>E</p>
	<p>6) Work together with local preservation advocates to develop consistency in heritage-related signage.</p>	<p>Within 2 years</p>	<p>E</p>
<p>7) Continue education and advocacy to enhance the economic and community development potential of historic preservation programs, such as Historic Districts, Heritage Tourism, Main Street, Scenic Byways, Heritage Areas, Agriculture Preservation, and Rural Conservation.</p>	<p>Ongoing</p>	<p>E</p>	
<p><b>Policy HR-1.4:</b> Enhance Warrenton’s Historic Preservation Program</p>	<p><b>Objective 5:</b> Revamp the historic preservation ordinance component of the Warrenton Zoning Code</p>		
	<p>1) Consult other communities’ historic preservation ordinances, identify best practices, and consider aspects of the ordinance that currently work or do not work.</p>	<p>Over 5 years</p>	<p>-</p>
	<p>2) Revise the historic preservation ordinance accordingly, with oversight from the ARB.</p>	<p>Over 5 years</p>	<p>-</p>
<p>3) Reorganize portions of the ordinance to follow a logical sequence of implementation.</p>	<p>Over 5 years</p>	<p>-</p>	

<b>Historic Resources</b>			
<b>Goal 1: Conserve and Reuse Historic Resources to Enhance the Town’s Sense of Place, Grow the Economy, and Protect the Environment</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy HR-1.4: Enhance Warrenton’s Historic Preservation Program (continued)	<b>Objective 6:</b> Promote efficiency through workplace organizational upgrades.		
	1) Obtain file space to compile all existing files and organize them into a usable system.	Within 2 years	E
	2) Obtain a bookcase, storage cabinet, and digital camera for use in the historic preservation office.	Within 2 years	E
	1) Organize all previous surveys, including copies of NRHP nominations, in the bookcase for ease of reference.	Within 2 years	E
Policy HR-1.5: Plan Ahead!	<b>Objective 7:</b> Implement the Town’s Historic Gateway Overlay District, first introduced in 2011 but not passed.		
	1) Evaluate how resources along the Historic Gateway Corridor areas fit in with the areas and period of significance for the existing historic districts.	Over 5 years	-
	2) Conduct public hearings to garner support and to facilitate the educational process.	Over 5 years	-
	3) Adopt the Historic Gateway Corridor overlay district and notify property owners.	Over 5 years	-
	<b>Objective 8: Create a Historic Preservation Plan to define the Town’s long-range historic resource goals and implementation standards.</b>		
	1) Conduct a needs assessment to open a dialogue regarding the perceived successes and failures of the preservation community.	Within 2 years	E
	2) Hold round-table meetings with members of the cultural resources community to brainstorm best practices for moving forward.	Within 2 years	E

<b>Housing</b>			
<b>Goal 1: Provide a Variety of Housing Types in Appropriate Character Districts.</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy H-1.1: Increase opportunities for multi-family and mixed-use residential development	<b>Objective:</b> Update zoning to allow for multi-family housing at greater density in all of the Character Districts		
	1) Rezone commercial corridors in the Character Districts to align with the recommendations of the Land Use and Character Districts Plan Chapter	Within 2 years	-

<b>Housing</b>			
<b>Goal 2: Encourage the Development of Missing Middle Housing Types</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy H-2.1: Expand the accessory dwelling unit (ADU) ordinance to encourage additional housing options to allow residents to age-in-place	<b>Objective 1:</b> Improve existing ADU language to encourage the addition of ADUs in appropriate Zoning Districts.		
	1) Allow greater lot coverage for development of a detached ADU. Set appropriate square footage maximums for ADUs.	Within 2 years	-
	2) Partner with the Commonwealth, county, and regional stakeholders to provide financing tools to defray costs for the construction/renovation of ADUs.	Within 2 years	-
	3) Limit ADUs to one per parcel to avoid converting single-family of houses into single room occupancy housing (SROs).	Within 2 years	-

<b>Housing Goal 2: Encourage the Development of Missing Middle Housing Types</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy H-2.2: Create a range of housing types to attract a more diverse demographic	<b>Objective 2:</b> Encourage redevelopment and infill development projects that embody the missing middle housing typologies.		
	1) Establish a Housing Committee to address affordability.	Within 2 years	-
	2) Update definitions and by-right housing in appropriate town zoning districts to accommodate missing middle housing types (e.g., courtyard apartments and cottages) in appropriate residential districts.	Within 2 years	-
	3) Encourage residential types beyond townhouses such as bungalows, cottages, and apartments in the most beneficial mix. A housing committee is to be formed under policy H-2.1 and will study the optimum percentage mix of housing types.	Within 2 years	-

<b>Housing Goal 2: Encourage the Development of Missing Middle Housing Types</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy H-2.3: Encourage development of workforce housing	<b>Objective 3:</b> Revise density bonus program to further encourage the development of workforce housing and allow for a greater allowable variety of housing types.		
	1) Revise the density bonus program to align with recommendations of the Land Use and Character Districts Plan.	Within 2 years	-
Policy H-2.4: Promote aging-in-place policies for town residents	<b>Objective 4:</b> Encourage the use of universal design principles for new construction and home renovations to allow residents to age in place.		
	1) Amend all residential zoning districts to facilitate multi-generational residential development by-right to require at least one doorway to be at-grade from the public right of way.	Within 2 years	-

<b>Housing</b>			
<b>Goal 3: Maintain and Improve Existing Housing Stock for All Income Levels</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy H-3.1:</b> Engage and expand existing partnerships for rehabilitation and retention for existing affordable housing	<b>Objective 1:</b> Continue working with non-profit partners to acquire at-risk properties to protect, rehabilitate, and retain permanently affordable housing stock.		
	1) Work with community partners to ensure designs meet the community needs.	Within 2 years	-
	2) Provide opportunities for community and neighborhood engagement.	Within 2 years	-
<b>Policy H-3.2:</b> Support improvements to existing housing units	<b>Objective 2:</b> Encourage property owners to modernize and maintain the town's housing stock		
	1) Partner with the Commonwealth, the county, and regional stakeholders to identify financing tools to defray the cost of rental property renovations in exchange for commitment to maintain pricing for a targeted income group (e.g. 60 percent of AMI of residents).	Over 5 years	-
	2) Partner with income-qualified homeowners (recommended maximum of 120 percent AMI of residents) to identify financial incentives.	Over 5 years	-

<b>Community Facilities</b>			
<b>Goal 1: Foster High-Quality, Equitable, Adequate, and Accessible Community Facilities that Meet the Town’s Service Requirements</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy CF-1.1:</b> Efficiency and Right-sizing. Address space deficiencies in community facilities through expansion, relocation, or redevelopment in place.</p> <p><b>Policy CF-1.2:</b> Visibility and Prominence. Locate community facilities in high-visibility areas and incorporate design elements to emphasize their prominence.</p>	<b>Objective:</b> Upgrade the community facilities, personnel and services locations to meet the anticipated 2040 vision for the Town.		
	1) Redevelop the Public Works facility with office, storage, and maintenance space designed to meet growth needs	2 to 5 years	G
	2) Maintain an adequate law enforcement officer to resident ratio. Provide police with adequate facilities and equipment to assure adequate response times.	Ongoing	P
	3) Strengthen volunteer fire/EMS staffing and provide adequate facilities and equipment to assure short response times.	Ongoing	P
	4) Construct Warrenton Aquatic and Recreational Facility (WARF) outdoor amphitheater.	Over 5 years	R
	5) Construct a Public Works facility at a new location.	Over 5 Years	U
	6) Evaluate developing with the County and stakeholders a Broadband Authority that can finance and implement a high-speed and reliable service.	Over 5 years	U
	7) Undertake appropriate capital works projects to provide water and wastewater services to residents.	Ongoing	U
<b>Goal 2: Make Responsible and Strategic Community Facility Investments to Achieve an Enhanced Quality of Life and Contribute to the Town’s Fiscal Well-Being and Economic Resiliency</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy CF-2.1:</b> Recover investments in replacement facilities.</p> <p><b>Policy CF-2.2:</b> Implement robust maintenance schedules on community facilities to extend building life.</p> <p><b>Policy CF-2.3:</b> Where possible, acquire land in identified growth areas for potential community facilities.</p>	<b>Objective 1:</b> Make responsible and strategic community facility investments to achieve an enhanced quality of life and contribute to the town’s fiscal well-being and economic resiliency.		
	1) Co-locate appropriate departments to new the Town Hall building.	Within 2 years	G
	2) Sell the existing Visitor Center property and relocate the Visitor Center on or near Main Street.	Within 2 years	G

<b>Community Facilities</b>			
<b>Goal 3: Support the Town’s Projected Growth Through the Provision of Timely and Adequate Community Facilities</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy CF-3.1:</b> Ensure adequate staffing and facilities commensurate with the Town’s population.</p>	<b>Objective:</b> Anticipate and provide community facilities where needed.		
	1) Increase police department staffing consistent with the LOS guidelines.	Ongoing	P
	2) Strengthen the fire company volunteer staff complement consistent with LOS guidelines.	Ongoing	P
	3) Continue the scheduled maintenance program for facilities and equipment	Ongoing	U
	4) Institute a vehicle modernization program for public safety and emergency vehicles.	Over 5 Years	P
	5) Continue cooperative agreements with Fauquier County for public safety, fire/EMS, and public works facilities.	Within 2 Years	P
<b>Goal 4: Promote Best Practices in Energy Efficiency and Sustainable Design Features in all Town Facilities</b>			
<p><b>Policy CF-4.1:</b> Promote energy efficiency, green infrastructure, and healthy building environments.</p> <p><b>Policy CF-4.2:</b> Promote the use of third-party building certification systems such as Leadership in Energy and Environmental Design (LEED) in the design of public facilities</p> <p><b>Policy CF-4.3:</b> Require the use of native and water-conserving landscaping in the design of community facilities.</p> <p><b>Policy CF-4.4:</b> Expand capabilities for on-line transactions to reduce physical facility space needs.</p> <p><b>Policy CF-4.5:</b> Encourage design of community facilities that reduce building footprints.</p>	<b>Objective 2:</b> Incorporate sustainable design features in the design, maintenance, replacement, or rehabilitation of community facilities.		
	1) Create a green infrastructure and facilities program.	Longer than 5 years	U
	2) Co-locate community facilities or related services where possible for efficiency.	Longer than 5 years, Ongoing	U
	3) Continually evaluate water and wastewater fee structure to ensure adequate funding of capital works projects.	Ongoing	U

<b>Community Facilities</b>			
<b>Goal 5: Foster Community Facility Provisions that Support a High Quality of Life for Residents, Businesses, and Visitors</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy CF-5.1:</b> Ensure that community facilities are accessible to persons in all stages of life.</p> <p><b>Policy CF-5.2:</b> Encourage and strengthen a sense of community through the design and appearance of public facilities.</p> <p><b>Policy CF-5.3:</b> Ensure transportation and pedestrian access of community facilities where possible.</p> <p><b>Policy CF-5.4:</b> Encourage the use of community facilities and grounds for community events and public functions.</p> <p><b>Policy CF-5.5:</b> Incorporate security measures designed into community facilities.</p>	<b>Objective 1:</b> Locate and design community facilities in a manner to enhance the quality of life for the community.		
	1) Study a potential Arts and Culture Overlay District to accommodate a robust arts and cultural program, community events, and educational programs.	2 to 5 years, Ongoing	R
	2) Continue to use existing public facilities for community events.	Ongoing	R
	3) With support from stakeholders and the community, promote existing and future arts and cultural programming.	Ongoing	R
	4) Ensure that all Character Districts that will accommodate future growth for the town have some element of a community facility, whether it's a community center, farmers market, or park.	Ongoing	R
<b>Goal 6: Prioritize the Retention and Continued Service of County facilities and Fauquier Hospital.</b>			
<p>Policy CF-6.1: Emphasize the retention of key facilities such as County courts and administration offices in the Old Town Character District as a key economic development measure.</p>	<b>Objective 1:</b> Implement infrastructure improvements that benefit County-owned community facilities.		
	1) Plan and prioritize infrastructure improvements to County-owned facilities.	Longer than 5 years	U
	2) Ensure adequate infrastructure services to County-owned facilities.	Within 2 years	U
	3) Enhance connectivity, walkability, and accessibility among County-owned facilities.	2 to 5 years	T
	4) Provide safety and security upgrades to County-owned facilities.	Longer than 5 years	U
<p>Policy CF-6.2: Enhance the concept of the Health and Wellness Character District by partnering with Fauquier Hospital and Fauquier Health.</p>	<b>Objective 2:</b> Continue to promote Fauquier Hospital (and Fauquier Health) as a contributor to the Health and Wellness Character District.		
	1) Expand physical and transport linkages to the rest of the health and wellness district.	Within 2 years	T
	2) Promote health-related uses within Warrenton.	Longer than 5 years	R

**Community Facilities**

**Goal 7: Promote Highest and Best Use Scenarios**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<p><b>Policy CF-7.1:</b> Recognize the value of land for County facilities and the potential for private investments.</p> <p><b>Policy CF-7.2:</b> Promote land uses complementary to County community facilities.</p> <p><b>Policy CF-7.3: Reduce commercial space vacancy in the Town, especially in the Historic District.</b></p> <p>Policy CF-7.4: Consider joint-use proposals to develop land and facilities, especially in the Historic District.</p>	<p><b>Objective 1:</b> Implement highest and best use strategies and proposals when facility space is vacated.</p>		
	<p>1) Develop a competitive Request for Proposal (RFP) for highest and best use of Town and County properties that relocate to a new or existing facility in Old Town</p>	<p>Within 2 years</p>	<p>E</p>
	<p>2) Develop a competitive RFP to develop a public/private structured parking garage to turn surface lots into new development opportunities, including employee parking lots into new County facilities.</p>	<p>Longer than 5 years</p>	<p>E</p>
	<p>3) Leverage Town and County properties for potential economic development projects.</p>	<p>Longer than 5 years</p>	<p>E</p>
<p>Policy CF-7.5: The Town and County will collaborate and develop an economic development strategy to attract employers to Warrenton.</p> <p>Policy CF-7.6: Town and County to evaluate the joint creation of a Broadband Authority to better deliver fast and reliable broadband service.</p>	<p><b>Objective 2:</b> Promote the New Town Character District as a desirable area for employers.</p>		
	<p>1) Promote New Town Character District to the development community as an investment opportunity.</p>	<p>Longer than 5 years</p>	<p>E</p>
	<p><b>Objective 3:</b> To provide more reliable high speed broadband service to customers to attract residents and businesses and support civic, social, and educational purposes.</p>		
<p>1) Evaluate establishing a new WSA with the County. Determine the priority areas and costs for deployment. Build on previous work performed for the Fauquier County Broadband Study.</p>	<p>Longer than 5 years</p>	<p>E</p>	

<b>Community Facilities</b>			
<b>Goal 8: Provide Safe, Reliable, Cost-Efficient, and Sustainable Water and Wastewater Facilities to All Residents in the Town Area of Service.</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy 8.1: Cater to all residents in the Town area of service.	<b>Objective 1: Meet the future infrastructure demand based on how much growth the town can accommodate or envisioned in the plan period.</b>		
	1) Carry forward the technical and economic evaluation of expanding the existing WWTP along with developing contingency plans for future changes in land uses, re-zonings, and regulatory changes. The Town will complete upgrades to the WWTP for an increase in Virginia Department of Environmental Quality (DEQ) permit capacity to 3 MGD	Longer than 5 years	U
	2) Continue 3 year I&I reduction program to reduce I&I by 200,000 gallons per day. Further, the Town will prepare Water and Sewer System Evaluation Reports for every 5 years during the plan period to ensure that any changes will be quantified with respect to system capacities. This will be in sync to meet the overarching goal of water and wastewater infrastructure service to all residents.	Longer than 5 years	U
	3) Secure permits from VDH for any required expansions for water assets during the plan period and take steps to activate the Well #4 to meet the water demand during the plan period.	Longer than 5 years	U
	4) Prepare and submit all required permit applications to meet the regulatory requirements as mandated by the VDH and DEQ. This is crucial to re-rate the existing WWTP to 3 MGD (to secure permits by the year 2021) to accommodate future development proposed in the plan period.	Longer than 5 years	U
Policy 8.2: Promote a plan for the provision of green infrastructure facilities and programs.	<b>Objective 2: Reduce I&amp;I and Promote Sustainability within the Wastewater Infrastructure System.</b>		
	1) Prepare a Town-wide green infrastructure implementation strategy to reduce stormwater pollution and recharge ground water. This effort will reinforce the Town's Municipal Separate Storm Sewer System (MS4) program.	Longer than 5 years	U
	2) Continue implementing the I&I program to reduce inflows.	Longer than 5 years	U
	3) Work to minimize impervious areas in new developments and future road construction projects, thereby reducing stormwater flows.	Longer than 5 years	U

**Community Facilities**  
**Goal 8: Provide Safe, Reliable, Cost-Efficient, and Sustainable Water and Wastewater Facilities to All Residents in the Town Area of Service.**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<b>Policy CF-8.3: Promote water conservation and identify sustainable water system measures.</b>	<b>Objective 3:</b> Encourage water conservation and adopt new technologies to conserve water in the Town’s administrative buildings.		
	1) Work out a policy to give credits for developments that use water conservation practices and reduce water consumption during the plan period.	Longer than 5 years	U
	2) Continue to install smart metering systems to identify user demands and optimize the load on the water system.	Longer than 5 years	U
	3) Prepare a Town-wide water conservation plan with special emphasis on existing buildings owned by the Town.	Longer than 5 years	U
<b>Policy CF-8.4: Provide and maintain infrastructure capacity in line with growth or decline in demands from in-Town developments.</b>	<b>Objective 4:</b> Ensure that all residents/accounts within the Town area of service are provided with adequate water and wastewater facilities and to operate the existing water and wastewater system with optimal capacity.		
	1) Investigate additional updates required for water and wastewater systems depending on any future boundary line adjustments. The Town will take steps to initiate Well#4 to cater water demand and to have contingency capacity to accommodate future development during the plan period.	Longer than 5 years	U
	2) Prepare an operation and maintenance plan and undertake its implementation (along with identified capital works) to reduce water leakages and unaccounted-for water in the older neighborhoods.	Longer than 5 years	U
	3) Coordinate with the County and its Water and Sanitation Authority to identify future developments within the Town area of service to provide water and sewer facilities.	Longer than 5 years	U
	<b>Objective 5:</b> Ensure that the fee/rate structure is consistent with water and wastewater capital works expenditure to have greater financial operating capacity of the public works department.		
1) Develop a new master sewer and water agreement by considering the future developments proposed in the Town area of service within the plan period and identify required capital improvements for cost sharing between the Town and the County.	Longer than 5 years	U	

<b>Community Facilities</b> <b>Goal 8: Provide safe, reliable, cost-efficient, and sustainable water and wastewater facilities to all residents in the Town area of service.</b>			
Policies	Objective 6: To identify synergy between the Town’s capital improvement program for out-of-Town residents and the County infrastructure priorities.		
Policy CF-8.5: Promote consistency between the Town’s capital improvement programs and County infrastructure priorities.	1) Work out a strategy with County Water and Sanitation Authority (WSA) for out-of Town residents (if WWTP cannot be re-rated and permitted).	2 to 5 years	U
	2) Work out the new regional agreement by 2021 to ensure that the rerating of the WWTP will take into consideration of any future flows from the Town and out-of-own areas.	Longer than 5 years	U
<b>Community Facilities</b> <b>Goal 9: Identify telecommunications facility locations to ensure a broad range of communications services.</b>			
Policies	Objectives and Implementation Steps	Timeframe	CIP Category
Policy CF-9.1: Locate facilities to provide the broadest access to communications services.	<b>Objective:</b> Promote sharing telecommunications facilities and efficient use of the land, and minimizing the impact of monopolies and towers, while assuring compatibility of land uses.		
	1) Survey and determine potential locations for telecommunications facilities.	Longer than 5 years	U
	Policy CF-9.2: Locate facilities in a manner that is compatible with adjacent and nearby uses and in conformance with Federal, State, and county requirements and procedures for review and approval of such facilities	2) Streamline permitting process for telecommunications facilities.	Longer than 5 years

**Parks, Recreation, and Open Space**

**Goal 1: Create a Long-Term Approach to the Development of Parks, Recreation, and Open Space**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<p><b>Policy PRO-1.1:</b> Create a Warrenton parks, recreation, and open space system that reflects the needs and priorities of the residents of the town.</p> <p><b>Policy PRO-1.2:</b> Ensure a 10-minute walk to a green space, trail, park, parklet or pedestrian trail from anywhere within the town per Trust for Public Land and <b>National Recreation and Park Association</b> guidance.</p>	<p><b>Objective 1:</b> Provide a dynamic system of safe, interconnected spaces for a variety of public uses that promote healthy, active, recreational activities in spaces that are spread throughout the town.</p>		
	<p>1) Create and adopt a 2040 Parks, Recreation, and Open Space Master Plan. The master plan will include a physical and programming improvements framework, implementation and operations, and maintenance costs.</p>	Within 2 years	R
	<p>2) Town Council adopts Master Plan and includes elements in CIPs.</p>	2 to 5 years	R
	<p>3) Create a program to build and/or connect parks, green space, and trails.</p>	2 to 5 years	R
	<p><b>Objective 2:</b> Build connectivity improvements for sidewalks, shared roadways, and trails.</p>		
	<p>1) Prioritize connections to existing and proposed town and County Trails with select privately owned Homeowners Association (HOA) trails, develop public easement agreements for public access.</p>	Longer than 5 years	R
	<p>2) Include open space and parks priority improvements in a Parks, Recreation, and Open Space Master Plan, future capital improvement plans, and maintenance and operations plans.</p>	Over 5 years	R
	<p>3) Create public and private maintenance agreements for all existing and new trails.</p>	Ongoing	R

<b>Parks, Recreation, and Open Space</b>			
<b>Goal 1: Create a Long-Term Approach to the Development of Parks, Recreation, and Open Space</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy PRO-1.2: Ensure a 10-minute walk to a green space, trail, park, parklet or pedestrian trail from anywhere within the town per Trust for Public Land and National Recreation and Park Association guidance.</b>	<b><i>Objective 3: Build additional park and recreation spaces throughout the town in areas that currently do not have these resources with a 10-minute walk (1/2-mile radius).</i></b>		
	1) Look for opportunities for donated or shared spaces within the Town to develop into parks and parklets.	Within 2 years	R
	2) Create public/private partnerships to plan for parks that are open and accessible to the public within private developments.	Within 2 years	R
	3) Create a “Park-nership” program within the town that facilitates and evaluates partnerships between public and private entities to provide permanent, temporary, and pop-up park spaces as well as outdoor programming for the community.	2 to 5 years	R

Parks, Recreation, and Open Space			
Goal 1: Create a Long-Term Approach to the Development of Parks, Recreation, and Open Space			
Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<b>Policy PRO-1.3:</b> Incorporate green infrastructure and low impact development into new open space and park development and improvements to existing town open spaces.	<b>Objective 4:</b> Use a nature-based systems approach to mitigate storm water and improve habitat within the town's parks, recreation, and open space.		
	1) Create and adopt a Green Infrastructure Plan as a supplement to the 2006 Public Facilities Plan as a guide to implement green infrastructure into existing and future Town improvements.	Within 2 years	R
	2) Require green infrastructure improvements as a part of stormwater management solutions..	Within 2 years	R
	3) Incorporate educational markers to teach residents about the value of green infrastructure and impact of stormwater on the greater Chesapeake Bay Watershed.	2 to 5 years	R
	4) Create guidelines and an approval process for private development sites to transform 100-year floodplains into a park or green landscaped area for passive recreation.	2 to 5 years	R
	5) Collaborate with private developers and public resources for stream restoration.	2 to 5 years	R

<b>Parks, Recreation, and Open Space</b>			
<b>Goal 1: Create a Long-Term Approach to the Development of Parks, Recreation, and Open Space</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy PRO-1.4:</b> Support accessibility to the Greenway from within Town boundaries.	<b>Objective 5:</b> Improve Access and Use of the Greenway Trail		
	1) Create and adopt a Priority Implementation Plan that addresses extensions, ADA accessibility, and lighting improvements for greenways. Prioritize improvements with trail crossings adjacent residential and commercial uses.	Within 2 years	R
<b>Policy PRO-1.5:</b> Promote and support community gardens that will be managed by committed community groups, such as schools, clubs, and neighborhoods.	<b>Objective 6:</b> Educate the community about how healthy food is grown and how healthy food is integral to a healthy lifestyle.		
	1) Support and expand the current community garden program.	Ongoing	R
	2) Promote public-private partnerships to provide garden space and materials for the program.		
<b>Policy PRO-1.6:</b> Create safe and walkable communities.	<b>Objective 7:</b> Increase the number of safe routes for pedestrians within the Warrenton town limits including safe routes to schools, parks, homes, and workplaces. Creating safe active transportation routes that connect the town is a key component of the Walk Score (a key indicator of desirability).		
	1) Ensure all new developments shall have sidewalks and street trees within public space along the street frontage.	Ongoing	R
	2) Retrofit existing residential areas that do not currently have sidewalks or street tree plantings within the right of way.	Ongoing	R
	3) Create a fund to provide right of way improvements to existing residential neighborhoods.	Ongoing	R

Parks, Recreation, and Open Space			
Goal 1: Create a Long-Term Approach to the Development of Parks, Recreation, and Open Space			
Policies	Objectives and Implementation Steps	Timeframe	CIP Category
Policy PRO-1.7: Create a town-wide Tree Plan	<b>Objective 8:</b> Promote health of community by increasing the total tree canopy of Warrenton’s public open spaces and parks through targeted stewardship.		
	1) Create an inventory of existing trees within public space—such as the U.S. Forest Service’s Urban Tree Canopy Assessment. Consider creating a Town Tree Board to oversee tree program.	2 to 5 years	R
	2) Based on tree inventory, create goal for future town tree canopy.	2 to 5 years	R
	3) Create standards for effective tree planting	2 to 5 years	R
	4) Implement a comprehensive street/parks/open space tree maintenance program.	2 to 5 years	R
	5) Create an “Adopt a Warrenton Street Tree” program to promote the value of street/open space trees and community ownership.	2 to 5 years	R
Policy PRO-1.8: Maintain rural buffers around the town	<b>Objective 9:</b> Support habitat preservation within and around the Town of Warrenton.		
	1) Coordinate with private land owners to create sustainable programs that maintain the land in a preserved state.	Longer than 5 years	R
	2) Work with private land owners to acquire land for preservation.	Longer than 5 years	R
	3) Work with local land trust organizations such as the Piedmont Environmental Council (PEC), Land Trust of Virginia (LTV), and Virginia Outdoors Foundation (VOF) and national organizations such as the Nature Conservancy to promote land conservation and preservation.	Longer than 5 years	R

<b>Transportation and Circulation</b>			
<b>Goal 1: Improve Multimodal Capacity and Safety</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy TC-1.1:</b> The Town will promote a balanced multimodal transportation system that serves the mobility needs of all segments of the population</p> <p><b>Policy TC-1.2:</b> The Town will seek to maximize the capacity of existing streets by investing in Smart Mobility technology.</p>	<b>Objective 1: Assess the needs for access management strategies and capacity improvements along Warrenton’s main corridors and boulevards.</b>		
	1) Increase safety along major roadways by incorporating access management and innovative design solutions that limit the use of conventional signals.	Longer than 5 years	T
	2) Increase capacity along major roadways by limiting the use of conventional traffic signals and incorporating innovative intersections such as roundabouts, Restricted Crossing U-turns (RCUT), quadrant roadways, thru-cuts, and median U-turns.	Longer than 5 years	T
	3) Study and improve major intersections and corridors in coordination with local officials, VDOT, and regional staff.	Longer than 5 years	T
	4) Develop effective, cost-efficient recommendations with regional staff and VDOT.	Longer than 5 years	T
	5) Maximize project readiness by aligning goals and recommendations with SMART SCALE scoring criteria.	Ongoing	T
	6) Continue to submit project applications through SMART SCALE, HSIP, and available grant programs.	Ongoing	T
	7) Periodically re-evaluate existing and proposed improvements to ensure support of local and regional impacts.	Ongoing	T
	<b>Objective 2: Maintain the capacity and safety of signature streets by providing multimodal accommodations and incorporating innovative solutions.</b>		
	1) Maintain the safety of signature streets that travel into and out of the Historic District in the Town of Warrenton by applying traffic-calming measures and enforcement restrictions.	2 to 5 years	T
	2) Maintain the capacity of intersections on signature streets by monitoring development and reducing the use of conventional intersections.	Longer than 5 years	T
	3) Study and plan recommendations that maintain the safety and capacity of Signature Streets.	Longer than 5 years	T
	4) Monitor traffic generated by existing and future land use.	Ongoing	T
	5) Maintain capacity by reducing the application of conventional intersections and consider roundabouts, two-way stop control, and connecting links as necessary	Longer than 5 Years	T
	6) Maintain safety by incorporating roundabouts, when applicable, and road diets that focus on providing bicycle paths, pedestrian pathways, and trails. Consider bulb-outs and median islands for safer pedestrian crossings.	Longer than 5 Years	T

**Transportation and Circulation**  
**Goal 1: Improve Multimodal Capacity and Safety**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<p><b>Policy TC-1.3:</b> The Town will prioritize safety improvements for project implementation based on crash rates, congestion levels, and locations adjacent to schools.</p>	<p><b>Objective 3:</b> Create an overarching vision for roadway safety through the development and adoption of a traffic safety policy that incorporates Vision Zero strategies with the goal of eliminating traffic fatalities and severe injuries while increasing safe, healthy, and equitable mobility for all.</p>		
	<p>1) Update the existing traffic-calming policy to align more closely with VDOT standards and proven solutions.</p>	<p>Within 2 years</p>	<p>T</p>
	<p>2) Adopt solutions that incorporate pedestrian and bicycle accommodations. Use more active traffic-calming solutions, such as mini-roundabouts and road diets.</p>	<p>2 to 5 years</p>	<p>T</p>
	<p>3) Incorporate traffic safety techniques and solutions into zoning codes for residential and commercial areas</p>	<p>Longer than 5 years</p>	<p>T</p>
	<p>4) Identify improvements that increase safety for students (bus routes, parking, and sidewalks).</p>	<p>2 to 5 years</p>	<p>T</p>
	<p>5) Form a Traffic Safety Committee or identify an established group to update and adopt a new traffic safety policy in accordance with Vision Zero guidelines</p>	<p>2 to 5 years</p>	<p>T</p>
	<p>6) Monitor existing and established traffic projects and their impacts within those established areas.</p>	<p>Ongoing</p>	<p>T</p>
	<p>7) Coordinate with other local jurisdictions, regional officials, and VDOT to adopt proven traffic-calming solutions.</p>	<p>2 to 5 years</p>	<p>T</p>
	<p>8) Adopt traffic safety policies into zoning codes to reduce the future risk of neighborhood problems</p>	<p>2 to 5 years</p>	<p>T</p>

<b>Transportation and Circulation</b>			
<b>Goal 1: Improve Multimodal Capacity and Safety</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy TC-1.4:</b> The Town will identify and analyze roadways with excessive vehicle speeds for engineering or enforcement countermeasures.</p> <p><b>Policy TC-1.5:</b> The Town will work with VDOT to incorporate multimodal and innovative design features as part of any new projects</p> <p><b>Policy TC-1.6:</b> The Town will continue implementing traffic-calming measures on local streets, as deemed appropriate, to improve safety, livability, and transportation choices, and meet land-use objectives.</p> <p><b>Policy TC-1.7:</b> The Town will prioritize the monitoring of comfort levels and safety metrics for motorists, bicyclists, and pedestrians at signalized intersections and within the vicinity of schools.</p> <p><b>Policy TC-1.8:</b> The Town will analyze locations with significantly higher crash rates to develop projects and programs to reduce the number of crashes and the overall crash severity.</p>	<p><b>Objective 4:</b> Identify context-sensitive, forward-thinking transportation solutions that incorporate Warrenton’s plans for growth through the development and adoption of a long-range transportation plan.</p>		
	1) Develop transportation prioritization criteria with the goal of improving multimodal access, safety, and economic growth.	Within 2 years	T
	2) Evaluate the application and role of Smart Mobility technologies in future transportation projects to optimize performance through interconnected mobility services.	Longer than 5 years	T
	3) Produce project recommendations and applications that align with VDOT’s SMART SCALE program and regional goals by coordinating with local and regional officials.	Ongoing	T

<b>Transportation and Circulation</b>			
<b>Goal 2: Enhance the Traveling Experience</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy TC-2.1:</b> The Town will implement recommendations of the Walkability Audit and Complete Streets Recommendations Report.	<b>Objective 1:</b> Encourage non-auto (walk, bicycle, transit) local trip making.		
	1) Minimize the use of vehicles in town by providing safe bicycle/pedestrian crossings and parallel pathways.	Longer than 5 years	T
	2) Connect existing neighborhoods via trails and sidewalks.	2 to 5 years	T
	3) Increase focus on multimodal interconnectivity.	2 to 5 years	T
	<b>Objective 2:</b> Improve pedestrian and bicycle safety and connectivity by implementing the Town of Warrenton Walkability Audit and the Town of Warrenton Complete Streets Recommendations Report.		
	1) Advance recommendations of the Walkability Audit through the initiation of new projects or by incorporating into complementary projects.	Longer than 5 years	T
	2) Advance recommendations of the Complete Streets Recommendations Report through new projects or by incorporating into complementary projects.	Longer than 5 years	T
<b>Policy TC-2.2:</b> The Town will create distinguished gateway features along routes leading into the jurisdiction.	<b>Objective 3:</b> Enhance gateways.		
	1) Consider the installation of cues to indicate a gateway or transition. These cues may include sculptures, murals, public art, decorative planters, special lighting fixtures or banners across the street.	Longer than 5 years	T
	2) Consider the installation of roundabouts or in-road features that serve as visual gateways and function as traffic control at intersections.	Longer than 5 years	T
	3) Add distinctive signage directing travelers to gateways outside of the town, as well as signage specific to the gateways themselves.	Longer than 5 years	T
	<b>Objective 4:</b> Preserve neighborhood and heritage streets through traffic calming and safety measures.		
	1) Use traffic-calming measures that incorporate parking, pedestrian, and bicycle solutions.	Longer than 5 years	T
	2) Adopt context-sensitive policies to maintain the character of the town and neighborhoods	Longer than 5 years	T
	3) Proactively identify and mitigate the impacts of developments and improvements on adjacent neighborhoods.	Ongoing	T
	4) Coordinate with local law enforcement, community development, public works and utilities, and neighborhood groups to track results and produce cohesive solutions.	Ongoing	T
	5) Monitor traffic infractions and crashes in a geodatabase.	2 to 5 years	T

<b>Transportation and Circulation</b>			
<b>Goal 2: Enhance the Traveling Experience</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy TC-2.3:</b> The Town will preserve and pursue targeted and demand-driven expansion for the local bus system to meet the transportation needs of the community.	<b>Objective 5: Increase number of daily Circuit Riders</b>		
	1) Coordinate with other transportation services to connect Circuit Riders beyond the town limits.	Ongoing	T
	2) Implement late night services to Old Town on Fridays and Saturdays.	2 to 5 years	T
	3) Invest in technology to increase comfort and assurance of waiting passengers.	2 to 5 years	T
	4) Improve bus stop amenities in key locations.	2 to 5 years	T
	5) Explore other payment systems, such as a day-pass, to encourage greater use.	Longer than 5 years	T
<b>Policy TC-2.4:</b> The Town will create and install signage to direct travelers along appropriate routes to their destinations.	<b>Objective 6: Develop a wayfinding system that is simple, consistent, and intuitive for all users. Wayfinding should direct visitors and residents along the preferred routes to local destinations. Beyond the town’s boundary, wayfinding can help the active transportation network (streets and trail system) connect seamlessly to the county trail networks.</b>		
	1) Form a Wayfinding Committee or identify an already-established group to establish policies and practices through the development of a walkability plan and wayfinding policy.	Within 2 years	T
	2) Identify funding sources and engage key government officials to implement policies.	Longer than 5 years	T
	3) Apply strategies through local staff, projects, partnerships, and zoning codes.	Longer than 5 years	T
	<b>Objective 7: Limit through-truck movements on internal Town streets.</b>		
	1) Adopt a resolution identifying routes for through truck prohibitions in accordance with §46.2-1304 of the Code of Virginia and sign streets accordingly.	Within 2 years	T
	2) Provide VDOT with a list of facilities where truck movements are restricted for inclusion on VDOT’s Designated Truck Routes and Length Restrictions map.	Within 2 years	T

**Transportation and Circulation**  
**Goal 2: Enhance the Traveling Experience**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<b>Policy TC-2.5:</b> Reduce lane blockage and double parking, and improve site access.	<b>Objective 8:</b> Improve curbside access on internal town streets		
	1) Initiate a curbside management study and identify best practices applicable to the town. The study should address uses of curb space including but not limited to on-street parking, deliveries, Transportation Network Companies (TNCs) drop-off/pick-up, bicyclists, and pedestrians.	Longer than 5 years	T
	2) Implement the recommendations identified in the curbside management study and incorporate them with the town’s on-street parking policies.	Longer than 5 years	T

<b>Transportation and Circulation</b>			
<b>Goal 3: Promote Livability in the Town</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy TC-3.1:</b> The Town will implement Complete Streets within the context of adjacent land uses to improve safety and neighborhood livability.</p> <p><b>Policy TC-3.2:</b> The Town, when constructing sidewalks on existing streets, will construct sidewalks on both sides of the street.</p> <p><b>Policy TC-3.3:</b> The Town will provide sidewalks, crosswalks, pedestrian signals, lighting, and other amenities to make it safer, easier, and more comfortable for people to walk.</p>	<b>Objective 1: Improve sidewalk availability and accessibility.</b>		
	1) Prioritize completion of sidewalks on both sides of the street for Broadview Avenue, Shirley Avenue, Walker Drive, Waterloo Street, and Winchester Street.	Longer than 5 years	T
	2) When new development occurs, include accessible sidewalks with a minimum 5 foot width on all roadways.	2 to 5 years	T
	3) Develop a prioritized list of sidewalks for ADA improvements.	2 to 5 years	T
	4) Where a proven history of speeding problems install \$200 Additional Fine signage in accordance with VDOT policy.	2 to 5 years	T
	5) Add additional signage alerting drivers to “Watch for Children” near parks and other higher concentrations of youth activity in accordance with VDOT’s Watch for Children Sign Program.	2 to 5 years	T
<p><b>Policy TC-3.4:</b> The Town will continue to provide more bicycle facilities as part of the road resurfacing program, where possible, by striping bicycle lanes and markings.</p> <p><b>Policy TC-3.5:</b> The Town will continue to seek opportunities to increase the availability of bicycle parking.</p> <p><b>Policy TC-3.6:</b> The Town will increase the availability of bicycle connections and amenities.</p>	<b>Objective 2: Encourage biking as viable means to access key destinations by incorporating bicycle-friendly policies into new development standards.</b>		
	1) Improve bicycle storage facilities at Circuit Rider bus stops.	Longer than 5 years	T
	2) Integrate bicycle route information into transit route maps and website.	2 to 5 years	T
	3) Install racks that can hold three bicycles on the front of Circuit Rider buses.	2 to 5 years	T
	4) Display bicycle route system maps on the town website and at key destinations.	2 to 5 years	T
	5) Conduct a biennial public survey on bicycle comfort levels at locations throughout town.	2 to 5 years	T
<p><b>Policy TC-3.7:</b> The Town will develop an integrated parking system to efficiently manage demand, enforcement, and effectiveness of the historic town’s surface parking.</p>	<b>Objective 3: Improve parking management.</b>		
	1) Replace all on-street 1-hour parking spaces with 2-hour durations	Within 2 years	T
	2) Retain a part-time employee or parking enforcement aid (PEA) to perform parking patrols.	Within 2 years	T
	3) Increase fines for overtime parking to encourage turnover and promote local businesses.	Within 2 years	T

**Transportation and Circulation**

**Goal 4: Create New Linkages and Connectivity**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<p><b>Policy TC-4.1:</b> The Town will coordinate the construction of sidewalk and trail connection projects as part of new redevelopment plans.</p> <p><b>Policy TC-4.2:</b> For new developments, the town will require that the proposed street system be designed to provide a network of interconnected streets.</p>	<p><b>Objective 1:</b> In large development parcels, create compact development blocks with internal streets for pedestrian and vehicular circulation to support walk access and decrease auto-trip patterns.</p>		
	<p>1) Provide safe and convenient arterial crossings using traffic signals or other geometric improvements.</p>	2 to 5 years	T
	<p>2) Evaluate new multimodal facility treatments in proposed developments.</p>	2 to 5 years	T
	<p>3) Plan for convenient bus stop facilities during design of new developments.</p>	2 to 5 years	T
	<p>4) Conduct pre- and post-studies of multimodal features in new development projects.</p>	2 to 5 years	T
<p><b>Policy TC-4.3:</b> The Town will work cooperatively with VDOT to ensure that their transportation projects best distribute regional traffic demand within the context of future land use visions.</p>	<p><b>Objective 2:</b> Improve traffic flow between Route 211 and Route 17 through the advancement of the Timber Fence Parkway concept.</p>		
	<p>1) Adopt typical cross-section and intersection treatments using innovative intersections and multimodal accommodations.</p>	Longer than 5 years	T
	<p>2) Construct bicycle and pedestrian accommodations, such as trails, sidewalks, and bicycle paths, and avoid the use of mid-section crossings..</p>	Longer than 5 years	T
	<p>3) Limit the use of conventional intersections and grade-separated intersections.</p>	Longer than 5 years	T
	<p>4) Limit access between roadway intersections.</p>	Longer than 5 years	T
	<p>5) Work with VDOT and regional officials to study a potential tie-in of Timber Fence Parkway with Route 17 and Route 211.</p>	Longer than 5 years	T
	<p>6) Study interchange or at-grade intersections that will provide safe and sustainable access between the main arterials.</p>	Longer than 5 years	T
	<p>7) Adopt access management standards and acceptable curb-cut locations for future growth.</p>	Longer than 5 years	T
<p>8) Comply with town and VDOT Access Management Standards.</p>	Within 2 years	T	

<b>Transportation and Circulation</b>			
<b>Goal 4: Create New Linkages and Connectivity</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy TC-4.3:</b> The town will work cooperatively with VDOT to ensure that their transportation projects best distribute regional traffic demand within the context of future land use visions.</p> <p><b>Policy TC-4.4:</b> The town will connect bike lanes and trails into a cohesive network.</p> <p><b>Policy TC-4.5:</b> The town will work cooperatively with VDOT to ensure that their transportation projects best distribute regional traffic demand within the context of future land use visions.</p>	<b>Objective 3:</b> Identify opportunities to improve traffic flow between US 211 and US 29 through the evaluation of the Southern Greenway concept.		
	1) Study potential alignments that connect between Route 211 with Route 29 for a bicycle/pedestrian/equestrian greenway in sufficient right-of-way to accommodate a facility similar to Timber Fence Parkway if needed in the long-term future.	Longer than 5 years	T
	2) Identify context-sensitive solutions for location and design of the facility	Longer than 5 years	T
	3) Work with VDOT, Fauquier County, and regional officials to identify connections to Route 211 and Route 29 and relevant county and regional plans for recreational facilities.	Longer than 5 years	T
	4) Study interchange or at-grade intersections that will provide safe and sustainable access between the main arterials.	2 to 5 years	T
	5) Evaluate the strategy of the greenway and its multi-use trail as a means of limiting access and managing growth along a future Southern Parkway in the corridor. Explore utilization of established internal and external government on-call services, such as VDOT or Fauquier County, to study and adopt a final alignment.	Longer than 5 years	T
	6) Form a Southern Greenway task force consisting of local, regional, and State officials and incorporate developers and business leaders.	Longer than 5 years	T
	7) Fund and source a study of the Southern Parkway.	Longer than 5 years	T
	8) Adopt the final alignment into the Comprehensive Plan.	Longer than 5 years	T

**Transportation and Circulation**

**Goal 4: Create New Linkages and Connectivity**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<p><b>Policy TC-4.4:</b> The town will connect bike lanes and trails into a cohesive network.</p> <p><b>Policy TC-4.5:</b> The town will support connectivity by continuing to create new connections, both through new development and by identifying and implementing connectivity opportunities.</p> <p><b>Policy TC-4.6:</b> The town will identify future multimodal connections by either restoring severed connections or incorporating multimodal features with emergency access lanes.</p>	<p><b>Objective 4:</b> Improve town and neighborhood linkages of roadways and bike-pedestrian infrastructure to improve circulation and system-wide connectivity.</p>		
	<p>1) Provide connections between established and proposed neighborhoods by focusing on designs that reduce cut-through traffic and speeding. Proposed designs should incorporate features such as bicycle and pedestrian pathways, narrower roadways, and mini-roundabouts.</p>	2 to 5 years	T
	<p>2) Construct projects in coordination with future developments or through SMART SCALE, local monies, and statewide grants.</p>	Ongoing	T
	<p>3) Create a parallel-use trail along one side of Academy Hill Extended to enable residents to walk and bicycle into Old Town Warrenton</p>	Longer than 5 years	T
	<p>4) Provide pedestrian and bicycle access between Fauquier Hospital and neighborhoods to the south and east of the Town of Warrenton.</p>	2 to 5 years	T
	<p>5) Examine the feasibility of a shared-use path under the Route 29 Bridge on the northeast side of the Town of Warrenton</p>	Longer than 5 years	T
	<p><b>Objective 5:</b> Alleviate traffic from main arterials by providing alternative connections.</p>		
	<p>1) Extend Academy Hill Road across Cedar Run to connect with Frytown/ Atlee Road as an alternative link to Route 605.</p>	Longer than 5 years	T
	<p>2) Create a Route 29 Commercial Collector service road parallel to the existing Route 29 north of the Town of Warrenton that connects to Route 605 via Cedar Run Drive.</p>	Longer than 5 years	T

<b>Economic and Fiscal Resilience</b>			
<b>Goal 1: Increase Warrenton’s Employer Base</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<p><b>Policy EF-1.1:</b> Leverage Fauquier Hospital in promoting the Health and Wellness District by capitalizing on an aging population within the region, by amending zoning to allow for medical services and a range of housing types, including senior housing and care within the district.</p> <p><b>Policy EF-1.2:</b> Leverage and capitalize on the town’s proximity to the Washington Metropolitan Area in the federal, technology-based, and creative sector businesses.</p>	<p><b>Objective 1:</b> Promote the Health and Wellness District as a regional health and senior care and jobs center.</p>	Within 2 years	E
	<ol style="list-style-type: none"> <li>1) Make zoning changes that encourage mixed-use development opportunities tied to growing the town’s healthcare offerings.</li> <li>2) Have the mixed-use policies focus on age-restricted housing and price-diverse housing.</li> <li>3) Work with the hospital and other healthcare entities in the town to develop a housing assistance program for employees to live within Warrenton (i.e. down payment assistance or a housing stipend).</li> </ol>		
<p><b>Policy EF-1.3:</b> Amend Zoning to allow for a range of housing, commercial, and hotel development at the appropriate heights and square footage to meet market standards, and at various ranges per each Character District, with transitions to adjoining neighborhoods.</p>	<p><b>Objective 2:</b> Allow for market-rate and a range of housing types, market rate or boutique hotel development, and Class A office development.</p>	Within 2 years	E
	<ol style="list-style-type: none"> <li>1) Enact zoning amendments to allow for a range of housing, commercial, and hotel development at the appropriate heights and square footage</li> </ol>		

**Economic and Fiscal Resilience**  
**Goal 1: Increase Warrenton’s Employer Base**

Policies	Objectives and Implementation Steps	Timeframe	CIP Category
<p><b>Policy EF-1.4:</b> Grow the Town’s Economic Development Department to become more proactive in business retention and recruitment</p>	<b>Objective 3:</b> Develop a strategy to attract businesses into the town’s Character Districts.		
	1) Consider hiring an Economic Development Manager to become more proactive in business retention and recruitment.	Longer than 5 years	E
	2) Establish regular coordination meetings with the county and regional economic development partners.	Longer than 5 years	E
	3) Promote the town’s Character Districts for locations for various types of businesses. Amend zoning to allow for the following: a. New Town District: Class A Office b. Health and Wellness: Medical-related office and treatment, hotel. c. Greenway and Makers: District Overlay in the Industrial zoned area to allow for the creation of distribution of food and craft. d. Old Town: adaptive reuse to allow for professional and creative services.	Within 2 years	E
	4) Create the appropriate marketing materials to relay the vision to the greater investor market.	Within 2 years	E
	5) Establish business and property owner outreach strategy to build buy-in to the vision and identify short term opportunity sites.	Within 2 years	E
	6) Develop an opportunity site prospectus book to market currently active properties seeking redevelopment.	Within 2 years	E

<b>Economic and Fiscal Resilience</b>			
<b>Goal 2: Support the Diversification of the Retail, Service, and Office Sector</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy EF-2.1:</b> Attract new retail and service businesses representing sectors that can become regional destinations	<b>Objective:</b> Establish Warrenton’s long-term economic viability.		
	1) Create a detailed retail retention and recruitment strategy based on the results of the Comprehensive Plan analysis.	Within 2 years	E
	2) Market the town to businesses within the target retention/growth markets	Ongoing	E
	3) Revise the analysis on a bi-annual basis to track industry/market trends for Warrenton.	Ongoing	E

<b>Economic and Fiscal Resilience</b>			
<b>Goal 3: Increase the Economic Viability of Broadview Avenue</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
<b>Policy EF-3.1:</b> Create a long-term redevelopment strategy for Broadview Avenue.	<b>Objective:</b> Establish economic centers along Broadview Avenue at key nodes.		
	1) Create a Experience Broadview Overlay District that allows for concentration of mixed-use or multi-family development at key nodes, to create synergy and a market for consolidation of multiple contiguous parcels along Broadview Avenue in the long-term. Key nodes could include the gateway to Old Town at Frost and Broadview Avenues, a mid-block location at Gold Cup Road, and at the Lee Highway intersection.	Longer than 5 years	E
	2) Engage business owners located in the key nodes and craft a strategy with an investment strategy.	Longer than 5 years	E

<b>Economic and Fiscal Resilience</b>			
<b>Goal 4: Business Improvement Districts in Each Character District</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy EF-4.1: Establish Business Improvement Districts (BID) to improve business attraction and promotion.	<b>Objective 1:</b> Promote business attraction appropriate to each Character District.		
	1) Work with and support local businesses to establish a Business Improvement District (BID) in each Character District to fund, market, and promote events and businesses	Ongoing	E
	2) Create a vision plan for each BID that describes annual goals and spending priorities.	Within 2 years	E

<b>Economic and Fiscal Resilience</b>			
<b>Goal 5: Create outdoor dining opportunities, where possible, to support the vitality of business and street activity.</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy EF-5.1: Provide gathering spaces in Old Town: where appropriate, convert a street parking stall into an outdoor dining parklet in Old Town.	<b>Objective 1:</b> Make it easier for property owners to create outdoor gathering and dining locations.		
	1) Define criteria for locations, set quality standards for furniture and maintenance. Define application process.	2 to 5 years	E

<b>Economic and Fiscal Resilience</b>			
<b>Goal 6: Leverage town assets in potential public/private partnerships</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy EF-6.1: Develop a structured parking garage to activate surface lots as potential development sites.	<b>Objective 1:</b>		
	1) Initiate an RFP/Q for a private developer, and/or public infrastructure bond.	Longer than 5 years	E

<b>Economic and Fiscal Resilience</b>			
<b>Goal 7: Promote the Town brand as the regional cultural, entertainment, and arts center.</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy EF-7.1: Promote the town as a destination based on its historic district, with an emphasis on arts/cultural promotion and development as a regional attraction.	<b>Objective 1:</b>		
	1) Coordinate and partner with local arts groups and business associations to promote artists and cultural events.	Longer than 5 years	E

<b>Economic and Fiscal Resilience</b>			
<b>Goal 8: Promote each character district as full-service mixed-use neighborhood centers.</b>			
<b>Policies</b>	<b>Objectives and Implementation Steps</b>	<b>Timeframe</b>	<b>CIP Category</b>
Policy EF-8.1: Develop a marketing strategy, based on the town comprehensive branding approach, for each Character District.	<b>Objective 1:</b> Attract businesses that have the greatest impact in competing with other regional commercial sectors.		
	1) Create an economic development marketing strategy.	2 to 5 years	E
Policy EF-8.2: Evaluate tax increment finance districts within each Character District that can be used to fund infrastructure and site improvements.	<b>Objective 2:</b> Create financing for development-related streetscape and transportation improvements, as well as for affordable housing.		
	1) Initiate Request for Proposals from qualified consultants to submit scope of services to perform a TIF feasibility study to determine how the Town may finance infrastructure, affordable housing, and other community development goals.	Over 5 years	E



# PLAN WARRENTON 2040

## APPENDIX I - BROADBAND SERVICE STRATEGY



# An Action Plan to Develop a Municipal Broadband Network

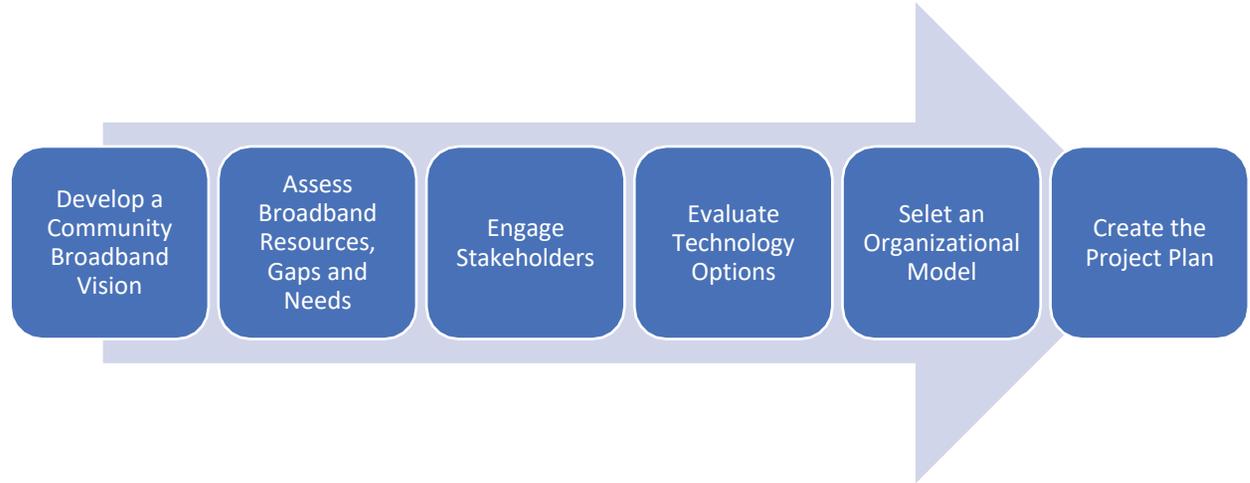
*(Based on recommendations contained in “Planning a Community Broadband Roadmap” (2016) published by the U.S. Department of Commerce and the National Telecommunications and Information Administration.)*

## 1. Develop a Community Broadband Vision

The team should be empowered to engage in a community-focused campaign to develop an overall community broadband vision. The package should include community impacts, a framework to analyze costs, risks, and potential benefits to the economy, institutions and residents.

*Strategies:*

- Promote project champions, or advocates
- Develop key milestones for project timelines
- Network with other communities to gain insights on their experience
- Leverage available knowledge resources and seek out financial grants to help fund the infrastructure
- Engage with grass-roots organizations, educational institutions, business and economic development groups



*Appendix I Figure 1: Municipal Broadband Network Action Plan*

## 2. Assess Broadband Resources, Gaps and Needs.

Consistent with the community broadband vision, scope out existing community resources and needs to understand existing resources, understand gaps and confirm what the community wants and what is needed.

*Strategies:*

- Engage with existing service providers to define and map the infrastructure, services, gaps, and service offerings
- Survey community needs and conduct a gap analysis

- Develop an initial roadmap of projects to achieve the vision
- Negotiate with a commercial service provider to provide discounted broadband rates, offer greater capacity and/or coverage, or build a wireless or fiber network

### 3. Engage Stakeholders

Moving beyond the broadband authority circle, this phase seeks to engage the wider community, to discuss ideas, share the strategic vision and goals, discuss the findings from the broadband assessment and lay out the case for the municipal broadband project and gather feedback.

*Strategies:*

- Host discussion groups
- Link the broadband project to the Town’s growth strategy and improved delivery of education, healthcare, civic, public safety and public service efforts
- Present the rationale and key findings of the gap analysis
- Present technical aspects in an easily understandable language
- Present potential right-of-way impacts to the community
- Build project momentum and trust by listening and gaining stakeholder trust
- Seek out partnerships to further promote and implement municipal broadband

### 4. Evaluate Technology Options

Using the data collected from the earlier phases, the “right” technology and/or service should be selected that would be the most appropriate fit in line with the broadband vision and the community needs. For this potential capital-intensive infrastructure project, a detailed technical feasibility and costing study must be performed, complete with actionable recommendations appropriate to the community.

*Strategies:*

- Examine options to determine best technology fit depending on the anticipated demand
- Initiate discussions with financial institutions to determine potential funding mechanisms for the proposed network
- Source out municipal and community grants to construct the network
- Promote major infrastructure alignment along existing community lines, and reduce dependence on private right-of-way acquisition

### 5. Select an Organizational Model

This phase, known as the “business model” or “partnership model”, examines the legal and financial framework to implement and maintain the municipal broadband network. In light of the potential capital-intensive project, the strategies should focus on reducing barriers to project implementation.

*Strategies:*

- Organize public-private partnerships for construction, capacity, service, and operation
- Leverage institutional strengths (e.g., educational and government institutions) for research, training, technical support, economic potential and political support for municipal broadband
- Promote private investment and partnerships into the municipal broadband project
- Promote incentives for private sector participation into the project
- Ease up permitting and licensing requirements for broadband construction.

## Telecommunications Tower/ Antenna Location

In anticipation of potential improvements to the telecommunications and broadband network in Warrenton, there is a need to identify sites suitable for telecommunications towers or antenna location.

The following suggested site selection criteria may provide a framework for future telecommunication facilities.

- Identify telecommunications facility locations to ensure a broad range of communications services, promoting the sharing of facilities and efficient use of the land, and minimizing the impact of monopoles and towers, while assuring compatibility of land uses.
- To achieve limited visibility of telecommunications infrastructure in residential areas, historically significant areas, and protected/conservation/view shed areas.
- Locate facilities to provide the broadest access to communications services.
- Locate facilities in a manner that is compatible with adjacent and nearby uses and in conformance with Federal, State, and county requirements and procedures for review and approval of such facilities.

### Site Selection Criteria:

Flat rooftops in urban and suburban areas, including office buildings or industrial parks, factory buildings, medical centers or hotels, schools, apartment buildings or shopping centers.

1. Building rooftops, on condition of adequate structural strength and load capacity<sup>1</sup>.
2. On average, buildings between three and seven stories high and not subject to historic registers, EPA or Superfund locations or preserved or designated green areas.
3. It should be zoned in an area that allows for telecommunications structures.
4. Rooftop locations will require space for equipment cabinets for the towers, if not already accommodated inside the building or basements. Typically, this

is about a 20-foot by 30-foot space, either on the roof, inside a building, or on the ground.

5. It should provide 24-hour access, 7 days a week, 365 days a year to all portions of the facility.

### Suggested Locations:

The following is a list of suggested locations for a telecommunications tower/antenna. This list is by no means final, and subject to review and revision, or in the case of some locations, may require a zoning reclassification to allow telecommunications structures. Other locations may be private property and subject to separate tower lease discussions or approvals.

*1. Verizon cell site criteria recommends a minimum of 150 lbs/square foot of roof loading.*



Figure 9-1: Wastewater Treatment Plant Site



Figure 9-2: Fauquier County Facilities Site

This will not preclude recommendations from a separate broadband/telecommunications study for the Town of Warrenton that can recommend alternative locations if necessary.

*Buildings and Structures:*

1. Fauquier High School rooftop (or grounds).
2. Rooftop of proposed consolidated Court Complex in Old Town (unless ground site is identified).
3. Incorporate into new or proposed water tower construction in Warrenton.
4. Incorporate into proposed State Police building (to be situated near Lord Fairfax Community College).
5. Encourage placement on existing structures, including but not limited to water tanks, existing towers, utility poles, power line towers, athletic field

light poles, and other tall structures, especially on public properties.

*Ground Locations:*

1. Locate a tower/antenna in each of the four identified character districts: Old Town, Lee Highway, Frost and Broadview, and East Shirley. (Location/s to be determined, or potentially atop structures that meet site selection criteria as previously stated.)
2. Locate in the industrial-zoning district on the eastern edge of the Town, bounded by Walker Drive and the Eastern Bypass.
3. In coordination with future site redevelopment, locate a tower in the Public Works facility site (Falmouth Street).
4. Wastewater Treatment Plant (731 Frost Avenue) Subject to separate lease

agreement.

5. Warrenton Water Treatment Plant (7240 Blackwell Road) Subject to separate lease agreement.
6. Fauquier County Facilities site (Manor Court, across the WVFC station) Subject to separate lease agreement.
7. Vacant warehouse property. (Falmouth Street, across the VDOT office on E Shirley Avenue). Private property. Subject to separate lease agreement.
8. CFC Farm & Home Center, Warrenton (143 Washington Street). Private property. Subject to separate lease agreement.

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# PLAN WARRENTON 2040

## APPENDIX II - LABOR FORCE DATA

### DATA



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**Labor Force & Unemployment Trends**  
**Fauquier County and Surrounding Region (2007-2018)**

	Fauquier County				Culpeper County				Loudoun County				Manassas City				Prince William County				Virginia			
	Labor Force	Employed	Unemployed	Unemployment Rate	Labor Force	Employed	Unemployed	Unemployment Rate	Labor Force	Employed	Unemployed	Unemployment Rate	Labor Force	Employed	Unemployed	Unemployment Rate	Labor Force	Employed	Unemployed	Unemployment Rate	Labor Force	Employed	Unemployed	Unemployment Rate
2007	36,930	36,930	925	2.50%	20,225	19,497	728	3.60%	163,971	160,532	3,439	2.10%	19,776	19,200	576	2.90%	200,311	195,368	4,943	2.50%	4,036,835	3,914,087	122,748	3.00%
2008	37,829	37,829	1,263	3.30%	20,862	19,956	1,006	4.80%	173,168	168,299	4,869	2.80%	20,076	19,231	845	4.20%	206,086	199,300	6,786	3.30%	4,133,443	3,970,428	163,015	3.90%
2009	37,407	37,407	2,048	5.50%	21,308	19,622	1,686	7.90%	174,290	166,112	8,178	4.70%	20,468	18,972	1,496	7.30%	208,417	197,060	11,357	5.40%	4,118,171	3,842,516	275,655	6.70%
2010	35,763	35,763	2,211	6.20%	23,263	21,591	1,672	7.20%	175,439	166,487	8,952	5.10%	20,972	19,503	1,469	7.00%	218,394	205,097	13,297	6.10%	4,157,658	3,860,386	297,272	7.10%
2011	36,128	36,128	1,990	5.50%	23,397	21,908	1,489	6.40%	181,515	173,042	8,473	4.70%	21,403	20,099	1,304	6.10%	225,195	212,446	12,749	5.70%	4,211,802	3,934,326	277,476	6.60%
2012	36,022	36,022	1,853	5.10%	23,362	22,034	1,328	5.70%	186,073	177,798	8,275	4.40%	21,926	20,699	1,227	5.60%	228,830	216,748	12,082	5.30%	4,223,844	3,967,987	255,857	6.10%
2013	35,905	35,905	1,771	4.90%	23,375	22,120	1,255	5.40%	191,017	182,652	8,365	4.40%	22,234	21,036	1,198	5.40%	231,067	219,025	12,042	5.20%	4,236,560	3,994,581	241,979	5.70%
2014	35,958	35,958	1,655	4.60%	23,374	22,201	1,173	5.00%	196,189	187,825	8,364	4.30%	22,140	21,027	1,113	5.00%	232,071	220,676	11,395	4.90%	4,248,793	4,026,451	222,342	5.20%
2015	35,684	35,684	1,410	4.00%	23,075	22,071	1,004	4.40%	199,821	192,686	7,135	3.60%	21,569	20,672	897	4.20%	231,076	221,516	9,560	4.10%	4,212,051	4,024,208	187,843	4.50%
2016	35,922	35,922	1,235	3.40%	23,235	22,346	889	3.80%	202,652	198,245	4,407	3.20%	21,834	21,058	776	3.60%	234,139	225,737	8,402	3.60%	4,240,403	4,070,260	170,143	4.00%
2017	35,905	34,730	1,175	3.3%	23,891	23,028	863	3.6%	214,004	207,533	6,481	3.0%	21,625	20,892	728	3.4%	239,177	231,050	8,127	3.4%	4,309,588	4,150,132	159,456	3.7%
2018	36,319	35,375	944	2.6%	24,178	23,490	688	2.8%	216,433	211,128	5,305	2.5%	21,856	21,271	585	2.7%	241,651	235,070	6,581	2.7%	4,331,380	4,202,801	128,579	3.0%

Source: Virginia Labor Market Information and RKG Associates, Inc., 2019

Appendix 2 Figure 1: Labor Force and Unemployment Trends

**Appendix Table 2**  
**Labor Force Participation Rate by Age, 2017**  
**Fauquier County & Surrounding Region, VA**

Age	Fauquier County				Culpeper County				Loudoun County				Manassas City				Prince William County			
	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force
16 to 19 Years	3,655	6.7%	1,444	39.5%	2,648	6.9%	1,086	41.0%	19,483	7.0%	8,008	41.1%	2,252	7.2%	1,243	55.2%	24,416	7.2%	10,304	42.2%
20 to 24 Years	3,786	7.0%	3,074	81.2%	2,683	7.0%	2,219	82.7%	18,156	6.6%	14,870	81.9%	2,785	8.8%	2,423	87.0%	28,455	8.4%	22,707	79.8%
25 to 29 Years	3,539	6.5%	3,036	85.8%	2,758	7.1%	2,278	82.6%	19,260	7.0%	16,930	87.9%	3,240	10.3%	2,890	89.2%	29,497	8.7%	25,190	85.4%
30 to 34 Years	3,626	6.7%	2,923	80.6%	3,015	7.8%	2,358	78.2%	27,719	10.0%	24,116	87.0%	3,372	10.7%	2,930	86.9%	33,937	10.0%	28,813	84.9%
35 to 44 Years	8,439	15.6%	7,350	87.1%	6,517	16.9%	5,377	82.5%	65,372	23.6%	57,266	87.6%	5,993	19.0%	5,034	84.0%	69,486	20.5%	60,175	86.6%
45 to 54 Years	10,957	20.2%	9,281	84.7%	7,325	19.0%	6,058	82.7%	59,621	21.5%	53,599	89.9%	5,593	17.8%	4,748	84.9%	66,602	19.6%	58,077	87.2%
55 to 59 Years	4,942	9.1%	3,726	75.4%	3,433	8.9%	2,492	72.6%	20,685	7.5%	16,941	81.9%	2,486	7.9%	2,086	83.9%	26,344	7.8%	20,812	79.0%
60 to 64 Years	4,829	8.9%	2,984	61.8%	2,926	7.6%	1,797	61.4%	15,637	5.6%	11,087	70.9%	2,109	6.7%	1,411	66.9%	21,303	6.3%	13,932	65.4%
65 to 74 Years	6,428	11.9%	2,269	35.3%	4,429	11.5%	1,067	24.1%	19,217	6.9%	7,053	36.7%	2,376	7.5%	853	35.9%	26,103	7.7%	7,753	29.7%
75 years and over	4,010	7.4%	369	9.2%	2,842	7.4%	188	6.6%	11,955	4.3%	992	8.3%	1,270	4.0%	64	5.0%	13,333	3.9%	960	7.2%
<b>TOTAL</b>	<b>54,211</b>	<b>100.0%</b>	<b>36,430</b>	<b>67.2%</b>	<b>38,576</b>	<b>100.0%</b>	<b>24,920</b>	<b>64.6%</b>	<b>277,105</b>	<b>100.0%</b>	<b>210,877</b>	<b>76.1%</b>	<b>31,476</b>	<b>100.0%</b>	<b>23,670</b>	<b>75.2%</b>	<b>339,476</b>	<b>100.0%</b>	<b>248,836</b>	<b>73.3%</b>

Source: 2013-2017 American Community Survey 2017 Estimates and RKG Associates, Inc., 2019

Appendix 2 Figure 2: Labor Force Participation Rate by Age, 2017

**Appendix Table 3**  
**Labor Force Participation Rate by Race & Ethnic Groups**  
**Fauquier County & Surrounding Region, VA**

	Fauquier County				Culpeper County				Loudoun County				Manassas City				Prince William County			
	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force	Total Population	% Population	No. Labor Force	% Labor Force
White	47,473	87.6%	32,044	67.5%	30,019	77.8%	19,482	64.9%	189,500	68.4%	143,452	75.7%	21,829	69.4%	16,153	74.0%	203,918	60.1%	147,025	72.1%
Black	4,096	7.6%	2,617	63.9%	6,006	15.6%	3,784	63.0%	21,411	7.7%	16,701	78.0%	4,361	13.9%	3,432	78.7%	71,352	21.0%	54,656	76.6%
American Indian and Alask Native	174	0.3%	96	55.2%	156	0.4%	103	66.0%	799	0.3%	538	67.3%	177	0.6%	141	79.7%	1,218	0.4%	764	62.7%
Asian	785	1.4%	460	58.6%	431	1.1%	236	54.8%	47,148	17.0%	35,502	75.3%	1,779	5.7%	1,398	78.6%	29,134	8.6%	20,190	69.3%
Native Hawaiian and Other Pacific Islander	14	0.0%	14	100.0%	0	0.0%	--	0.0%	282	0.1%	231	81.9%	76	0.2%	27	35.5%	420	0.1%	256	61.0%
Some Other Race	444	0.8%	273	61.5%	1,030	2.7%	707	68.6%	8,405	3.0%	6,976	83.0%	2,128	6.8%	1,660	78.0%	20,764	6.1%	16,445	79.2%
Two or More Races	1,225	2.3%	942	76.9%	934	2.4%	605	64.8%	9,560	3.4%	7,466	78.1%	1,126	3.6%	864	76.7%	12,670	3.7%	9,401	74.2%
Hispanic Origin	3,341	6.2%	2,419	72.4%	3,126	8.1%	2,148	68.7%	35,426	12.8%	28,837	81.4%	9,520	30.2%	7,502	78.8%	70,032	20.6%	54,485	77.8%

Source: 2013-2017 American Community Survey 2017 Estimates and RKG Associates, Inc., 2019

*Appendix 2 Figure 3: Labor Force Participation Rate by Race and Ethnic Groups*

**Appendix Table 4**  
**Occupational Skill Level by Employment**  
**Warrenton, VA VS. Region (2006 - 2019)**

	2006		2010		2019	
	No. Jobs	% Jobs	No. Jobs	% Jobs	No. Jobs	% Jobs
<b>Warrenton</b>						
High-Skilled White Collar	4,058	36.5%	4,275	39.6%	4,945	42.3%
Semi-Skilled White Collar	3,491	31.4%	3,480	32.2%	3,508	30.0%
Low-Skilled White Collar	1,690	15.2%	1,637	15.2%	1,664	14.2%
High-Skilled Blue Collar	142	1.3%	111	1.0%	131	1.1%
Semi-Skilled Blue Collar	860	7.7%	595	5.5%	709	6.1%
Low-Skilled Blue Collar	884	7.9%	709	6.6%	740	6.3%
<b>TOTAL</b>	<b>11,125</b>	<b>100.0%</b>	<b>10,808</b>	<b>100.0%</b>	<b>11,697</b>	<b>100.0%</b>
<b>Region</b>						
High-Skilled White Collar	84,754	27.6%	96,118	30.8%	126,308	33.0%
Semi-Skilled White Collar	72,052	23.4%	73,484	23.6%	83,168	21.8%
Low-Skilled White Collar	69,375	22.6%	72,014	23.1%	88,275	23.1%
High-Skilled Blue Collar	9,478	3.1%	8,898	2.9%	11,651	3.0%
Semi-Skilled Blue Collar	41,188	13.4%	34,285	11.0%	40,396	10.6%
Low-Skilled Blue Collar	30,475	9.9%	26,845	8.6%	32,514	8.5%
<b>TOTAL</b>	<b>307,323</b>	<b>100.0%</b>	<b>311,644</b>	<b>100.0%</b>	<b>382,312</b>	<b>100.0%</b>

Source: EMSI Labor Market Analytics & RKG Associates, Inc., 2019

Note: The Region includes Culpeper, Fauquier, Loudoun, Manassas & Prince William County

Appendix 2 Figure 4: Occupational Skill Level by Employment

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# PLAN WARRENTON 2040

## APPENDIX III - DEMOGRAPHIC AND HOUSING ANALYSIS



February 1, 2020

Warrenton, Virginia

DEMOGRAPHIC AND HOUSING ANALYSIS  
White Paper

Prepared by:

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EXPERIENCE



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## **A. INTRODUCTION**

The purpose of this White Paper is to identify demographic and housing market findings that have been analyzed by RKG Associates, Inc. relative to the Town of Warrenton's Comprehensive Plan update process. RKG Associates has examined several demographic characteristics and housing conditions for the Town of Warrenton, as well for a larger region<sup>1</sup>. This section also documents residential real estate development activity and trends over the past 38 years within the Town's recently created UDA districts. This analysis provides an understanding of the changes occurring in the community in terms of population, households, and that relative impact on housing needs (both current and future).

## **B. HOW THIS ANALYSIS RELATES TO THE COMPREHENSIVE PLAN**

The analysis elements in this white paper reflect the foundational elements that will drive the comprehensive plan update relative to Warrenton's residential growth and development prospects for the future. If the comprehensive plan is the policy document that creates a framework and guides for future growth decisions, the Town must first have a sense of where it has been and where it is going. Regional growth forces will largely influence demographic and housing demand; while local policy decisions have shaped – and will continue to shape – Warrenton's residential development patterns.

The Northern Virginia region is highly competitive and shaped by changing economic, demographic, housing trends and regional infrastructure investments in highways, Metro transit service, and other municipal investments in school development, recreational facilities and several other factors. To this point, it is important to understand how the Town fits into this larger regional context. That said, the market cannot transcend local policy decisions and stated (and implied) preferences for growth. In other words, development can only occur when there is market demand, regulations to accommodate that demand, AND the potential for real estate investors to meet return expectations.

## **C. RESEARCH METHODOLOGY**

The demographic and housing analyses rely on several primary and secondary data sources. Most of the demographic data was collected from ESRI, an internationally recognized socioeconomic data vendor. ESRI compiles U.S. Census data for historic information (2000 and 2010) and uses proprietary analysis algorithms to calculate current estimates and future projections. RKG Associates augmented the ESRI analysis with American Community ACS) 2017 estimates, as needed. In addition, local population characteristics were compared at the subarea level, as well as the town- and county-level. For the housing analysis, RKG Associates used property assessment information from Fauquier County for the local analysis and U.S. Census American Community Survey

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<sup>1</sup> The regional analysis includes Loudoun, Fairfax, Culpepper, Stafford and Prince William counties and the cities of Manassas and Leesburg.

(ACS) data for the regional comparison. RKG Associates also used Zillow, the leading real estate marketplace, to perform an analysis of the owner-occupied housing prices in this market and its regional competitors and ESRI to understand the rental housing marketplace.

#### **D. ANALYSIS BOUNDARIES**

As mentioned, the demographic and housing analyses focus on both local trends as well as regional context. This effort ensures the Comprehensive Plan recommendations consider opportunities available to the Town that may not have been acted upon previously. The following assessments call out the Town as a whole, the five subareas (detailed next), Fauquier County, and a “Greater Region.” This greater region includes Loudoun, Fairfax, Culpepper, Stafford and Prince William counties as well as the cities of Manassas and Leesburg.

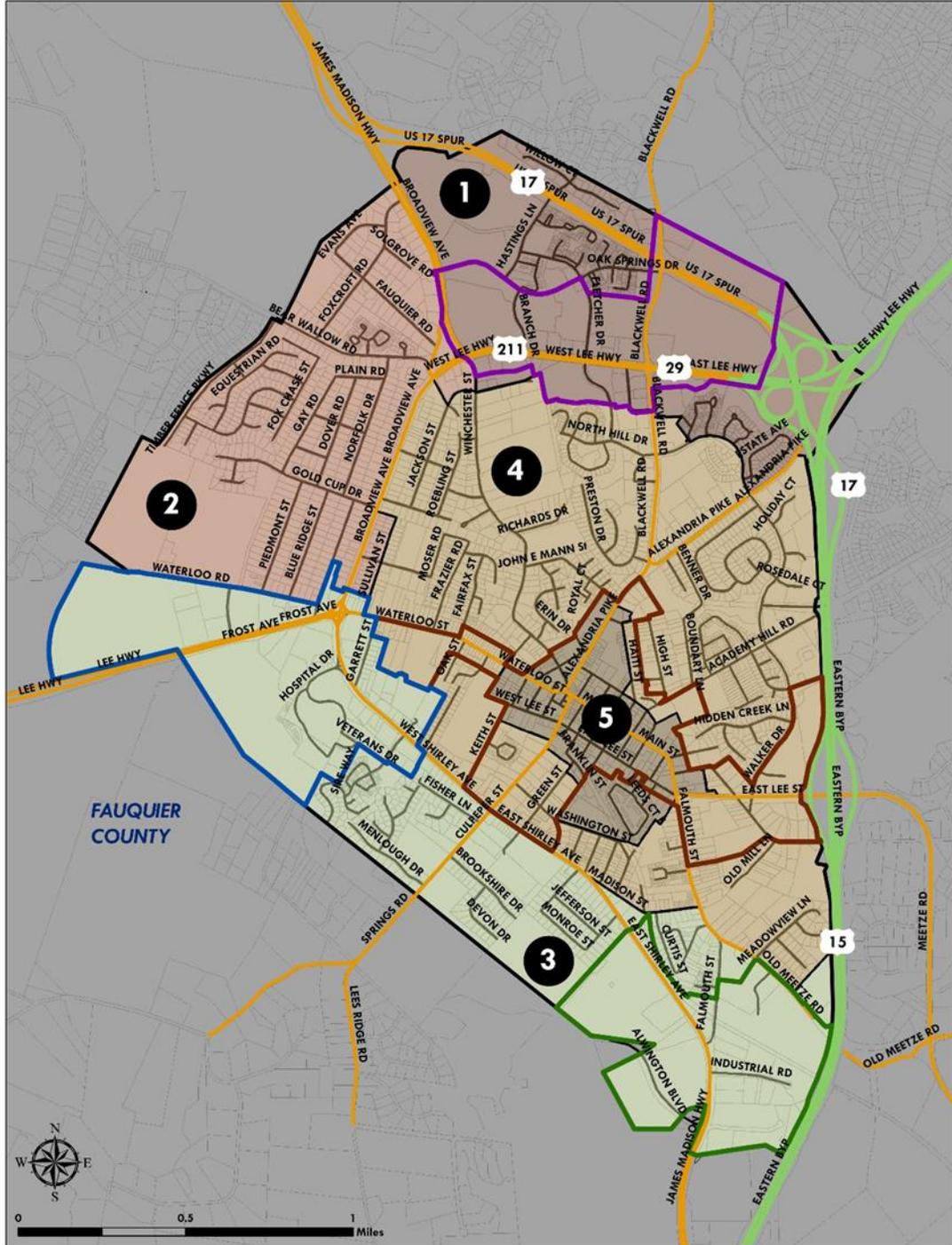
Given Warrenton’s interest in the economic elements of the comprehensive plan and the desire to project and measure realistic growth scenarios, RKG Associates broke the Town into five (5) subareas (SA) as the basis for this analysis. As seen in Map 1, four of the subareas contain the recently adopted urban development areas (UDAs), which were approved in 2017. However, the subareas extend beyond the UDA boundaries and include areas with similar land use patterns and development characteristics.

The purpose of the designated UDAs is to help define the Town’s growth vision by directing future (re)development activities to where they are most appropriate and where the market will support it. The analysis recognizes that the Town of Warrenton will not grow evenly and that certain subareas are better suited for different types of development by their: (1) location; (2) access to infrastructure (e.g., water, sewer, roads, etc.); (3) zoning classifications; (4) existing land use patterns and (5) land suitability. Map 1 shows the subarea boundaries used for this analysis.

RKG Associates conducted a field study to observe existing residential building conditions, vacancy and land use mix. RKG has given these area provisional names that are place-specific and recognizable to local residents. Those subarea names include: Lee Highway (SA1), Broadview (SA2), East Shirley (SA3), Inside the Bypass (SA4) and Old Town (SA5). RKG views SA4 and SA5 in tandem because they represent the Town’s historic mixed-use core and are complementary areas in many respects. RKG chose to consider the downtown’s business district as a subset of the surrounding residential neighborhoods defining this historic, mixed-use area.



Map 1 – Subarea Boundaries



<p><b>TOWN OF WARRENTON SUBAREAS</b></p> <p>(2018)</p> <p>Town of Warrenton, Virginia</p>	<p>1. LEE HIGHWAY</p> <p>2. BROADVIEW</p> <p>3. EAST SHIRLEY</p> <p>4. INSIDE THE BYPASS</p> <p>5. OLD TOWN</p> <p>INTERSTATE/US HIGHWAYS</p> <p>TOWN OF WARRENTON</p> <p>WARRENTON PARCELS</p>	<p><b>TOWN OF WARRENTON URBAN DEVELOPMENT AREAS</b></p> <p>LEE HIGHWAY UDA</p> <p>FROST &amp; BROADVIEW AVE UDA</p> <p>EAST SHIRLEY AVE UDA</p> <p>OLD TOWN UDA</p>	<p><b>RKG</b> ASSOCIATES INC</p>
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## Subarea Descriptions

- Lee Highway (SA1) - This subarea is bounded by the northeast corner of Warrenton, which includes the intersection of US Highway 17 and US Highway 29. It is featured as one of the main commercial corridors that contains various shopping centers, such as the Warrenton Village Center and North Rock Shopping Center. In fact, other than these two shopping centers, the nearest one (Stonewall Shops Square) is nine miles away along US Highway 29.
- Broadview (SA2) - The subarea is bordered by the northwest corner of the town and includes US Highway 211 which intersects with Broadview Avenue. Like SA1, this boundary is considered another commercial corridor that consists of older shopping centers and smaller business. This subarea has the potential to add value due to its infrastructure and being one of the main commuter routes of the town. Recent residential development has taken place in SA2 near the border of the town which also includes Fauquier County High School.
- East Shirley (SA3) - SA3 is located along the southwest border of the Town that includes the Warrenton Aquatic and Recreation Facility (WARF) as well as Fauquier County's medical centers (i.e. Fauquier Health hospital). Along East Shirley Avenue there is potential for new development as the subarea's existing conditions offers a substantial amount of open space and vacant land.
- Inside the Bypass (SA4) - The Inside the Bypass subarea effectively encompasses the Town's central area (less Old Town), running from Winchester Street to Falmouth Street north and south while extending out to Culpepper Street heading south west. This subarea contains the highest concentration of population as well as residential development
- Old Town (SA5) - SA5 contains many of the Town's historic institutions, such as the County's courthouse, the old County Jail and other governmental buildings. It is also comprised of a mixed-use area containing many small, locally-owned businesses and higher density residential development.

## E. DEMOGRAPHIC TREND ANALYSIS FINDINGS

The demographic analysis section provides insight into recent Warrenton resident trends and conditions. This assessment provides a foundation for understanding the link between the Town's land use decisions and the resulting community resident profile.

### Population Characteristics

Between 2000 and 2010, the Town of Warrenton experienced a 40.7% increase in population going from 6,831 to 9,611, resulting in a gain of 2,780 residents (see Appendix Table A-1 for more detail of population growth projections on a subarea level). This change accounted for over 25% of Fauquier County's population gains during the same



period (10,064 persons). During this period, the Town population growth was driven by development in SA4, which increased by 49.2%, for a gain of 1,539 persons. Much of this growth is attributable to substantial infill development, as almost 600 new single-family units were delivered during this period.

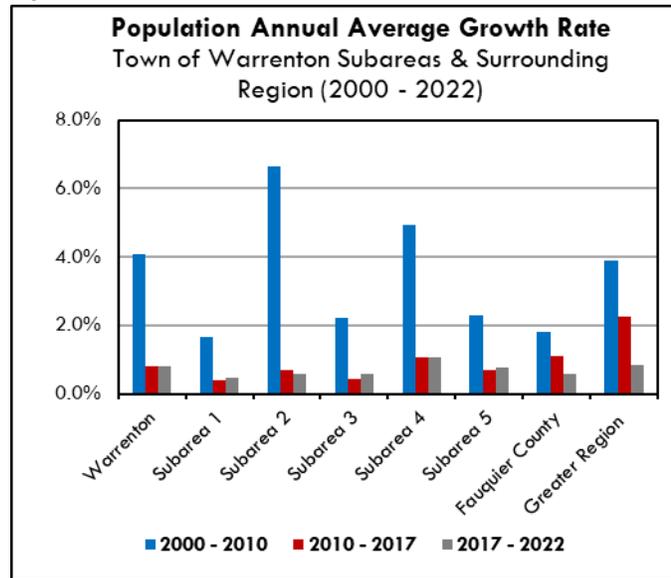
Since 2010, the Town has continued to grow, but at a slower rate than the rest of the County and the greater region. (Figure 1). The Town's growth rate slowed to 0.81% compared to 1.1% for the County and 2.25% for the greater region.

This transition largely is a result of the Town having limited large developable tracts left with landowners willing to develop. New construction temporarily slowed regionally due to the recession but picked up outside Warrenton by 2012.

SA4 is the Town's largest population center (5,019 persons), consisting over half of the Town's population (10,154) by 2017. Projection data indicate future population growth will be concentrated in SA4 (268 new residents through 2022), with the remaining subareas collectively gaining 148 new residents. Strong population growth in SA4 and SA5 suggest that residents prefer living in more historic and traditional mixed-use neighborhoods served by local businesses and transportation corridors connected to employment centers throughout the region.

The slowdown in population is not consistent with other regional municipalities. Data from the Weldon Cooper Center show that the communities of Culpeper, Winchester and Leesburg are projected to grow at substantially faster rates through 2040 than Warrenton (Table 1). Each of these communities have realized more non-age restricted, higher density housing development than Warrenton.

Figure 1



Source: ESRI and RKG Associates, Inc., 2018

**Table 1**  
**Population Growth Dynamics**  
**Regional Towns**

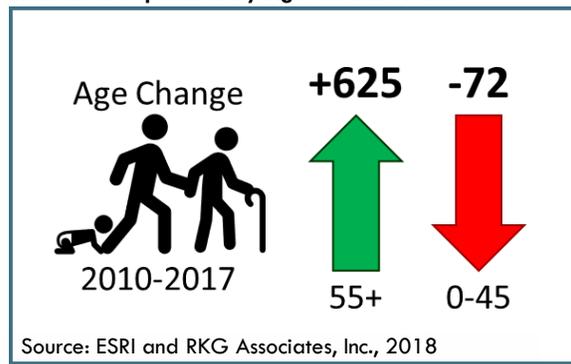
Town	1990-2000	2000-2010	2010-2020	2020-2030	2030-2040
Warrenton	4,830-6,670 38.1%	6,670-9,611 44.1%	9,611-10,008 4.1%	10,008-10,415 4.0%	10,415-10,815 3.8%
Culpeper	8,581-9,664 12.6%	9,664-16,379 69.5%	16,379-19,132 16.8%	19,132-21,932 14.6%	21,932-24,732 12.7%
Winchester	21,947-23,585 7.5%	23,585-26,203 11.1%	26,203-28,804 9.9%	28,804-31,005 7.6%	31,005-32,770 5.7%
Leesburg	16,202-28,311 74.7%	28,311-42,616 50.5%	42,616-56,675 32.9%	56,675-70,802 25.0%	70,802-84,928 20.0%

Source: Weldon Cooper Center and Michael Baker International 2019

### Population by Age Characteristics

While the region is experiencing an increase in persons over 55-years old, Warrenton is not. The Town of Warrenton has experienced noticeable growth of persons in older age-cohorts while younger age-cohorts have shown minimal growth since 2010 (see Appendix Table A-2 for more detail). Between 2010 and 2017, the Town’s population experienced a slight decline of persons within the age-cohort of 25-54 years (4,008 to 3,930 persons) while persons of the older age group, specifically persons 55-74 years old, showed growth (1,605 to 2,234 persons). (Figure 2) In contrast, the greater region experienced a balanced increase between persons under 45-years old (+77,511 persons) and those over 55-years old (+79,772 persons).

**Figure 2**  
**Warrenton Population by Age Growth Trends**



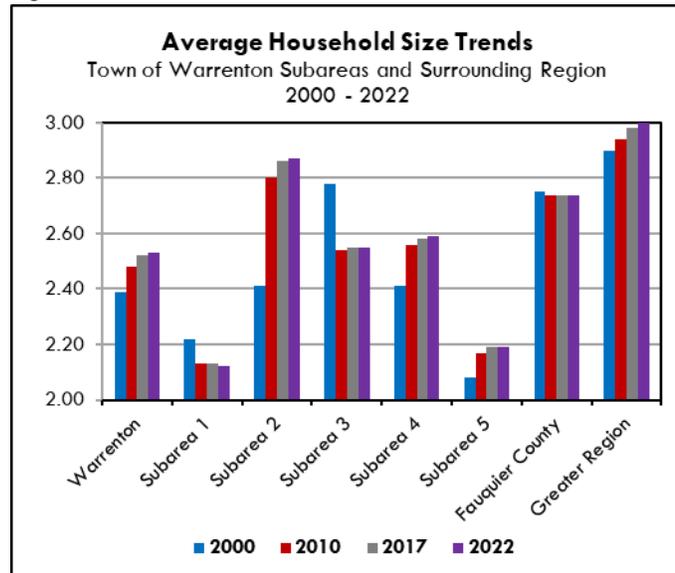
Warrenton’s slowing population growth since 2010, particularly in younger, household-forming age groups, reflects the impact of the Town’s limited land resources. Most of the Town’s development has been infill projects. Most of these properties in Warrenton have been consumed, and some of the remaining ones have environmental or other barriers to development. Further, the Town’s land use policies make it extremely difficult to develop higher density housing.

On one hand, zoning policies prohibit multifamily development by-right. The entitlement process for these developments has been reported to be very time consuming and unpredictable for developers, making investment (other than age-restricted housing) very challenging. On the other hand, the Town’s fee structure (particularly the availability fee) adversely affects affordability. These challenges have adversely impacted the opportunities for younger, family-forming households to find suitable, affordable housing in Warrenton.

## Household Size

The average household size for the Town of Warrenton and all subareas was 2.52 persons per household in 2017 (Figure 3). This was lower than both Fauquier County (2.74) and the Greater Region (2.98). This finding is consistent with the population by age analysis, as households headed by seniors tend to be smaller than younger households. That said, this finding runs counter to the housing stock of the Town. More than 75% of the Town's housing units are single-family, which typically results in larger household sizes due to the higher bedroom counts.

Figure 3



Source: ESRI & RKG Associates, Inc., 2018

However, household size varies within the Town. SA1 and SA5 have substantially smaller average household sizes than the rest of the Town. This is not surprising, as these two areas have the most diverse housing supply in the Town. In fact, SA1 and SA3 experienced a net average household size decline from 2000 to 2017, declining by more than 4% during this period. This is due to the impact of the Warrenton Manor (SA1) and Moffett Manor Apartments (SA3), age-restricted assisted living facilities. In comparison, SA2 saw its average household size increase by 16% between 2000 and 2010 (2.41 vs. 2.80). Like SA1, the SA2 was impacted by a single development (Olde Gold Cup) that added 215 single family units since 2000.

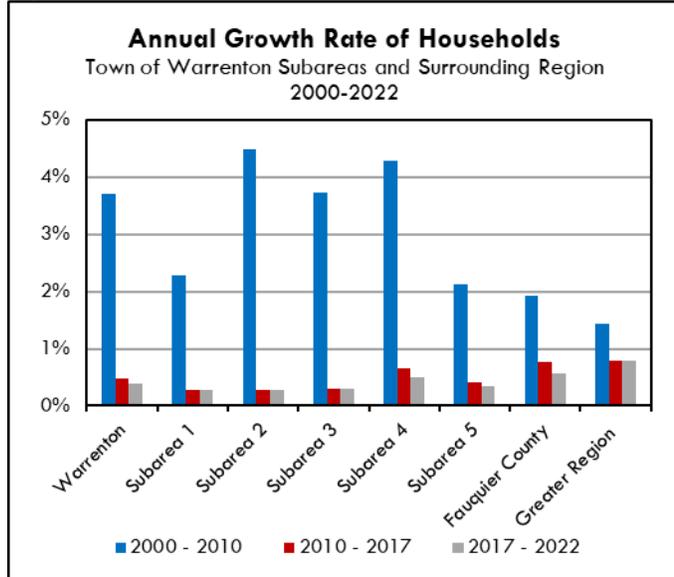
## Household Growth

The town of Warrenton experienced substantial household formation prior to the national recession. Between 2000-2010, the town added 1,100 households representing a 3.7% annual household growth rate (Figure 4). This growth rate dwarfed both Fauquier County (1.9% annually) and the greater region (1.4% annually). While this growth rate is relative, as the Town has less than 10,000 households in total, it reflects the market opportunities for infill development on the greenfield parcels in the Town. Since the recession, the number of new households formed in Warrenton has slowed substantially. While the County and the greater region experienced housing development slowdowns after 2010 as well, their development percentages are more than double Warrenton. As noted earlier, the challenge of having limited parcels left for development and the regulatory environment that makes redevelopment a challenge is impacting the Town. Without any intervention from a policy perspective, the disparity in growth between the Town and the surrounding region will continue.

## Household Income

Warrenton, like most of northern Virginia, has a concentration of high-income households. Based on ESRI estimates, approximately 23% of Warrenton households earn above \$150,000 (Table 2). The highest concentration of households (19.0%) is in the \$100,000 to \$149,999 income range (see Appendix Table A-3 for more detail). Like other demographic characteristics, the distribution of households is not uniform in Warrenton. SA2 has the highest concentration of high-income earners (30.5% over \$150,000), while SA5 has the lowest concentration (19.8%).

Figure 4



Source: ESRI & RKG Associates, Inc., 2018

**Table 2**  
**Household Income Distribution by Percentage, 2017**  
**Town of Warrenton Subareas and Surrounding Region**

Income Range	Town of Warrenton						Fauquier County	Greater Region
	Warrenton	Subarea 1	Subarea 2	Subarea 3	Subarea 4	Subarea 5		
<\$15,000	7.4%	7.9%	2.7%	8.0%	8.3%	12.7%	4.6%	3.0%
\$15,000 - \$24,999	7.5%	8.2%	3.5%	5.4%	9.0%	6.3%	5.0%	2.8%
\$25,000 - \$34,999	4.0%	7.0%	0.6%	1.8%	4.6%	3.2%	5.4%	3.3%
\$35,000 - \$49,999	9.1%	8.9%	9.4%	12.1%	8.4%	9.5%	8.4%	6.1%
\$50,000 - \$74,999	16.4%	15.2%	16.8%	15.2%	16.7%	19.8%	14.4%	12.5%
\$75,000 - \$99,999	13.6%	12.8%	20.9%	12.9%	12.1%	9.5%	14.4%	13.0%
\$100,000 - \$149,999	19.0%	19.6%	15.1%	16.0%	20.5%	19.0%	22.9%	21.1%
\$150,000 - \$199,999	12.1%	11.0%	9.4%	16.8%	12.3%	11.9%	11.7%	16.2%
\$200,000+	10.9%	9.2%	21.4%	12.4%	8.1%	7.9%	13.2%	22.1%

Source: Esri and RKG Associates, Inc., 2018

Income levels in Warrenton generally trail the rest of Fauquier County and the greater region. This is most evident in the number of households earning less than \$50,000. Approximately 28% of Warrenton households earn below \$50,000 annually compared to 23.4% for the County and 15.2% for the greater region. Conversely, 25% of Fauquier County households and 38% of the greater region earn over \$150,000. As noted earlier in this paper, the higher concentration of senior households contributes to these skewed income numbers, as many are retirees and no longer drawing an annual income. From an economic development perspective, this further indicates the Town's resident/employment goals are not aligned with the current housing stock and amenities.

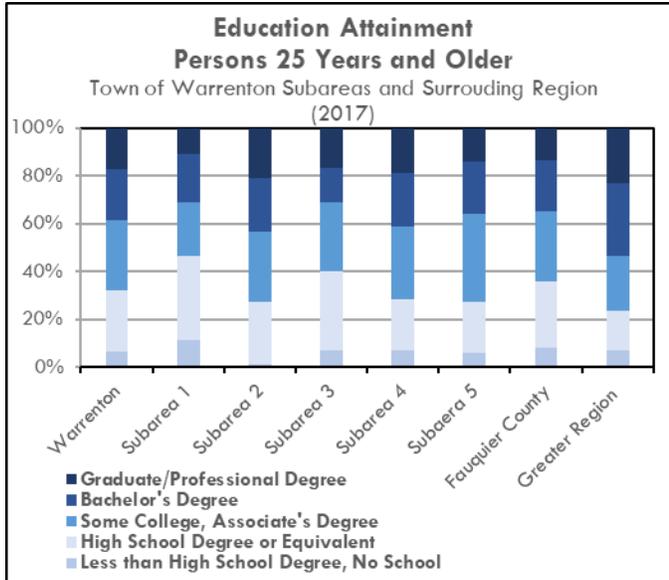
## Education Attainment

Education attainment is often a metric used to better understand the demographic and economic base of a community. Education attainment analyses focus on residents 25-years old and older, as younger cohorts are more actively involved in the education process. While not an absolute measure of a community, it does provide one perspective into the profile of a community’s workforce.

Warrenton, like the rest of Northern Virginia, has a well-educated adult population. Approximately 39% of the Town’s adult population has a bachelor’s degree or post graduate degree (Figure 5). This benchmark is higher than Fauquier County (35%) but below the greater region (53%). Similarly, the Town’s adult population with a high school diploma or less (32%) is better than the County (36%) but below the greater region (24%).

Within Warrenton, SA2 has the largest concentration of adult residents with a bachelor’s degree or higher (41%). This finding is consistent with the income analysis, as SA4 has the highest concentration of households earning above \$150,000. In contrast, SA1 has the largest propensity of adult residents with a high school degree or less (46%).

Figure 5



Source: ESRI & RKG Associates, Inc., 2018

## F. HOUSING MARKET TRENDS FINDINGS

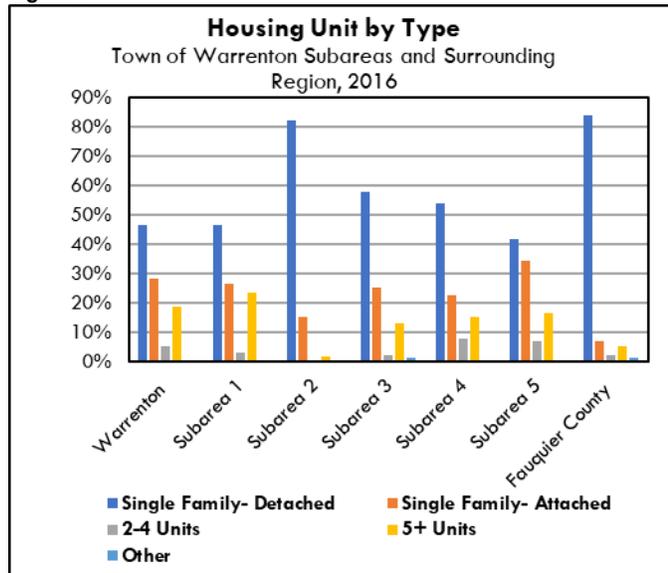
Understanding the historical and current housing market trends of both the Town of Warrenton and Fauquier County is important to fully grasp the economic picture of this area. The following section provides insight into the current housing market conditions within Warrenton and how those relate to the greater marketplace. The data from this analysis, combined with the demographic section will provide an understanding of current and potential market opportunities and challenges.

## Housing Profile

The predominant housing type in the Town of Warrenton and Fauquier County is single family homes (attached & detached). Single family units account for 75.3% of the Town’s housing inventory (Figure 6) in which the largest share of residential properties was built prior to 1980 (see Appendix Table A-4 for more detail). SA4 totals approximately 50% of all of the Town’s single-family housing supply.

The Town’s housing supply is more diverse than the rest of the County, but less than the greater region. Fauquier County’s single-family housing supply accounts for more than 90% of all housing units. This finding is not surprising, as the County’s development strategy has been to concentrate higher levels of development into the established service districts (of which Warrenton is one) and retain a more exurban/rural development pattern throughout the rest of the County. Multifamily development largely is prohibited outside the service districts due to zoning and infrastructure availability. The portions of the greater region further east than Fauquier have a much more diverse housing supply (and much larger housing supply) due to the overall higher development intensity of those areas – particularly Fairfax County.

Figure 6



Source: ACS Estimate (2016) & RKG Associates, Inc., 2018

## Housing Development

As noted earlier, the Town’s housing supply expanded substantially from 2000 to 2010. The County’s property assessment data indicate that over 1,000 of the Town’s 3,237 single family housing units (32.6%) were constructed during this 10-year period. Multifamily housing development experienced a similar, but slightly lower growth with an approximate increase of 18% during the decade (see Appendix Table A-5 for more detail). SA4 experienced the most substantial gain in single-family homes since 2000 due to the Olde Gold Cup subdivision. Multifamily development activity in SA3 was the result of the Moffett Manor Apartment development in 2007, an age-restricted housing community.

In contrast, new housing development has been much less robust since the Great Recession. Only 103 new single-family units and approximately 40 new multifamily units (SA1) have been built since 2010. As noted earlier, this is counter to the post-recession



development trends in other Northern Virginia communities that have experienced greater recovery in development activity since 2012.

In addition to the challenge of having undeveloped parcels available for new development, the Town also is inhibited due to its housing policies that severely restrict higher density housing. In particular, higher density mixed-use developments with a combination of apartments, condominiums and commercial uses have become more popular as consumer preference is transitioning from separated uses requiring an automobile for most activities to more live-work-shop-recreate clusters with transportation choice for more activities. According to feedback from real estate professionals with knowledge of Warrenton and the greater marketplace, this recent development activity has largely bypassed Warrenton due to the challenges of gaining community support and approval in a manner that is financially viable.

### Housing Tenure

Housing tenure in Warrenton and Fauquier County are consistent with the current mix of housing. Almost 64% of households in the Town are homeowners; while the rate is 78% for Fauquier County (Table 3). These rates are somewhat less than the ratio of traditional ownership units in each jurisdiction (75% single-family units in Warrenton and 91% in Fauquier County). It is common for communities to have some level of conversion of traditional ownership units to rental. The data is consistent across the five study areas as well. Each subarea has a lower homeownership rate than the ratio of traditional ownership units, indicating the Town has experienced some rental conversions.

**Table 3**  
**Housing Tenure Analysis**  
**Town of Warrenton and Fauquier County**

Study Area	Unit Types		Housing Tenure	
	Single Family	Multifamily	Owner Occupied	Renter Occupied
Town of Warrenton	75.3%	24.7%	63.6%	36.4%
Subarea 1	73.1%	26.9%	66.6%	33.4%
Subarea 2	97.7%	2.3%	84.4%	15.6%
Subarea 3	83.1%	16.9%	56.0%	44.0%
Subarea 4	76.7%	23.3%	59.5%	40.5%
Subarea 5	76.2%	23.8%	54.9%	45.1%
Fauquier County	91.2%	8.8%	79.8%	20.2%
Greater Region	83.2%	16.8%	76.5%	23.5%

Source: ACS Estimate (2012-2016) and RKG Associates, Inc., 2018

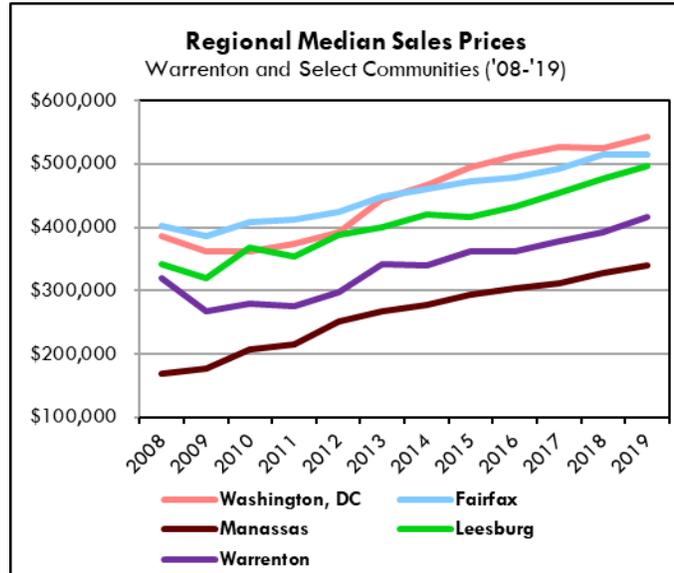
In terms of housing transiency, homeowners have tended to live in Warrenton much longer than renters. Most (almost 80%) of homeowners within Warrenton have lived there prior to 2010, contrasting the 28% of renter-occupants (see Table A-6 in Appendix A for more details). This is consistent with Fauquier County and the greater region measures. Within Warrenton, SA3 has the longest homeowner and renter tenure (at 95% and 58% living there more than 10 years, respectively).



## Owner Occupied Housing Pricing

In stable market conditions, Warrenton’s homeownership market has experienced healthy appreciation. Warrenton has a 2019 median sales price of \$416,455 for a single-family home (Figure 7). This is a 6.4% increase over 2018. Price appreciation also can be measured by price per square foot metrics. The average list price per square foot for a single-family home has increased from \$154 in 2010 to \$202 in late 2019 (a 31% increase).

Figure 7



Source: Zillow & RKG Associates, Inc., 2018

That said, ownership homes in Warrenton did experience a decrease in median sales price during the Great Recession. Between 2008 and 2009, median sales price in Warrenton decreased by approximately 16%. It took until 2013 for Warrenton to regain its losses from the Great Recession, with a median sales price of \$342,000 that year. This finding is consistent with surrounding communities, as the Recession has market implications nationally.

From neighboring community perspective, Warrenton has the second lowest median sales prices of the study areas selected for this study. The City of Manassas has the lowest with a median sales price of \$339,712. Additionally, in 2019 all the study areas selected were at their ten-year peaks.

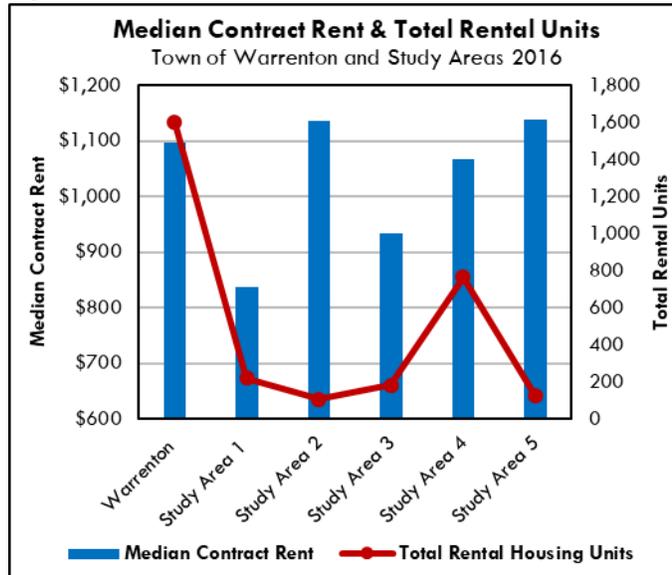
According to ESRI, SA5 has the largest amount of owner-occupied housing units with value below \$200,000. The median housing value for this subarea is \$306,000. This subarea is expected to see price appreciation over the next 3-4 years, with median housing value projected to be \$365,455 (+29%) in 2022. In comparison, SA2 has the most expensive residential market with 34% of all homes valued over \$500,000, and a median housing value of \$409,000. The average house value in SA2 is projected to increase \$75,000 by 2022.



## Renter Occupied Housing Pricing

Warrenton is a relatively affordable rental market. Based on U.S. Census data, the median contract rent for the Town of Warrenton was \$1,098 in 2006. SA5 had the highest median contract rent within the Town (\$1,139), but only accounts for 9% of the total rental housing stock. The least expensive rental market is SA1, which has a median rent of \$838. In comparison, the median rent for Fauquier County was \$1,229, while the Greater Region is almost \$1,700. It should be noted that, the Greater Region has a much larger rental market and is a part of one of the most expensive rental markets in the country. The disparity shows the importance of location and connectivity in rental pricing, as much of the Greater Region is closer to employment centers and offers greater transportation connectivity/choice. The data corroborate traditional market forces, which place a price premium on rental housing that is closer to employment and activity centers and has greater transportation options/connectivity. According to Zillow, the Town of Warrenton has 6 rental listings in November 2019. The current rent per square foot is \$1.56. For a regional perspective, Washington DC’s current rent per square foot for a one bedroom is \$2.56.

Figure 8



Source: ESRI & RKG Associates, Inc., 2018

## G. DEVELOPMENT TRENDS FINDINGS

To understand development in the Town of Warrenton and Fauquier County, RKG Associates used the county’s property assessment database to analyze residential and non-residential development since 1980. RKG parsed property records and analyzed development by the structure’s “year-built” to determine development activity over time and identify shifts in development patterns. For Warrenton’s development activity, the consultant used the five previously identified subareas that include the recently approved UDAs. Additionally, Fauquier County was broken into three study areas (Northern, Central, Southern) due to the size of the County’s geography.

For the Town, residential uses are divided into two categories: single-family and multifamily. For the analysis of Fauquier County, RKG categorized residential uses on a unit per acre bases for single-family properties. This is because much of the county’s residential development consist of large estate lots or gentlemen farms with a homestead

on many acres. Non-residential development for both geographies used similar classifications: commercial & industrial, office, government, charitable/religious, agricultural, parks & recreation, utilities, and other.

## Town Profile

An analysis of the residential and non-residential development activity in the Town of Warrenton illustrates that over the last 38 years, the pace of development has mirrored the Town's population growth, which has grown by approximately 48.6% since 2000. However, Warrenton still exhibits a limited inventory of housing options while selected subareas throughout the town continue to show growth of non-residential development (see Appendix Table A-5 for more detail on the Town-wide development profile).

As seen in Figure 9, residential properties with single family residential uses comprise roughly 63.4% of the building square footage in Warrenton with nearly 60% consisting of single-family properties. Multifamily units make up less than 4% of the building square footage. Approximately 26.2% of the building square footage in Warrenton is Commercial and Industrial use.

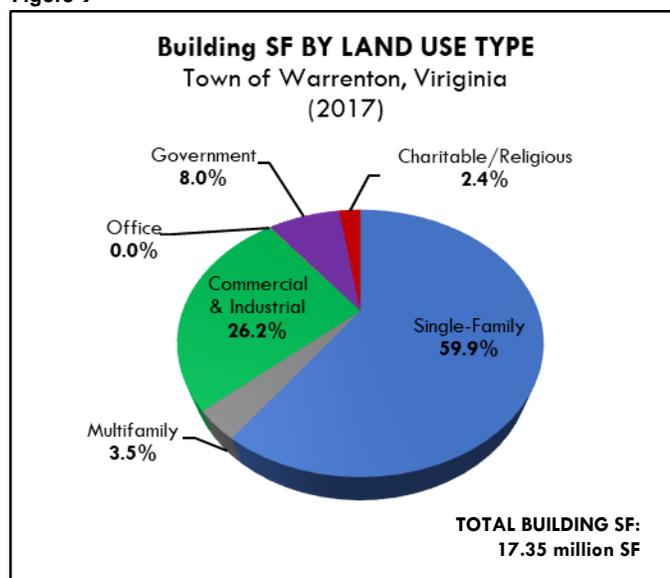
As shown in Table A-5, real property assessed value skews more towards non-residential land uses, which account for 54.9% (34.2% comprised of commercial and industrial use)

of the total assessed value of property in the town. Residential properties account for approximately 45.1% (40.9% of the total value consisting of single-family properties). From an economic development standpoint, this is a positive finding, since the nonresidential tax base is carrying more than half the town's tax real property tax burden.

## Subarea Profiles

RKG Associates used Fauquier County's Real Estate Assessment database to fully understand the development trends that Warrenton has experienced over the last five decades. This assessment related data also looked at commercial real estate as well. Please reference Appendix A for more detail on the assessment findings.

Figure 9



Source: Fauquier County, VA & RKG Associates, Inc., 2018

### Lee Highway (SA1)

SA1 is the smallest subarea on a building square footage perspective with just under 2.8 million square feet of residential and non-residential building space. However, development in this area is concentrated. It is the 2<sup>nd</sup> largest subarea from a square footage standpoint for both multi-family and commercial/industrial. Most of the commercial/industrial development occurred during the 1980s and 2000s. This subarea saw its build up in residential development in the 1980s and 1990s with almost 400 residential units built during this time period. Since 2011, 14 single family homes have been built, with an average square footage of 5,000 SF.

### Broadview (SA2)

SA2 is the 2<sup>nd</sup> largest single-family market in the study area with 2.1 million square feet of single-family homes. The Broadview subarea from both a residential and commercial perspective was largely built up before 1980. The average assessed value per square foot for single family homes before 1980 is \$46.17. Between 2000 and 2010, 216 houses were built with an average size of 5,150 SF. This is the largest average size per home of any of the development study periods. After a large residential construction wave in the 2000s, recent development has slowed. Only 3 single family homes have been built since 2011. In contrast, this is the smallest commercial/industrial subarea from a square footage standpoint with just over 400,000 square feet. Most of the commercial construction happened in development phases before 1980.

### East Shirley (SA3)

SA3 is the hub of commercial/industrial development within the study area with over 1.5 million square feet of building space. Additionally, it has the largest government owned land within the study area. This subarea experienced steady commercial/industrial development from 1980 to 2009 with at least 225,000 SF every 10 years. This constant development stopped in the 2010s with only one commercial building constructed (4,000 SF) during this decade. Residential development in this subarea is small, with most of the development happening in the 1990s. Additionally, this wave of development produced homes averaging over 4,500 SF.

### Inside the Bypass (SA4)

SA4 is a majority residential market accounting for 48.7% of all single-family housing on a square footage basis. Additionally, 60% of the multi-family square footage within the study area is within this subarea. The largest development phase throughout the entire study area happened in this subarea in the 2000s with 598 single family constructed (2.7 million square feet) during that phase (Olde Gold Cup subdivision). These homes were also the largest on average from a square footage basis averaging 4,555 SF. SA4 experienced 370,000 SF of new commercial development during last decade. This subarea has experienced the largest amount of residential development this decade with 84 single family homes constructed. These new homes are some of the most expensive new developments on a per square foot value in the Town.

### Old Town (SA5)

SA5 is largely made up of buildings constructed before 1980. Since the 1990s a small amount of construction has taken place for both residential or non-residential land uses. Additionally, no multifamily developments have occurred since before 1980. Single family development that occurred before 1980 averages almost \$60 per square foot of assessed value. Based upon the assessment database, this makes this makes SA5 the highest assessed single-family homes of any subarea for development that occurred before 1980. Over 50% of this subarea square footage is dedicated to Commercial/Industrial. Most of this development also occurred before 1980, where 781,000 SF of development happened during this time period. No single-family housing has occurred in this subarea since 2011. In the 2000s, 3 new single-family homes were built with total assessed value of \$1.2 million (or \$62.08 per SF).

### **Location of Development Activity**

Over the last four decades, the amount of total residential development has steadily increased in Warrenton, but the distribution of this new development has not been equally distributed across all subareas. In terms of the distribution of new development (e.g., new building square footage), a higher percentage of single-family properties are located in SA2 (20.8%) and SA4 (48.7%).

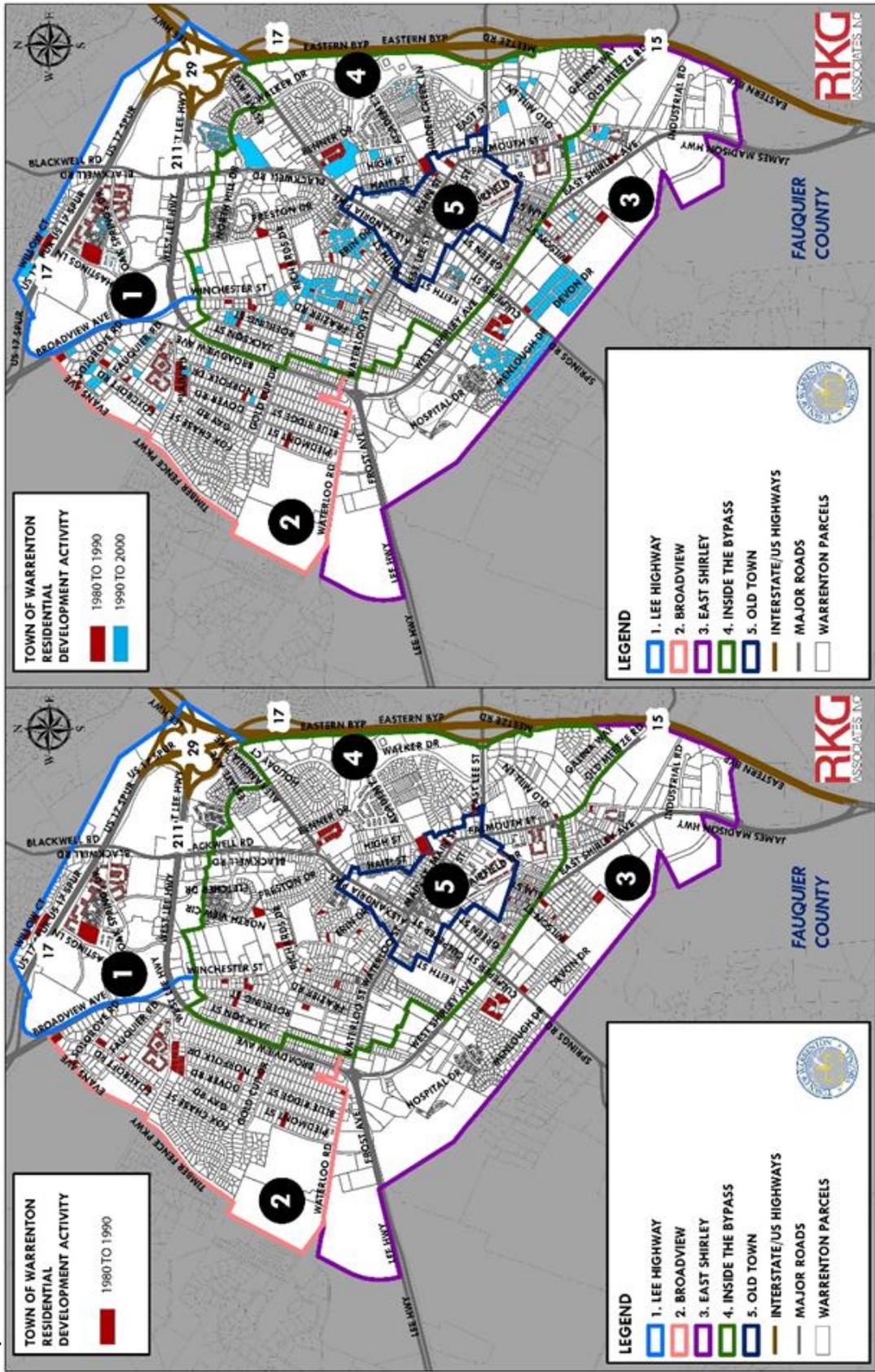
Warrenton has experienced limited development of new multi-family housing (i.e., apartments) and has shown a preference toward single family development. The majority of multi-family properties were built prior to 2000 (460,048 square feet constructed) and nearly 60.6% of the multi-family building square footage is concentrated in SA4, the town's historic neighborhoods.

As seen in Map 2 and Map 3, clusters of new residential development are concentrated in SA2 and SA4 with access to major transportation routes. Between 2000 and 2010, SA2 added 1.1 million square feet of single family residential (Map 3). This is largely attributed to the Silver Cup Estates, which located outbound heading northwest along Bear Wallow Road (Local Highway 690). Most of these single-family properties are valued at \$400,000 or higher<sup>2</sup>.

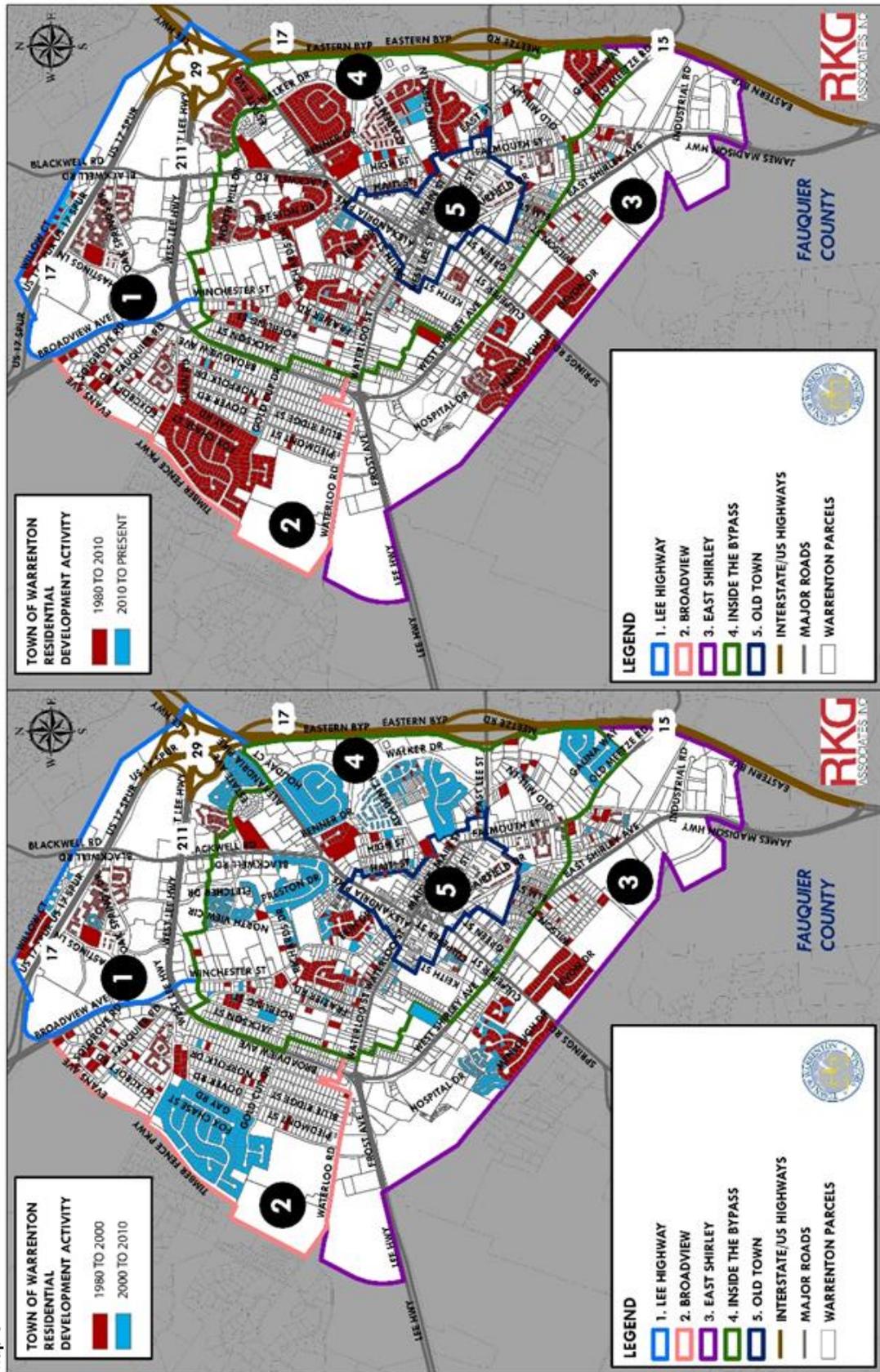
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<sup>2</sup> <http://www.fauquiercountyrealestate.com/silver-cup/>

Map 2



Map 3



During the same study period, SA4 saw the construction of an additional 2.74 million square feet of residential properties with clusters of housing development concentrated along Alexandria Pike towards Lee Highway (Map 3).

Map 4 and Map 5 identify development clusters for non-residential property types. Roughly 3.3 million square feet of non-residential development were constructed prior to 1980, but an additional 1.7 million square feet were constructed between 1980 and 2000. This growth of non-residential development is largely reflected in the development of the Warrenton Village Center along Highway 211/Lee Highway (Map 4 and Map 5). On the contrary, SA2 has a high percentage of properties that were built prior to 1980 and most of the non-residential properties are located along Broadview Avenue, which is one of the Town's main commercial corridors.

## H. COMMUNITY IMPLICATIONS OF FINDINGS

### Lack of housing diversity is contributing to Town's slowing growth prospects

Since 2000, SA4 and SA5 have exhibited strong population growth and currently comprise half of the Town's population (5,019 persons of the 10,154 in 2017). However, the Town's population trends are skewing towards older age-cohorts while younger age-cohorts have shown minimal growth since 2010. From a housing perspective, the Town appears to lack the diverse housing options (both housing price and type) desired by younger populations who may not desire or are not ready to purchase a home. Roughly, 63.4% of the Town's newly constructed building square footage is comprised of residential properties with 60.0% being single family properties while only 3.5% is classified as multi-family. Almost all of the multifamily development is age-restricted.

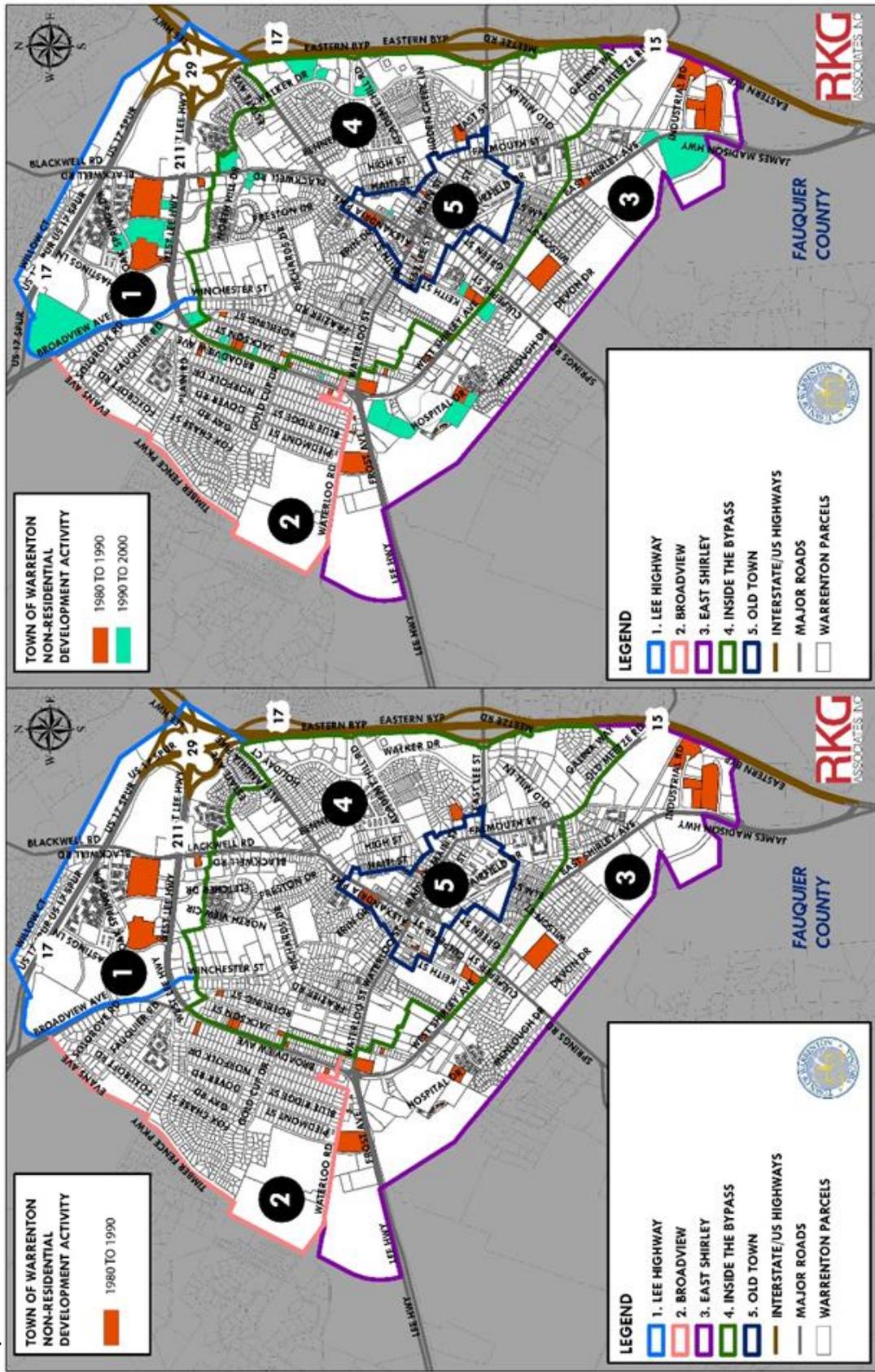
### Concerns about growth are conflicting with its economic development objectives

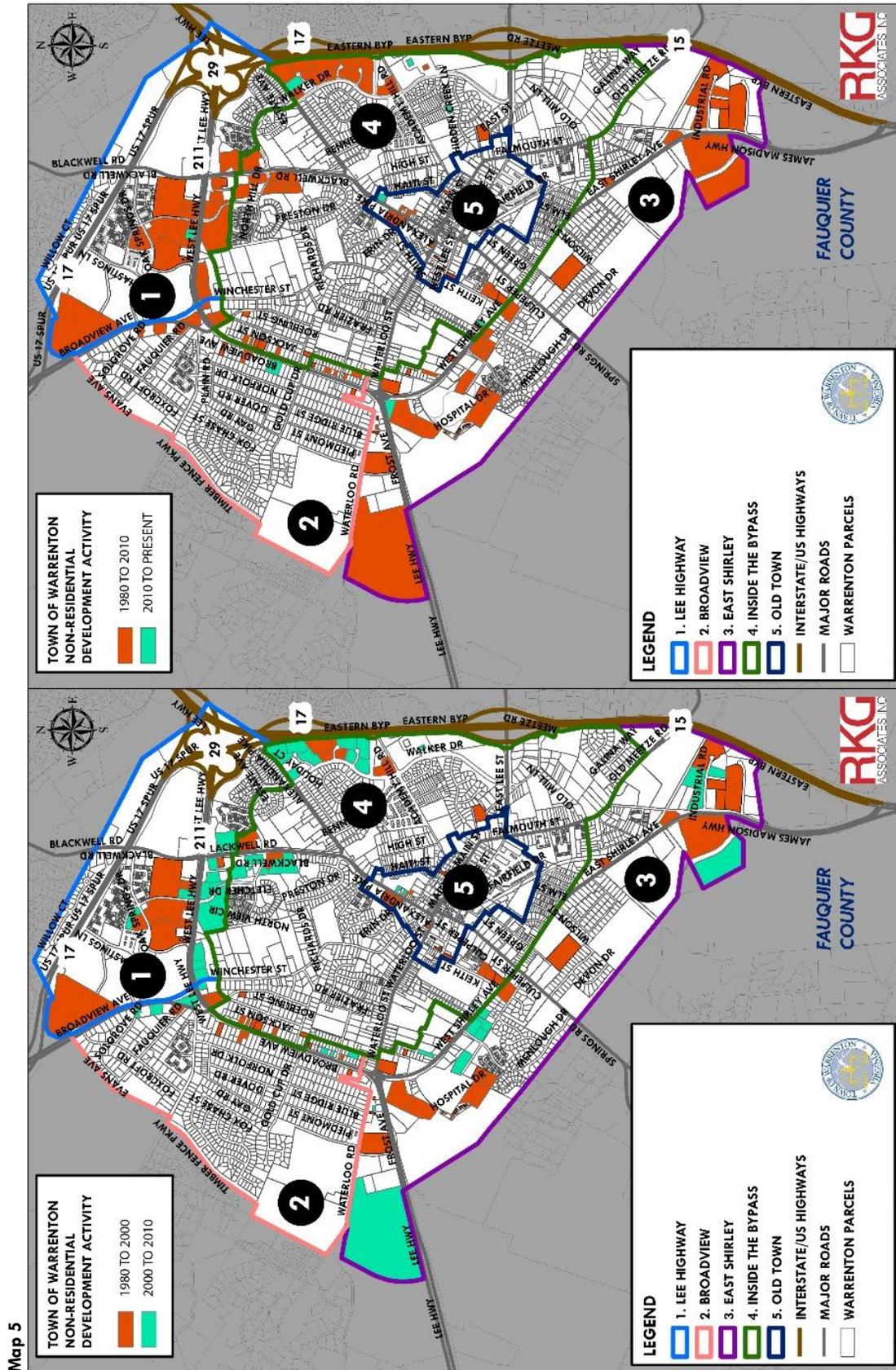
The Town of Warrenton and Fauquier County have experienced limited economic growth, due in part to its distant proximity to the region's core employment centers. At the same time, many residents value the area's small-town character and accept the regional commuting demands of living at the western edge of the metropolitan region. The Town's current regulatory environment is a reaction to the concerns about new development, but also is restricting the type of development that will attract greater resident diversity, increase the market potential to preserve the Town's retail base, and make the Town more attractive to employers. If left unaddressed, this trend could have future implications on the Town's ability to grow the local labor force, as younger workers, couples and young families seek more affordable locations where different housing choices are offered.

### Regulatory changes will be necessary to meet all market opportunities

The Town has proven to be a highly desirable location for seniors and affluent households. The growth during the 2000s revealed the market potential. However, regional market data indicate Warrenton has the potential to attract a broader population base. Mixed-use developments in Gainesville (i.e. Marketplace at Madison Crescent) and Manassas (i.e. Landing at Cannon Branch) have shown demand for this development type locally.

Map 4





These mixed-use projects address multiple opportunities for the Town. At a base level, it provides the opportunity to diversify the housing stock from both a cost and type perspective. More strategically, it maximizes the potential for the few remaining undeveloped parcels in the Town. The examples stated above have a mixture of ownership and rental housing as well as commercial components that include office, retail and hospitality.

*The mixed-use concept also can catalyze redevelopment of underperforming commercial assets*

The regional marketplace dynamic is shifting as communities such as Culpeper and Marshall continue to grow and expand. Warrenton historically has served as a regional hub for retail and services west of Gainesville. However, the concentration of spending power and sales capture is shifting. Most notably, Gainesville continues to expand its regional draw as developments continue to occur along U.S. Highway 29. More globally, shifts in retail consumption to online markets is slowly changing the market for ‘brick and mortar’ storefronts. This is an extremely important point in the overall story for Warrenton.

While Warrenton will continue to be an important component of the commercial market in Fauquier County, it is likely that the demand for commercial space in Warrenton will continue to shift. This is particularly concerning if the Town’s recent slow-growth patterns continue. Adopting a mixed-use strategy that meets the Town’s planning and economic development missions in a manner that offers financially viable options for investors can catalyze investment in the Town’s core and UDA areas to ensure long-term sustainability.

## **I. COURSE CORRECTING FOR THE FUTURE**

The Town’s recently drafted Strategic Economic Development Plan (2018) is a two-year guide for the Town of Warrenton’s economic development programs. It is action-oriented: it focuses on realizable short-term goals and strategies that will improve the local business climate and bring new wealth into the community. This plan creates a framework for the Town and its Council, economic development partners, the local business community, and property owners to work together to create better conditions for economic growth, employment generation, and fiscal soundness. The plan’s primary economic development goals include the following:

- More jobs located in Warrenton/Fauquier (less out-commuting)
- More entertainment venues/options in Warrenton/Fauquier
- More diversity of shopping options (fill empty storefronts)
- Attract more visitors to Warrenton to spend money here
- Preserve all the great things about Warrenton

The baseline of all of these goals will require a larger, more diverse resident base. Simply put, the Town’s current regulatory environment has shaped the housing market to be attractive to specific market segments—with retirees being the primary market. While

attracting more established households meets a market need, it does not address any of the aforementioned goals. In order to achieve these goals, a course correction is necessary.

*A diversified housing stock can accommodate the CEO as well as their staff*

While Warrenton is comparably more affordable than Northern Virginia communities further north and east, the housing stock does not offer variety. The types of companies that would be attracted to Warrenton (generally smaller professional services companies) still need appropriate housing for the continuum of worker. Without this diversity, the community will be limited in its attractiveness to employers. Further, allowing for multifamily and mixed housing developments will maximize the development potential of the Town's limited land resources. Given the increased importance of redevelopment to accommodate future growth, increased density is the easiest and most cost-effective way for a municipality to make financial feasibility.

*Amenities can attract younger households while serving the tourism market*

Many communities across the U.S. have elevated their appeal and the ability to attract young households by the provision of high-quality community facilities and amenities that people desire. Enhanced and sometimes unique recreational amenities (both indoor and natural) are very tangible ways that small communities can compete regionally to attract younger households, particularly young families. Walking trails, dedicated bikeways, recreational and cultural programs and active community life is one way to stand out. Combined with a strong history and an active arts/entertainment scene, Warrenton could elevate its profile, attract visitors, and capture residents seeking a high-quality, small-town community.

*Focusing on remaking existing commercial districts a top priority*

Commercial development activity has clustered in selected subareas where existing commercial activity and transportation corridors exist. Despite shopping center development (Warrenton Village Center) along Lee Highway, commercial corridors, such as in SA2, have not experienced growth and commercial storefronts along Broadview Avenue were largely constructed prior to 1980 and are showing signs of disinvestment. These areas are in decline, in part, because they have lost much of their competitive position to new commercial developments. Strategies to remake these areas should become a primary objective, helped by the recent UDA designations. Successful redevelopment will not only enhance the tax base, but will help upgrade the appearance, preserve employment and local retail/service businesses and enhance the appears in high traffic and high visibility locations.



APPENDIX SECTION

**Table A-1**  
**Population Trends & Projections (2000 - 2022)**  
**Town of Warrenton, Virginia**

	2000			2010			2017			2022			Change '00 - '10		Change '10 - '17		Change '17 - '22	
	Persons	Percent	Percent	Persons	Percent	Percent	Persons	Percent	Percent	Persons	Percent	Percent	Persons	Percent	Persons	Percent	Persons	Percent
Town of Warrenton	6,831	9,611	10,154	10,570	2,780	40.7%	543	5.6%	416	4.1%								
Subarea 1	1,207	1,409	1,449	1,483	202	16.7%	40	2.8%	34	2.3%								
Subarea 2	1,082	1,803	1,892	1,948	721	66.6%	89	4.9%	56	3.0%								
Subarea 3	906	1,108	1,141	1,174	202	22.3%	33	3.0%	33	2.9%								
Subarea 4	3,129	4,668	5,019	5,287	1,539	49.2%	351	7.5%	268	5.3%								
Subarea 5	507	623	653	678	116	22.9%	30	4.8%	25	3.8%								
Fauquier County	55,139	65,203	70,247	74,307	10,064	18.3%	5,044	7.7%	4,060	5.8%								
Greater Region	783,321	1,087,283	1,258,267	1,366,100	303,962	38.8%	170,984	15.7%	107,833	8.6%								

Sources: U.S. Census Bureau, Esri, RKG Associates, 2017, Inc., 2018

Note: 2000 and 2010 data from U.S. Census, 2017 and 2022 data from Esri Community Profile.

**Table A-2**  
**Population Age Distribution, 2000 - 2022**  
**Town of Warrenton, Virginia**

	Town of Warrenton		Subarea 1		Subarea 2		Subarea 3		Subarea 4		Subarea 5		Fauquier County		Greater Region						
	2010	2022	2010	2022	2010	2022	2010	2022	2010	2022	2010	2022	2010	2022	2010	2022					
0 to 4 years	673	609	82	77	19	19	49	46	47	392	391	406	49	46	49	3,782	3,653	3,938	83,123	85,964	94,654
5 to 9 years	740	660	83	83	15	159	66	50	48	413	420	424	49	49	49	4,564	4,496	4,458	87,851	94,279	99,132
10 to 14 years	654	690	87	81	12	151	63	63	53	376	397	418	41	44	44	5,021	4,917	4,904	85,268	98,730	100,011
15 to 24 years	1,105	1,188	158	155	294	207	109	131	120	635	647	644	75	72	72	7,694	8,008	7,728	130,306	147,189	153,055
25 to 34 years	1,201	1,188	1,300	1,51	433	141	187	242	146	661	692	740	101	92	87	6,325	7,516	8,099	148,361	165,340	184,332
35 to 44 years	1,365	1,330	1,427	1,68	294	276	193	206	141	778	828	889	88	105	115	8,998	8,570	9,660	178,527	188,287	211,103
45 to 54 years	1,442	1,411	1,290	203	175	227	319	314	263	841	788	746	96	84	82	11,802	10,748	9,734	176,025	178,573	178,864
55 to 64 years	980	1,320	1,385	163	191	132	216	271	310	566	703	746	59	74	79	8,672	10,748	11,369	114,490	156,540	161,474
65 to 74 years	625	914	1,057	127	151	46	124	180	199	323	448	537	36	49	54	4,955	7,235	8,768	52,747	94,489	115,020
75 to 84 years	529	538	645	116	116	9	83	95	107	212	233	286	26	23	28	2,413	3,161	4,310	22,530	36,308	53,629
85+ years	298	315	349	68	85	4	50	64	75	101	130	137	11	16	13	913	1,194	1,412	8,055	12,135	14,833

Sources: Esri, RKG Associates, Inc., 2018  
Note: 2010 data from Esri 2010 summary, 2017 and 2022 data from Esri Community Profile and projections.



**Table A-3**  
**Household Income Distribution by Percentage (2017 - 2022)**  
**Town of Warrenton, Virginia**

	Town of Warrenton		Subarea 1		Subarea 2		Subarea 3		Subarea 4		Subarea 5		Fauquier County		Greater Region	
	2017	2022	2017	2022	2017	2022	2017	2022	2017	2022	2017	2022	2017	2022	2017	2022
<\$15,000	7.4%	7.3%	7.9%	7.7%	2.7%	2.3%	8.0%	7.5%	8.3%	8.2%	12.7%	13.0%	4.6%	4.6%	3.0%	2.5%
\$15,000 - \$24,999	7.5%	7.1%	8.2%	7.7%	3.5%	3.1%	5.4%	5.0%	9.0%	8.5%	6.3%	6.1%	5.0%	4.8%	2.8%	2.2%
\$25,000 - \$34,999	4.0%	3.5%	7.0%	6.1%	0.6%	0.6%	1.8%	1.3%	4.6%	4.0%	3.2%	2.3%	5.4%	4.8%	3.3%	2.7%
\$35,000 - \$49,999	9.1%	7.8%	8.9%	7.7%	9.4%	7.7%	12.1%	10.3%	8.4%	7.3%	9.5%	8.4%	8.4%	7.5%	6.1%	5.0%
\$50,000 - \$74,999	16.4%	14.4%	15.2%	13.6%	16.8%	14.7%	15.2%	13.3%	16.7%	14.6%	19.8%	17.6%	14.4%	12.4%	12.5%	11.1%
\$75,000 - \$99,999	13.6%	13.4%	12.8%	13.0%	20.9%	20.4%	12.9%	12.8%	12.1%	11.7%	9.5%	9.2%	14.4%	14.1%	13.0%	12.6%
\$100,000 - \$149,999	19.0%	19.7%	19.6%	20.9%	15.1%	15.2%	16.0%	17.3%	20.5%	21.1%	19.0%	19.8%	22.9%	23.2%	21.1%	21.5%
\$150,000 - \$199,999	12.1%	14.0%	11.0%	12.6%	9.4%	10.6%	16.8%	18.5%	12.3%	14.5%	11.9%	14.5%	11.7%	13.4%	16.2%	18.0%
\$200,000+	10.9%	12.9%	9.2%	10.6%	21.4%	25.3%	12.4%	13.8%	8.1%	10.0%	7.9%	9.9%	13.2%	15.3%	22.1%	24.4%

Source: Esri, RKG Associates, Inc., 2017

Note: 2017 and 2022 data from Esri Community Profile and projections.

**Table A-4**  
**Housing Unit Inventory by Type and Year Built**  
**Town of Warrenton, VA (2012-2016 ACS Estimates)**

	TOWN OF WARRENTON		SUBAREA 1		SUBAREA 2		SUBAREA 3		SUBAREA 4		SUBAREA 5		FAUQUIER COUNTY		GREATER REGION	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Single Family - Detached	1,917	46.8%	303	46.5%	547	82.5%	233	58.0%	1,100	54.1%	135	41.8%	22,065	84.1%	217,612	74.9%
Single Family - Attached	1,166	28.5%	173	26.6%	101	15.2%	101	25.1%	458	22.5%	111	34.4%	1,864	7.1%	24,316	8.4%
2-4 Units	223	5.4%	21	3.2%	4	0.6%	9	2.2%	156	7.7%	23	7.1%	542	2.1%	5,273	1.8%
5+ Units	776	18.9%	154	23.7%	11	1.7%	53	13.2%	314	15.5%	54	16.7%	1,374	5.2%	41,284	14.2%
Other	13	0.3%	0	0.0%	0	0.0%	6	1.5%	4	0.2%	0	0.0%	396	1.5%	2,156	0.7%
<b>Total</b>	<b>4,095</b>	<b>100.0%</b>	<b>651</b>	<b>100.0%</b>	<b>663</b>	<b>100.0%</b>	<b>402</b>	<b>100.0%</b>	<b>2,032</b>	<b>100.0%</b>	<b>323</b>	<b>100.0%</b>	<b>26,241</b>	<b>100.0%</b>	<b>290,641</b>	<b>100.0%</b>
<b>YEAR BUILT</b>																
Built 1980 or Earlier	1,681	41.1%	189	29.1%	248	37.3%	192	47.9%	852	41.9%	172	53.3%	10,481	39.9%	88,282	24.6%
Built 1980 to 1989	486	11.9%	181	27.8%	117	17.6%	29	7.2%	179	8.8%	55	17.0%	5,730	21.8%	61,226	17.0%
Built 1990 to 1999	827	20.2%	145	22.3%	102	15.4%	72	18.0%	369	18.2%	22	6.8%	4,254	16.2%	78,555	21.9%
Built 2000 to 2009	1,043	25.5%	125	19.2%	195	29.4%	108	26.9%	591	29.1%	74	22.9%	5,221	19.9%	104,496	29.1%
Built 2009 or Later	58	1.4%	10	1.5%	2	0.3%	0	0.0%	41	2.0%	0	0.0%	555	2.1%	26,749	7.4%
<b>Total</b>	<b>4,095</b>	<b>100.0%</b>	<b>650</b>	<b>100.0%</b>	<b>664</b>	<b>100.0%</b>	<b>401</b>	<b>100.0%</b>	<b>2,032</b>	<b>100.0%</b>	<b>323</b>	<b>100.0%</b>	<b>26,241</b>	<b>100.0%</b>	<b>359,308</b>	<b>100.0%</b>

Source: ACS Estimate (2012-2016) and RKG Associates, Inc., 2018



**Table A-5**  
**Residential & Non-residential Development Trends Analysis**  
**Town of Warrenton, Virginia (1980 - 2017)**

TOWN OF WARRENTON										
TOTAL LAND USE	Total No. Buildings	Total Acreage	Total Building SF	Total Avg. Bldg. SF/Bldg	Total Land Assessed Value	Total Building Assessed Value	Total Assessed Value	Avg. Land AV/Acre	Avg. Bldg. AV/SF	FAR
<b>PRE 1980</b>										
<b>RESIDENTIAL</b>										
Single Family	1,046	340.3	2,783,760	2,661	\$108,670,400	\$150,904,800	\$259,575,200	\$319,329	\$54.21	0.19
Multi-family	41	20.8	218,905	5,339	\$8,642,000	\$13,151,000	\$21,793,000	\$416,043	\$60.08	0.24
<b>TOTAL</b>	<b>1,087</b>	<b>361.1</b>	<b>3,002,665</b>	<b>2,762</b>	<b>\$117,312,400</b>	<b>\$164,055,800</b>	<b>\$281,368,200</b>	<b>\$324,892</b>	<b>\$54.64</b>	<b>0.19</b>
<b>NON-RESIDENTIAL</b>										
Commercial & Industrial	261	300.0	2,075,785	7,953	\$196,819,500	\$240,942,500	\$437,762,000	\$656,163	\$116.07	0.16
Office	2	3.0	4,080	2,040	\$2,632,300	\$704,600	\$3,336,900	\$871,161	\$172.70	0.03
Government	39	281.5	1,018,072	26,104	\$48,488,200	\$182,296,300	\$230,784,500	\$172,256	\$179.06	0.08
Charitable/Religious	23	77.4	243,366	10,581	\$12,610,400	\$41,912,500	\$54,522,900	\$162,971	\$172.22	0.07
<b>TOTAL</b>	<b>325</b>	<b>661.8</b>	<b>3,341,303</b>	<b>10,281</b>	<b>\$260,550,400</b>	<b>\$465,855,900</b>	<b>\$726,406,300</b>	<b>\$393,674</b>	<b>\$139.42</b>	<b>0.12</b>
<b>1980 TO 1990</b>										
<b>RESIDENTIAL</b>										
Single Family	562	40.1	1,186,834	2,112	\$39,706,800	\$68,248,000	\$107,954,800	\$988,971	\$57.50	0.68
Multi-family	4	7.8	92,679	23,170	\$2,220,000	\$7,794,200	\$10,014,200	\$285,954	\$84.10	0.27
<b>TOTAL</b>	<b>566</b>	<b>47.9</b>	<b>1,279,513</b>	<b>2,261</b>	<b>\$41,926,800</b>	<b>\$76,042,200</b>	<b>\$117,969,000</b>	<b>\$87,509</b>	<b>\$59.43</b>	<b>0.61</b>
<b>NON-RESIDENTIAL</b>										
Commercial & Industrial	87	82.6	786,595	9,041	\$41,122,800	\$51,393,400	\$92,516,200	\$497,968	\$65.34	0.22
Office	1	2.5	3,168	3,168	\$2,443,700	\$1,740,300	\$4,184,000	\$959,782	\$549.34	0.03
Government	2	45.4	74,300	37,150	\$3,811,800	\$24,782,600	\$28,594,400	\$84,006	\$333.55	0.04
Charitable/Religious	5	18.3	41,080	8,216	\$2,351,300	\$5,416,200	\$7,767,500	\$128,761	\$131.85	0.05
<b>TOTAL</b>	<b>95</b>	<b>148.8</b>	<b>905,143</b>	<b>9,528</b>	<b>\$49,729,600</b>	<b>\$83,332,500</b>	<b>\$133,062,100</b>	<b>\$334,287</b>	<b>\$92.07</b>	<b>0.14</b>
<b>1990 TO 2000</b>										
<b>RESIDENTIAL</b>										
Single Family	470	87.2	1,409,628	2,999	\$63,806,500	\$112,025,400	\$175,831,900	\$731,632	\$79.47	0.37
Multi-family	5	32.9	148,464	29,693	\$17,757,600	\$19,931,300	\$37,688,900	\$559,309	\$134.25	0.10
<b>TOTAL</b>	<b>475</b>	<b>120.1</b>	<b>1,558,092</b>	<b>3,280</b>	<b>\$81,564,100</b>	<b>\$131,956,700</b>	<b>\$213,520,800</b>	<b>\$678,921</b>	<b>\$89.69</b>	<b>0.30</b>
<b>NON-RESIDENTIAL</b>										
Commercial & Industrial	39	70	587,853	15,073	\$39,799,500	\$49,362,500	\$89,162,000	\$565,111	\$83.97	0.19
Office	0	0	0	0	\$0	\$0	\$0	\$0	\$0.00	0.00
Government	4	39	150,741	37,685	\$8,370,700	\$17,850,100	\$26,220,800	\$212,483	\$118.42	0.09
Charitable/Religious	3	4	98,781	32,927	\$2,364,500	\$5,036,400	\$7,400,900	\$627,138	\$50.99	0.60
<b>TOTAL</b>	<b>46</b>	<b>113.6</b>	<b>837,375</b>	<b>18,204</b>	<b>\$50,534,700</b>	<b>\$72,249,000</b>	<b>\$122,783,700</b>	<b>\$444,876</b>	<b>\$86.28</b>	<b>0.17</b>
<b>2000 TO 2010</b>										
<b>RESIDENTIAL</b>										
Single Family	1,056	229.8	4,677,807	4,430	\$109,937,200	\$268,613,900	\$378,551,100	\$478,381	\$57.42	0.47
Multi-family	5	11.6	111,108	22,222	\$6,020,000	\$17,495,900	\$23,515,900	\$518,077	\$157.47	0.22
<b>TOTAL</b>	<b>1,061</b>	<b>241.4</b>	<b>4,788,915</b>	<b>4,514</b>	<b>\$115,957,200</b>	<b>\$286,109,800</b>	<b>\$402,067,000</b>	<b>\$678,921</b>	<b>\$89.69</b>	<b>0.46</b>
<b>NON-RESIDENTIAL</b>										
Commercial & Industrial	89	193.6	964,251	10,834	\$124,138,200	\$162,636,200	\$286,774,400	\$641,295	\$168.67	0.11
Office	0	0.0	0	0	\$0	\$0	\$0	\$0	\$0.00	0.00
Government	4	108.9	144,973	36,243	\$6,196,100	\$31,144,300	\$37,340,400	\$56,901	\$214.83	0.03
Charitable/Religious	1	0.8	22,015	22,015	\$498,000	\$901,800	\$1,399,800	\$598,486	\$40.96	0.61
<b>TOTAL</b>	<b>94</b>	<b>303.3</b>	<b>1,131,239</b>	<b>12,034</b>	<b>\$130,832,300</b>	<b>\$194,682,300</b>	<b>\$325,514,600</b>	<b>\$431,363</b>	<b>\$172.10</b>	<b>0.09</b>
<b>2011 TO PRESENT</b>										
<b>RESIDENTIAL</b>										
Single Family	103	18.2	335,328	3,256	\$42,953,000	\$22,694,100	\$65,647,100	\$2,364,212	\$67.68	0.42
Multi-family	1	3.9	34,800	34,800	\$6,860,000	\$6,198,200	\$13,058,200	\$1,748,706	\$178.11	0.20
<b>TOTAL</b>	<b>104</b>	<b>22.1</b>	<b>370,128</b>	<b>3,559</b>	<b>\$49,813,000</b>	<b>\$28,892,300</b>	<b>\$78,705,300</b>	<b>\$2,254,910</b>	<b>\$78.06</b>	<b>0.38</b>
<b>NON-RESIDENTIAL</b>										
Commercial & Industrial	16	34	135,061	8,441	\$9,354,800	\$11,155,800	\$20,510,600	\$271,701	\$82.60	0.09
Office	0	0	0	0	\$0	\$0	\$0	\$0	\$0.00	0.00
Government	0	0	0	0	\$0	\$0	\$0	\$0	\$0.00	0.00
Charitable/Religious	6	1	9,252	1,542	\$400,000	\$637,600	\$1,037,600	\$578,202	\$68.91	0.31
<b>TOTAL</b>	<b>22</b>	<b>35.1</b>	<b>144,313</b>	<b>6,560</b>	<b>\$9,754,800</b>	<b>\$11,793,400</b>	<b>\$21,548,200</b>	<b>\$277,738</b>	<b>\$81.72</b>	<b>0.09</b>
<b>TOTAL INVENTORY</b>										
<b>RESIDENTIAL</b>										
Single Family	3,237	715.6	10,393,357	3,211	\$365,073,900	\$622,486,200	\$987,560,100	\$510,130	\$59.89	0.33
Multi-family	56	77.0	605,956	10,821	\$41,499,600	\$64,570,600	\$106,070,200	\$538,922	\$106.56	0.18
<b>TOTAL</b>	<b>3,293</b>	<b>792.7</b>	<b>10,999,313</b>	<b>3,340</b>	<b>\$406,573,500</b>	<b>\$687,056,800</b>	<b>\$1,093,630,300</b>	<b>\$512,927</b>	<b>\$62.46</b>	<b>0.32</b>
<b>NON-RESIDENTIAL</b>										
Commercial & Industrial	492	681.0	4,549,545	9,247	\$411,234,800	\$515,490,400	\$926,725,200	\$603,897	\$113.31	0.15
Office	3	5.6	7,248	2,416	\$5,076,000	\$2,444,900	\$7,520,900	\$911,687	\$337.32	0.03
Government	49	475.2	1,388,086	28,328	\$66,866,800	\$256,073,300	\$322,940,100	\$140,727	\$184.48	0.07
Charitable/Religious	38	100.9	414,494	10,908	\$18,224,200	\$53,904,500	\$72,128,700	\$180,557	\$130.05	0.09
<b>TOTAL</b>	<b>582</b>	<b>1,262.6</b>	<b>6,359,373</b>	<b>10,927</b>	<b>\$501,401,800</b>	<b>\$827,913,100</b>	<b>\$1,329,314,900</b>	<b>\$397,112</b>	<b>\$130.19</b>	<b>0.12</b>
<b>TOWN OF WARRENTON TOTAL</b>	<b>3,875</b>	<b>2,055.3</b>	<b>17,358,686</b>	<b>4,480</b>	<b>\$907,975,300</b>	<b>\$1,514,969,900</b>	<b>\$2,422,945,200</b>	<b>\$441,778</b>	<b>\$87.27</b>	<b>0.19</b>

Source: Fauquier County, Virginia, RKG Associates, Inc., 2018



# PLAN WARRENTON 2040

## APPENDIX IV - FISCAL SUSTAINABILITY ANALYSIS



February 1, 2020

Warrenton, Virginia

**FISCAL SUSTAINABILITY ANALYSIS**  
**White Paper**

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EXPERIENCE



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## A. INTRODUCTION

RKG Associates created a fiscal impact model to understand the relationship between land use decisions and the change in revenues and expenditures for the Town. The fiscal impact model provides two primary objectives: [1] to provide the Town with an understanding of how various land uses influence local revenue streams and expenses; and [2] to assess the potential fiscal impact of individual development proposals within the Town. This chapter focuses on the former. To these points, the following narrative details the results of the analysis, and how land use influences the Town fiscal sustainability.

The fiscal impact model operates on three primary assumptions: [1] the model measures incremental impacts to the Town; [2] the model calculates local inflow-outflow balance; and [3] the model includes substantial revenues and expenditures.

- Incremental Impacts - Standard fiscal impact modeling recognizes that there are certain fixed costs a community must pay regardless of development activity. For example, the Town of Warrenton will only need one town manager regardless of development activity. These fixed costs do not change with new development. This analysis identifies fixed costs from incremental costs for the purposes of understanding the actual impact of development by land use.
- Local Inflow-Outflow Activity - This analysis focuses exclusively on direct revenues and expenses incurred by the Town of Warrenton. Outside revenues (i.e. the Commonwealth's portion of sales tax) and expenditures (i.e. VDOT contributions to road maintenance) are not considered. This isolates the true fiscal impact on Warrenton.
- Substantial Budget Line Items - The analysis focuses on the primary revenue and expenditure categories from the Town's budget. The budget numbers used to run the model may differ from actual numbers since revenues and expenditures not related to land use were excluded. These include items such as intergovernmental transfers discussed in the previous bullet.

The data contained in this analysis came from several sources, including the Warrenton Annual Town budget, bond prospectus, audited financial statements, interviews with various Town staff.

## B. HOW THIS ANALYSIS RELATES TO THE COMPREHENSIVE PLAN

Understanding the fiscal impacts of new development (or redevelopment) often is an important component of a municipality's decision-making. Maintaining a healthy balance of revenues and expenditures ensures property owners and business owners are not burdened with substantial, unexpected costs from increased tax revenues. The Town Council and Town Administration wanted to make sure the Comprehensive Plan recommendations considered how new land use strategies would affect the Town's

financial sustainability. This analysis focuses on measuring the impact of a “no change” development scenario, where the Town does not alter its land use policies and compares that result to three alternative scenarios that measure an increasingly more robust development strategy (detailed in the later in this paper).

That said, fiscal impact analysis should not be an absolute metric that determines future land use strategy. There are several other factors that should be considered in tandem with fiscal impacts (Figure 1), and there are situations where a neutral or negative fiscal impact of new development is acceptable because of other considerations. For example, the development of public facilities (i.e. pickle ball courts) have a negative fiscal impact to the community due to the construction and operation costs but provide a public benefit that the community determines to outweigh that cost.

**Figure 1**  
**Land Use Policy Decision Inputs**



### C. RESEARCH METHODOLOGY

Ultimately, a fiscal impact model measures the change in revenues and expenditures that a municipality incurs as a result of a change in land use (and as a result new development). The following narrative provides a brief explanation of how RKG developed the revenue and expenditure assumptions for the Town’s five subareas by land use type.

#### Revenue and Expenditure Allocation

Revenues collected by the Town and expenditures on the services needed to maintain local quality of life must be allocated in an accurate manner for a fiscal model to function. Revenues are much easier to track on a land use basis due to the nature of their application. For example, any accommodation tax revenue collected within the Town is a direct result of the existing lodging facilities. Similarly, real property tax revenue is a direct reflection of assessed value and the Town’s real property tax rate.

In contrast, the manner that expenditures are tabulated and tracked make it impossible to determine the exact allocation by land use type. For example, the Town’s public works budget does not identify which investments are done in a commercial area and which are done in a residential neighborhood. Even if they were, it is not possible to assign the full value of that investment to one or the other since those infrastructure resources are used both residentially and commercially. That said, the model can only work if income and

expense line items can be allocated between uses. RKG's 38+ years of experience in performing fiscal impact analyses has revealed that allocation based on development levels is a reliable proxy for distributing costs. The Town's 2019 land digest shows that residential uses have a cumulative building square footage of 10,999,313. This figure represents approximately 63.4% of the total taxable building inventory. Nonresidential land uses constitute 4,556,793 square feet, or 26.3%. The remaining 10.4% includes tax-exempt buildings (i.e. government buildings). For the purposes of this analysis, the model only considers residential and nonresidential uses. To this point, the default allocation of expenditures is 70.7% for residential and 29.3% for commercial.

However, not all expenditure categories are generated by both residential and nonresidential uses. For example, the Parks and Recreation expenditure budget is exclusively generated by the residential properties in the Town. RKG accounted for these unique situations as necessary in the model. Table 1 details the expenditure allocation assumptions.

## Revenues

The Town has several revenue sources to fund government operations. The Town's budget shows those revenues detailed between locally-derived revenues, Commonwealth transfers, and Federal transfers. The fiscal model only considers those revenues generated directly from local residents and businesses, as governmental transfers are proportional to that specific program's metrics (i.e. Virginia contributions for road maintenance based on total miles of state roadways). To this point, the revenue analysis focuses only on those revenues created locally. Table 2 shows a detailed breakdown for the Town.

The model uses the local total to determine the incremental impact of new development. For example, the Town's revenue from tangible personal property tax (\$1,159,409) was derived from local sources (\$440,917) and from the state's PPTRA Revenue (Personal Property Tax Relief Act) of \$718,492. The model only uses the local total to determine incremental increases in personal property tax revenue. Correspondingly, the \$718,492 also is removed from the expenditure calculations to ensure an accurate assessment of the fiscal impact to the Town.

## Expenditures

For the expenditure assessment, RKG Associates had to remove the intergovernmental transfers and outside investments from the total to capture the true locally-derived expenditures. Of the Town's \$13.6 million in general fund revenues, almost \$3.2 million come from outside sources. Those outside source revenues that are dedicated to a specific department (i.e. VDOT Street & Highway Maintenance revenues) are allocated appropriately. Those outside sources that are not committed to a specific expenditure were then allocated across all categories on a proportional basis. As just detailed, the \$718,492 revenue from the state to cover the personal property tax relief also had to be removed from the expenditure table to ensure a local balance. Since the PPTRA funds are not dedicated to a specific expenditure, those dollars were distributed based on a pro rata basis. Table 3 details expenditures by category from local and outside sources.

**Table 1**  
**Expenditure Allocation**  
**Town of Warrenton, Virginia**

<b>CATEGORY</b>	<b>Residential</b>	<b>Nonresidential</b>
<b>GENERAL GOVERNMENT</b>		
Legislative	70.7%	29.3%
Executive	70.7%	29.3%
Legal Services	70.7%	29.3%
Finance & Human Resources	70.7%	29.3%
Other Organizations	70.7%	29.3%
Elections	100.0%	0.0%
<b>PUBLIC SAFETY</b>		
Police Department	70.7%	29.3%
Inspections	50.0%	50.0%
Fire & Rescue	70.7%	29.3%
<b>PUBLIC WORKS</b>		
Administration	70.7%	29.3%
Streets (including Arterial & Collector)	70.7%	29.3%
Sanitation (Refuse & Recycling)	70.7%	29.3%
General Properties	70.7%	29.3%
Parking – NEW!	70.7%	29.3%
Cemetery	70.7%	29.3%
<b>HEALTH AND WELFARE</b>	<b>100.0%</b>	<b>0.0%</b>
<b>PARKS &amp; RECREATION</b>		
Aquatic Center	100.0%	0.0%
Parks Maintenance	100.0%	0.0%
Administration	100.0%	0.0%
<b>COMMUNITY DEVELOPMENT</b>		
Planning & Zoning	50.0%	50.0%
Visitors Center	0.0%	100.0%
Planning Commission	50.0%	50.0%
Architectural Review Board	70.7%	29.3%
Board of Zoning Appeals	50.0%	50.0%
Economic Development	0.0%	100.0%
<b>CONTRIBUTIONS TO OUTSIDE ENTITIES</b>	<b>70.7%</b>	<b>29.3%</b>
<b>DEBT SERVICE</b>	<b>70.7%</b>	<b>29.3%</b>
<b>TRANSFER TO CIP FUND</b>	<b>70.7%</b>	<b>29.3%</b>
<b>CAPITAL PROJECT FUND</b>	<b>70.7%</b>	<b>29.3%</b>
<b>WATER &amp; SEWER OPERATING FUND</b>		
Water Supply & Distribution	70.7%	29.3%
Wastewater Treatment	70.7%	29.3%
Administration	70.7%	29.3%
Debt Service	70.7%	29.3%
Transfers	70.7%	29.3%
<b>WATER AND SEWER CAPITAL PROJECT FUND</b>	<b>70.7%</b>	<b>29.3%</b>

Source: RKG Associates, Inc 2019

**Table 2**  
**Locally-Derived Revenue Totals**  
**2018 Approved Budget; Town of Warrenton, Virginia**

Category	2018 Actual Revenue	Outside Source Share (in \$)	Total Local Revenue
<b>GENERAL FUNDS</b>			
<b>LOCAL REVENUE</b>	<b>\$10,581,134</b>	<b>\$163,283</b>	<b>\$10,417,851</b>
General Property Taxes	\$1,261,090	\$0	\$1,261,090
Real Estate	\$789,635	\$0	\$789,635
Mobile Homes	\$0	\$0	\$0
Tangible Personal Property-General	\$440,917	\$0	\$440,917
Tangible Personal Property-Handicapped	\$0	\$0	\$0
Motor Homes, Campers and Boats	\$0	\$0	\$0
Machinery and Tools	\$3,815	\$0	\$3,815
Business Personal Property & Computers	\$8,954	\$0	\$8,954
Penalties and Interest	\$17,769	\$0	\$17,769
Other Local Taxes	\$7,314,554	\$0	\$7,314,554
Local Sales Taxes	\$709,036	\$0	\$709,036
Consumer Utility Taxes [1]	\$510,053	\$0	\$510,053
BPOL [2]	\$2,026,989	\$0	\$2,026,989
Amusements	\$0	\$0	\$0
Business, Personal & Repair Services	\$442,326	\$0	\$442,326
Contractors, Builders or Developers	\$45,286	\$0	\$45,286
Professional, Financial & Real Estate Services	\$763,163	\$0	\$763,163
Retail Merchandise	\$679,107	\$0	\$679,107
Vending Machine Operators	\$1,853	\$0	\$1,853
Public Utilities (Telephone & Telegraph)	\$0	\$0	\$0
Wholesale Merchandise	\$9,100	\$0	\$9,100
Flat Fee Total	\$86,154	\$0	\$86,154
Utility Consumption Taxes [3]	\$64,166	\$0	\$64,166
Motor Vehicle Licenses [4]	\$195,750	\$0	\$195,750
Bank Franchise Taxes	\$849,887	\$0	\$849,887
Meals Taxes	\$2,550,799	\$0	\$2,550,799
Cigarette Taxes	\$171,699	\$0	\$171,699
Transient Occupancy Taxes	\$236,175	\$0	\$236,175
Permits & Fees	\$170,337	\$0	\$170,337
Fines & Forfeitures	\$166,622	\$0	\$166,622
Use of Money/Property	\$128,937	\$0	\$128,937
Charges for Services	\$1,229,166	\$0	\$1,229,166
Miscellaneous Revenue	\$310,428	\$163,283	\$147,145
<b>STATE REVENUE</b>	<b>\$2,978,084</b>	<b>\$2,978,084</b>	<b>\$0</b>
Non-Categorical Aid	\$613,829	\$613,829	\$0
Motor Vehicle Rental Tax	\$121,172	\$121,172	\$0
Rolling Stock Tax	\$116	\$116	\$0
Communications Sales Tax	\$492,541	\$492,541	\$0
Categorical Aid	\$2,364,255	\$2,364,255	\$0
VDOT Street & Highway Maintenance	\$1,401,189	\$1,401,189	\$0
PPTRA Revenue (Personal Property Tax Relief Act)	\$718,492	\$718,492	\$0
VDFP Aid to Localities (Virginia Fire Programs Fund)	\$32,131	\$32,131	\$0
DCJS Section 599 Funds (Department of Criminal Justice)	\$203,872	\$203,872	\$0
VCA Local Government Challenge Grant	\$4,500	\$4,500	\$0
Litter Control Grant	\$4,071	\$4,071	\$0
State Asset Forfeiture Proceeds	\$0	\$0	\$0
<b>FEDERAL REVENUE</b>	<b>\$4,207</b>	<b>\$4,207</b>	<b>\$0</b>
DMV Safety Grant	\$2,207	\$2,207	\$0
U.S. Department of Justice	\$2,000	\$2,000	\$0
<b>TRANSFERS AND PROFFERS</b>	<b>\$20,709</b>	<b>\$20,709</b>	<b>\$0</b>
<b>USE OF FUND BALANCE</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>GENERAL FUND SUBTOTAL</b>	<b>\$13,584,134</b>	<b>\$3,166,283</b>	<b>\$10,417,851</b>

Source: Town of Warrenton and RKG Associates, Inc 2019

**Table 3**  
**Local Expenditure Calculations**  
**Town of Warrenton, Virginia**

	<b>FY2018 Actual Spending</b>	<b>Inside/Outside Transfers</b>	<b>Local Spending</b>
<b>General Fund</b>			
General Government	\$1,242,132	\$175,123	\$1,067,009
Public Safety	\$3,911,145	\$759,004	\$3,152,141
Public Works	\$3,370,712	\$1,682,360	\$1,688,352
Parks & Recreation	\$1,990,097	\$354,251	\$1,635,846
Health and Welfare	\$133,891	\$18,877	\$115,014
Community Development	\$941,536	\$169,337	\$772,199
Contributions to Outside Entities	\$52,000	\$7,331	\$44,669
Debt Service	\$668,344	\$0	\$668,344
Transfer to CIP Fund	\$1,380,930	\$0	\$1,380,930
<b>Other Funds</b>			
CIP Fund	\$1,862,978	\$482,048	\$1,380,930
Water & Sewer Operating Fund	\$12,304,977	\$8,119,221	\$4,185,756
Water & Sewer Capital Project Fund	\$1,195,280	\$362,316	\$832,964
Motor Pool Fund	\$459,654	\$459,654	\$0
Information Technology Fund	\$309,588	\$309,588	\$0
<b>Total</b>	<b>\$29,823,264</b>	<b>\$12,899,110</b>	<b>\$16,924,154</b>

Source: Town of Warrenton and RKG Associates, Inc 2019

## Efficiency Calculations

Departmental expenses are derived from the detailed budget breakdowns for each department, and in some cases sub-department, as listed in the Town’s Annual Budget. The projections of municipal costs on a per-capita or nonresidential value basis recognize that there are economies of scale associated with ongoing government operations, and that the introduction of new households and commercial operations in Town will impact certain departments more directly than others. Therefore, each functional element is assigned an efficiency factor, which is a percentage that reflects the incremental costs that would be incurred from net new people or nonresidential development in Warrenton.

For example, police cost categories such as patrol services and investigations are likely to be more directly impacted than fleet services and building operation. Similarly, fire rescue operations will be more directly impacted than the Town’s administration budget. RKG Associates used the Town’s detailed Comprehensive Annual Financial Report (CAFR) to assess every budget line item to determine whether those expenditures are ‘fixed,’ or will not change with new development, or are incremental. Table 4 shows the efficiency impact results of that analysis, as well as the incremental cost per capita (for residential expenditures) and per \$1,000 of value (for non-residential expenditures). As seen, each new resident is projected to create \$435.43 of net new incremental costs to the Town.

**Table 4**  
**Incremental Operational Costs**  
**Town of Warrenton, Virginia**

	Local Spending	Residential Proportional Share	Commercial Proportional Share	Efficiency Adjustment	Residential Incremental Expenditures	Commercial Incremental Expenses	Incremental Impacts (Per Capita)	Incremental Impacts (Per \$1,000 of
<b>General Fund</b>								
General Government	\$1,067,009	\$756,217	\$310,792	33.9%	\$256,099	\$103,604	24.96	\$0.12
Public Safety	\$3,152,141	\$2,169,424	\$982,716	59.6%	\$1,292,321	\$601,137	125.93	\$0.68
Public Works	\$1,688,352	\$1,193,789	\$494,563	51.6%	\$615,598	\$255,030	59.99	\$0.29
Parks & Recreation	\$1,635,846	\$1,635,846	\$0	17.6%	\$288,457	\$0	28.11	\$0.00
Health and Welfare	\$115,014	\$115,014	\$0	42.5%				
Community Development	\$772,199	\$312,167	\$459,374	38.5%	\$120,339	\$133,960	11.73	\$0.15
Contributions to Outside Entities	\$44,669	\$31,584	\$13,085	0.0%	\$0	\$0	0.00	\$0.00
Debt Service	\$668,344	\$472,568	\$195,776	0.0%	\$0	\$0	0.00	\$0.00
Transfer to CIP Fund	\$1,380,930	\$976,419	\$404,511	0.0%	\$0	\$0	0.00	\$0.00
<b>Other Funds</b>								
CIP Fund	\$1,380,930	\$976,419	\$404,511	50.6%	\$493,833	\$204,585	48.12	\$0.23
Water & Sewer Operating Fund	\$4,185,756	\$2,959,638	\$1,226,118	47.4%	\$1,401,781	\$580,729	136.60	\$0.66
Water & Sewer Capital Project Fund	\$832,964	\$588,967	\$243,997	0.0%	\$0	\$0	0.00	\$0.00
Motor Pool Fund	\$0	\$0	\$0	0.0%	\$0	\$0	0.00	\$0.00
Information Technology Fund	\$0	\$0	\$0	0.0%	\$0	\$0	0.00	\$0.00
<b>Total</b>	<b>\$16,924,154</b>	<b>\$12,188,053</b>	<b>\$4,735,442</b>	<b>--</b>	<b>\$4,468,428</b>	<b>\$1,879,044</b>	<b>435.43</b>	<b>\$2.13</b>
Total Residents (2018)	10,262							
Total Nonresidential Assessed Value (2018)	\$881,112,400							
				Incremental Operational Spending Per Capita	\$435.43			
				Incremental Operational Spending Per \$1,000 Nonresidential Value		\$2.13		

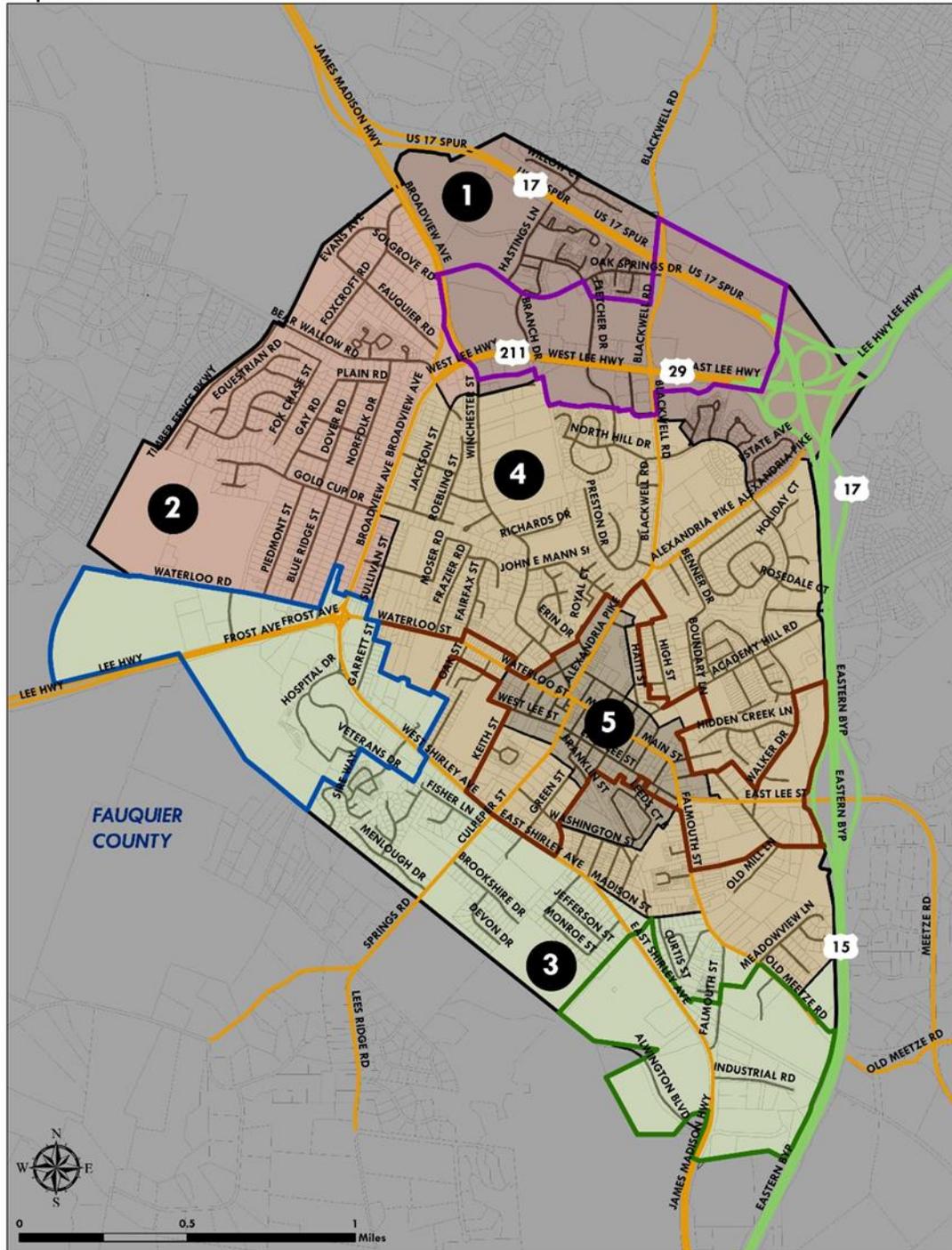
Source: Town of Warrenton and RKG Associates, Inc 2019

## Subarea Impacts

Location within a jurisdiction can affect the fiscal impacts of new development. Simply put, building a house in one part of Warrenton may have different impacts than in another part of the Town. RKG Associates analyzed the potential impact of location for new residential and nonresidential development. Given the Town’s relatively small size and being effectively built out, the analysis revealed there likely is little variation for expenditures. However, property valuation of new construction (and therefore revenue from real property taxes) does vary within Warrenton.

Map 1 shows the subareas used to perform the market and economic analyses and Table 5 details the valuation differences by area of Town for each land use. In situations where a subarea does not have sufficient data to calculate an average, the Town-wide average was used. As seen, the value for existing supply (buildings over 30-years old and those built since 2009 vary by area of Town. To this point, the model accounts for real property tax revenue impacts based on where new development is proposed to occur (and whether the new development is greenfield or a redevelopment of existing buildings). The model input section has separate entry spaces by land use and subarea.

Map 1 – Subarea Boundaries



<p><b>TOWN OF WARRENTON SUBAREAS</b></p> <p>(2018)</p> <p>Town of Warrenton, Virginia</p>	<p>1. LEE HIGHWAY</p> <p>2. BROADVIEW</p> <p>3. EAST SHIRLEY</p> <p>4. INSIDE THE BYPASS</p> <p>5. OLD TOWN</p> <p>INTERSTATE/US HIGHWAYS</p> <p>TOWN OF WARRENTON</p> <p>WARRENTON PARCELS</p>	<p><b>TOWN OF WARRENTON URBAN DEVELOPMENT AREAS</b></p> <p>LEE HIGHWAY UDA</p> <p>FROST &amp; BROADVIEW AVE UDA</p> <p>EAST SHIRLEY AVE UDA</p> <p>OLD TOWN UDA</p>	  
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**Table 5**  
**Average Assessed Values for Development by Subarea**  
**Town of Warrenton, VA**

	Lee Highway	Broadview	East Shirley	Inside the Bypass	Old Town	Town-wide
<b>NEW DEVELOPMENT VALUES (PROPERTIES BUILT SINCE 2009)</b>						
Per Unit Values						
Single Family Detached	\$376,858	\$542,850	\$384,325	\$359,495	\$344,900	\$376,858
Single Family Attached	\$362,087	\$362,087	\$362,087	\$362,087	\$362,087	\$362,087
Multifamily	\$189,693	\$189,693	\$189,693	\$189,693	\$189,693	\$189,693
Per Square Foot Values						
Retail	\$227.44	\$190.82	\$193.61	\$161.76	\$195.21	\$195.21
Restaurant	\$227.44	\$190.82	\$193.61	\$161.76	\$195.21	\$195.21
Office/Service	\$149.38	\$119.86	\$119.86	\$123.76	\$63.03	\$119.86
Bank	\$321.78	\$321.78	\$321.78	\$321.78	\$321.78	\$321.78
Hotel	\$149.38	\$119.86	\$119.86	\$123.76	\$63.03	\$119.86
Industrial	\$35.01	\$35.01	\$35.01	\$35.01	\$35.01	\$35.01
<b>EXISTING DEVELOPMENT VALUES (PROPERTIES BUILT PRIOR TO 1989)</b>						
Per Unit Values						
Single Family Detached	\$270,543	\$288,183	\$269,305	\$243,835	\$280,278	\$259,436
Single Family Attached	\$230,098	\$209,901	\$153,948	\$217,359	\$179,043	\$206,482
Multifamily	\$107,136	\$104,430	\$116,563	\$78,750	\$84,917	\$107,136
Per Square Foot Values						
Retail	\$26.78	\$22.50	\$24.27	\$34.09	\$39.32	\$26.78
Restaurant	\$26.78	\$22.50	\$24.27	\$34.09	\$39.32	\$26.78
Bank	\$90.56	\$74.99	\$96.31	\$96.31	\$114.80	\$96.31
Office/Service	\$59.70	\$55.75	\$72.86	\$38.37	\$57.25	\$55.75
Hotel	\$59.70	\$55.75	\$72.86	\$38.37	\$57.25	\$55.75
Industrial	\$19.72	\$4.22	\$31.01	\$15.08	\$19.11	\$19.72

Source: Fauquier County and RKG Associates, Inc. 2019

[NB] Subareas with insufficient data use the Town-wide average as a proxy value

## D. PROPOSED DEVELOPMENT SCENARIOS

The MBI Team created multiple scenarios to consider for fiscal impact based on feedback from the community and its elected body. These include:

- Alternative stories about the future based on goals shared by the public and market opportunities in the region
- Built on plausible assumptions about growth rates, economic development and placemaking opportunities, and physical capacity for infill/redevelopment
- Each scenario assumes different rates of growth, location of that growth and mixture of uses
- All scenarios tested for fiscal resilience (how can we afford more people and jobs)

## E. MODEL ANALYSIS

RKG Associates ran the fiscal impact of the 'Base' scenario and compared the results of that effort against the three growth scenarios. The following narrative highlights the result of this effort.

### Base Scenario

In each of the scenarios, the model accounted for a series of community improvements that were identified through engagement with the Town Administration, feedback from the community engagement process, and assessing the Town's existing capital

improvement strategy. The Comprehensive Plan engagement process enabled residents and business owners the opportunity to enumerate their respective ‘wish lists’ for community improvements. The following list provides a sampling of the potential capital projects researched/identified through this process:

- Enhanced recreational facilities (i.e. WARF improvements, active recreation venues)
- Enhanced trail development, connectivity, and maintenance
- Streetscaping and urban design enhancements
- Improved emergency service provision/response times
- Indoor and outdoor cultural venues (i.e. Amphitheatre, farmers market)
- Increased public parking capacity (i.e. Old Town)
- New public facilities (i.e. Town Hall)

If all of the proposed/researched improvements we implemented, the cost to the Town would exceed \$20M. To be more conservative, RKG and MBI focused on a sample of improvements that garnered wide-spread support to include in the modeling effort. These enhancements have an estimated cost of approximately \$12M.

Following the minimal growth pattern (defining the “Base” scenario) Warrenton has experienced over the past decade will result in very little residential development. Given the saturation of the commercial market, very little new commercial development is projected either. As a result, the cost to construct and operate any new assets – as well as the increasing cost of providing the existing services to the Town – will exceed the new revenue generated through natural appreciation and the minimal development. As seen in Table 6, the fiscal model projects the Town will have a net negative fiscal impact of approximately \$509,000 by 2039 (in 2019 dollars).

### **Scenario 1 – Become a Stronger Livable Community**

Having the Town population growth rate match those of the neighboring communities substantially increases the demand for new residential development. The model assumes approximately 750 new housing units by 2039, an absorption rate of less than 40 units a year (on average). The increased spending potential of new residents will have a slight increase in commercial demand. The scenario assumes a net increase of commercial development of approximately 80,000 square feet including the redevelopment of a motel into a business-class hotel. The increase in commercial is not substantial enough to overcome the additional residential costs as well as the demand for the new public amenities and services. This Scenario has a projected net fiscal impact of \$240,682 by 2039 (Table 7).

### **Scenario 2 – Become a Livable Destination Community**

The Livable Destination Community Scenario includes a stronger resident growth rate as well as a concerted effort by the Town to implement policy changes to attract greater tourist and visitor amenities (particularly restaurants and lodging establishments. The Scenario 20-year builds out includes a net increase of more than 1,150 new housing units

and an increase of approximately 100,000 square feet of commercial space. Unlike scenario 1, the change in commercial space is a result of the redevelopment of some existing underperforming retail assets for a slightly greater commercial presence and a strong growth of new lodging facilities (a net increase of 265 hotel rooms). From a market perspective, this Scenario remains realistic to the marketplace, specifically given the incremental increase in residential growth (still less than 60 new units absorbed annually). Based on the strength of the lodging growth and the higher concentration of multifamily development (lower fiscal impacts due to smaller household sizes), this scenario has a net positive fiscal impact of approximately \$100,000 annually at build out (Table 8).

### **Scenario 3 – Become a Regional Live/Work Community**

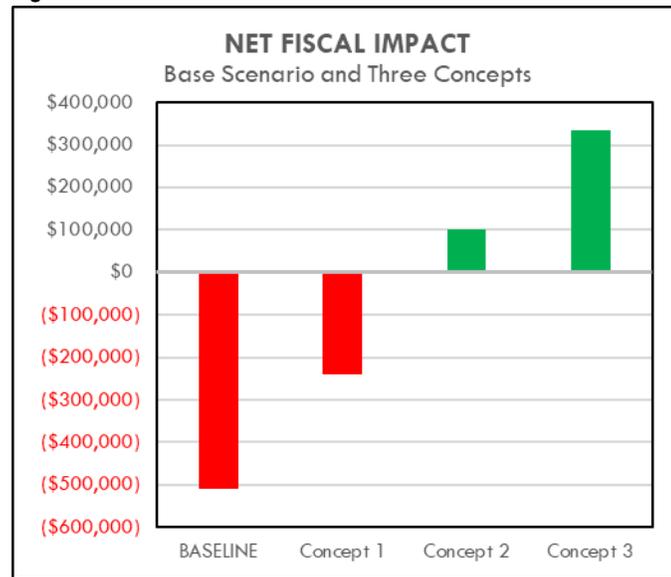
The Regional Live/Work Scenario is the most speculative of the three growth scenarios from a commercial development perspective. The approximate 2,100 new housing units (approximately 100 units per year absorption) remain well within regional performance standards. However, the nonresidential development proposal focuses on the redevelopment of aging shopping centers into mixed-use facilities with a substantial decrease in retail space and a substantial increase in dining facilities, office space (160,000 square feet) and lodging space. The growth in office component will require a concerted economic development effort from the Town to succeed. Simply put, the current marketplace for office development is not robust enough to project such growth by 2039. That said, the introduction of the proposed large-scale mixed-use developments likely will have a transformative effect on how the office market views the Town, particularly how the projected development program incorporates multifamily development, a critical missing component for Warrenton to attract more of the region's younger workforce. The focus on creating a strong connection between living, working, and recreating (restaurant growth) has proven effective throughout the region including in Gainesville, Culpeper, Winchester and Harrisonburg. The overall growth in investment-grade multifamily housing and the increase of office space and new lodging development is projected to create a net fiscal increase of approximately \$335,000 annually by 2039 (Table 9).

### **Conclusion**

As noted earlier in this paper, the fiscal analysis is intended to give the Town leadership one perspective on how establishing a new development strategy for Warrenton will affect the community. The results of this analysis are not intended to be the sole determining factor of whether (or how) the Town defines its future land use strategy. That said, this analysis reveals three primary conclusions.

First, the citizens of Warrenton continue to want higher levels of services and amenities. This desire for improved facilities, expanded choices, and better connectivity will come at a cost. It is a cost that exceeds the Town’s existing financial capacity. If built, the sample public enhancements researched/identified through this effort would create a negative fiscal impact on the Town if development activity does not increase to similar levels of surrounding jurisdictions. Simply put, the Town can not ‘save its way’ to fiscal sustainability. Improving the quality of life for existing residents will require additional revenue (either from new growth or existing residents). Figure 2 shows the summary of the net impact from each of the Scenarios.

Figure 2



Source: RKG Associates, Inc 2019

Second, the mix of development matters. The market analysis reveals that the Town does not have the demand to continue to increase retail services. The existing development policies make new construction of any type challenging, even for those uses that have strong market demand (i.e. multifamily development). That said, the mix of uses that are proposed for development (or redevelopment) matter from a fiscal perspective. Residential uses with smaller household sizes will have a smaller fiscal impact on the Town’s cost structure. From the nonresidential side, the modeling reveals accommodation and dining uses create a greater fiscal benefit to the Town due to their higher direct revenue streams.

Finally, balancing the mix of uses between residential and nonresidential uses will be critical from both a market perspective and a fiscal one. Simply put, growth in commercial development (particularly retail and dining venues) will require greater consumer spending, which primarily comes from local households. Much of the development projected in Scenario 2 and Scenario 3 will require more residences to increase spending. More strategically, diversifying the Town’s housing stock will be important to redefine the local office market, as Millennials are becoming the largest portion of the white-collar labor force. This generation is delaying homebuying and family household formation at a higher rate than previous ones. Having a high quality, well-integrated live/work/recreate community is a fundamental need to attracting these workers (and as a result, their companies).

**Table 6**  
**Fiscal Impact Analysis Results (in 2019 Dollars)**  
**Base Scenario**

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$53,772	\$4,368	\$58,140
Tangible Personal Property-General	\$33,726	\$1,390	\$35,116
Machinery and Tools	\$0	\$56	\$56
Business Personal Property & Computers	\$0	\$132	\$132
Penalties and Interest	\$1,129	\$91	\$1,220
Local Sales Taxes	\$30,419	\$9,205	\$39,625
Water and Sewer Use	\$78,659	\$82,023	\$160,682
Consumer Utility Taxes [1]	\$27,309	\$3,390	\$30,699
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$5,122	\$170	\$5,292
Motor Vehicle Licenses [4]	\$14,973	\$617	\$15,590
Bank Franchise Taxes	\$0	\$0	\$0
Meals Taxes	\$48,046	\$269,712	\$317,757
Cigarette Taxes	\$15,043	\$253	\$15,296
Transient Occupancy Taxes	\$0	\$0	\$0
Permits & Fees	\$10,820	\$871	\$11,691
Fines & Forfeitures	\$10,584	\$852	\$11,436
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$119,656	\$0	\$119,656
Miscellaneous Revenue	\$14,324	\$0	\$14,324
<b>Subtotal - Revenues</b>	<b>\$463,581</b>	<b>\$373,130</b>	<b>\$836,711</b>
<b>EXPENDITURES</b>			
General Fund	\$211,602	\$10,845	\$222,447
General Government	\$21,063	\$1,027	\$22,090
Public Safety	\$106,287	\$5,961	\$112,248
Public Works	\$50,630	\$2,529	\$53,159
Parks & Recreation	\$23,724	\$0	\$23,724
Health and Welfare	\$0	\$0	\$0
Community Development	\$9,897	\$1,328	\$11,226
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$155,905	\$7,787	\$163,692
CIP Fund	\$40,615	\$2,029	\$42,644
Water & Sewer Operating Fund	\$115,290	\$5,758	\$121,048
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$367,507</b>	<b>\$18,632</b>	<b>\$386,139</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$0	\$0	\$0
Fire	\$0	\$0	\$0
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$959,380</b>	<b>\$0</b>	<b>\$959,380</b>
<b>NET FISCAL IMPACT</b>	<b>(\$863,305)</b>	<b>\$354,497</b>	<b>(\$508,808)</b>

Source: RKG Associates, Inc 2019

**Table 7**  
**Fiscal Impact Analysis Results (in 2019 Dollars)**  
**Scenario 1 - Stronger Livable Community**

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$89,092	\$7,638	\$96,730
Tangible Personal Property-General	\$69,198	\$2,430	\$71,628
Machinery and Tools	\$0	\$98	\$98
Business Personal Property & Computers	\$0	\$230	\$230
Penalties and Interest	\$2,316	\$159	\$2,475
Local Sales Taxes	\$62,413	\$79,900	\$142,314
Water and Sewer Use	\$99,604	\$109,695	\$209,299
Consumer Utility Taxes [1]	\$56,031	\$5,927	\$61,958
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$10,509	\$297	\$10,806
Motor Vehicle Licenses [4]	\$30,721	\$1,079	\$31,800
Bank Franchise Taxes	\$0	\$40,471	\$40,471
Meals Taxes	\$98,578	\$373,304	\$471,882
Cigarette Taxes	\$30,865	\$442	\$31,307
Transient Occupancy Taxes	\$0	\$25,671	\$25,671
Permits & Fees	\$22,199	\$1,523	\$23,722
Fines & Forfeitures	\$21,715	\$1,489	\$23,205
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$245,507	\$0	\$245,507
Miscellaneous Revenue	\$29,390	\$0	\$29,390
<b>Subtotal - Revenues</b>	<b>\$868,139</b>	<b>\$650,353</b>	<b>\$1,518,492</b>
<b>EXPENDITURES</b>			
General Fund	\$406,907	\$18,962	\$425,869
General Government	\$40,504	\$1,796	\$42,300
Public Safety	\$204,389	\$10,422	\$214,811
Public Works	\$97,361	\$4,422	\$101,782
Parks & Recreation	\$45,621	\$0	\$45,621
Health and Welfare	\$0	\$0	\$0
Community Development	\$19,032	\$2,323	\$21,355
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$299,803	\$13,615	\$313,419
CIP Fund	\$78,103	\$3,547	\$81,650
Water & Sewer Operating Fund	\$221,700	\$10,068	\$231,769
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$706,710</b>	<b>\$32,578</b>	<b>\$739,288</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$16,311	\$8,783	\$25,094
Fire	\$23,018	\$12,394	\$35,412
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$998,709</b>	<b>\$21,177</b>	<b>\$1,019,886</b>
<b>NET FISCAL IMPACT</b>	<b>(\$837,280)</b>	<b>\$596,598</b>	<b>(\$240,682)</b>

Source: RKG Associates, Inc 2019

**Table 8**  
**Fiscal Impact Analysis Results (in 2019 Dollars)**  
**Scenario 2 - Livable Destination Community**

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$126,530	\$21,691	\$148,221
Tangible Personal Property-General	\$104,302	\$6,901	\$111,203
Machinery and Tools	\$0	\$279	\$279
Business Personal Property & Computers	\$0	\$654	\$654
Penalties and Interest	\$3,491	\$451	\$3,942
Local Sales Taxes	\$94,076	\$104,207	\$198,282
Water and Sewer Use	\$127,906	\$136,316	\$264,223
Consumer Utility Taxes [1]	\$84,456	\$16,831	\$101,288
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$15,841	\$844	\$16,684
Motor Vehicle Licenses [4]	\$46,306	\$3,064	\$49,370
Bank Franchise Taxes	\$0	\$0	\$0
Meals Taxes	\$148,588	\$513,293	\$661,880
Cigarette Taxes	\$46,523	\$1,254	\$47,777
Transient Occupancy Taxes	\$0	\$194,368	\$194,368
Permits & Fees	\$33,461	\$4,324	\$37,786
Fines & Forfeitures	\$32,732	\$4,230	\$36,961
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$370,054	\$0	\$370,054
Miscellaneous Revenue	\$44,300	\$0	\$44,300
<b>Subtotal - Revenues</b>	<b>\$1,278,565</b>	<b>\$1,008,707</b>	<b>\$2,287,271</b>
<b>EXPENDITURES</b>			
General Fund	\$600,206	\$53,851	\$654,057
General Government	\$59,745	\$5,101	\$64,846
Public Safety	\$301,483	\$29,598	\$331,080
Public Works	\$143,612	\$12,557	\$156,168
Parks & Recreation	\$67,294	\$0	\$67,294
Health and Welfare	\$0	\$0	\$0
Community Development	\$28,074	\$6,596	\$34,669
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$442,224	\$38,666	\$480,889
CIP Fund	\$115,205	\$10,073	\$125,278
Water & Sewer Operating Fund	\$327,018	\$28,593	\$355,611
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$1,042,430</b>	<b>\$92,517</b>	<b>\$1,134,947</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$24,467	\$13,174	\$37,641
Fire	\$34,527	\$18,592	\$53,119
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$1,018,374</b>	<b>\$31,766</b>	<b>\$1,050,140</b>
<b>NET FISCAL IMPACT</b>	<b>(\$782,239)</b>	<b>\$884,424</b>	<b>\$102,185</b>

Source: RKG Associates, Inc 2019

**Table 9**  
**Fiscal Impact Analysis Results (in 2019 Dollars)**  
**Scenario 3 - Regional Live/Work Community**

	Residential	Nonresidential	Total
<b>REVENUES</b>			
Real Property	\$225,995	\$31,450	\$257,445
Tangible Personal Property-General	\$193,073	\$10,006	\$203,080
Machinery and Tools	\$0	\$404	\$404
Business Personal Property & Computers	\$0	\$948	\$948
Penalties and Interest	\$6,461	\$654	\$7,115
Local Sales Taxes	\$174,144	(\$14,480)	\$159,663
Water and Sewer Use	\$210,585	\$213,949	\$424,534
Consumer Utility Taxes [1]	\$156,337	\$24,404	\$180,741
BPOL [2]	\$0	\$0	\$0
Utility Consumption Taxes [3]	\$29,323	\$1,223	\$30,546
Motor Vehicle Licenses [4]	\$85,717	\$4,442	\$90,159
Bank Franchise Taxes	\$0	\$40,471	\$40,471
Meals Taxes	\$275,051	\$559,956	\$835,007
Cigarette Taxes	\$86,118	\$1,819	\$87,937
Transient Occupancy Taxes	\$0	\$264,047	\$264,047
Permits & Fees	\$61,940	\$6,270	\$68,210
Fines & Forfeitures	\$60,590	\$6,133	\$66,722
Use of Money/Property	\$0	\$0	\$0
Charges for Services	\$685,007	\$0	\$685,007
Miscellaneous Revenue	\$82,003	\$0	\$82,003
<b>Subtotal - Revenues</b>	<b>\$2,332,346</b>	<b>\$1,151,695</b>	<b>\$3,484,041</b>
<b>EXPENDITURES</b>			
General Fund	\$1,096,116	\$78,079	\$1,174,195
General Government	\$109,108	\$7,396	\$116,504
Public Safety	\$550,577	\$42,914	\$593,491
Public Works	\$262,268	\$18,206	\$280,474
Parks & Recreation	\$122,894	\$0	\$122,894
Health and Welfare	\$0	\$0	\$0
Community Development	\$51,269	\$9,563	\$60,832
Contributions to Outside Entities	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Transfer to CIP Fund	\$0	\$0	\$0
Other Funds	\$807,603	\$56,062	\$863,665
CIP Fund	\$210,392	\$14,605	\$224,997
Water & Sewer Operating Fund	\$597,212	\$41,457	\$638,668
Water & Sewer Capital Project Fund	\$0	\$0	\$0
Motor Pool Fund	\$0	\$0	\$0
Information Technology Fund	\$0	\$0	\$0
<b>Subtotal - Expenditures</b>	<b>\$1,903,719</b>	<b>\$134,140</b>	<b>\$2,037,859</b>
<b>CAPITAL NEEDS (DEBT SERVICE ON TOTAL COST)</b>			
Police	\$40,778	\$21,957	\$62,735
Fire	\$57,545	\$30,986	\$88,531
Water & Sewer	\$0	\$0	\$0
Public Works	\$565,045	\$0	\$565,045
Parks & Recreation	\$394,334	\$0	\$394,334
<b>Subtotal - Capital Needs</b>	<b>\$1,057,703</b>	<b>\$52,943</b>	<b>\$1,110,646</b>
<b>NET FISCAL IMPACT</b>	<b>(\$629,077)</b>	<b>\$964,612</b>	<b>\$335,535</b>

Source: RKG Associates, Inc 2019



# PLAN WARRENTON 2040

## APPENDIX V - ECONOMIC BASE ANALYSIS



February 1, 2020

Warrenton, Virginia

ECONOMIC BASE ANALYSIS

White Paper

Prepared by:

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EXPERIENCE



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## **A. INTRODUCTION**

The purpose of this white paper is to document the economic trends shaping the western portion of the Northern Virginia Region, which is a large portion of the Washington-Baltimore-Arlington, DC-MD-VA-WV-PA CSA. The Washington D.C. Metropolitan Area is the metropolitan area centered on Washington, D.C., with a population of roughly 6.2 million in 2018. The area includes all the federal district and parts of the U.S. states of Maryland and Virginia, along with a small portion of West Virginia. It is part of the larger Baltimore-Washington metropolitan area. The western portion of Northern Virginia, as referenced in this analysis, includes the counties of Fauquier, Culpeper, Prince William, Loudoun and the City of Manassas. These are adjacent jurisdictions with direct commuting linkage to Fauquier County and the Town of Warrenton and are used for comparison purposes. The areas west of Fauquier County were not included in this analysis because the consultants believe that Warrenton's economic future is more strongly linked to the outward expansion of Northern Virginia than it is to the rural communities to the west.

## **B. HOW THIS ANALYSIS RELATES TO THE COMPREHENSIVE PLAN**

The economic base analysis reflects the foundational elements that will drive the comprehensive plan update relative to Warrenton's economic well-being and future potential to support new job creation and to create wealth and prosperity for local residents. Warrenton's potential to grow will depend on its ability to expand its economic base in a way that capitalizes on new, emerging trends; creates new well-paying jobs; generates new tax ratables and can relieve pressure from residential taxpayers.

The Northern Virginia Region is highly competitive and influenced by changing economic forces that shape suburban development patterns. Warrenton has historically remained on the fringe of these growth patterns but that will change in the future. Growth will continue to push further out from Washington, DC and with the extension of Metro services to Dulles International Airport, residential and economic development activities will push further westward.

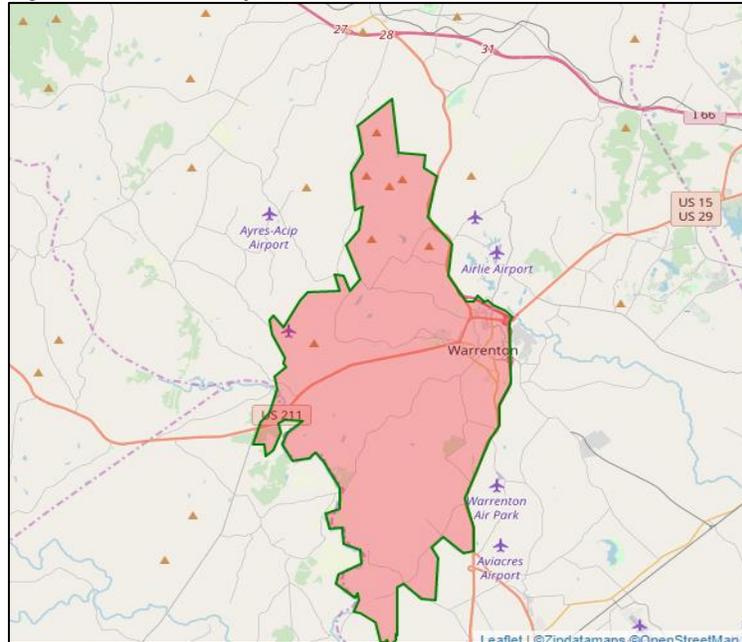
## **C. RESEARCH METHODOLOGY**

RKG Associates utilized several primary and secondary data sources for the economic base analysis. The major data sources of labor force and unemployment data is American Community (ACS) 2017 estimates and Virginia Labor Market Information. Employment by occupation and occupational skill level data are retrieved from Virginia Employment Commission. Wage by occupation data come from EMSI Labor Market Analytics, a national third-party employment and market data provider. In addition, the analysts used data from OnTheMap, an analysis tool created by the U.S. Census Bureau and the U.S.

Department of Commerce with data collected for the Longitudinal Employer-Household Dynamics Program (LEHD) for the commuting pattern and destination analysis.

The economic base analysis examines the broader Region to compare Warrenton to its surrounding jurisdictions in terms of prevailing economic indicators. The study area is comprised of Fauquier County, Culpeper County to the south, Loudoun County to the north, Manassas City to the east and Prince William County east and south. For the Town of Warrenton, EMSI reports data at the zip code level. While there are two zip codes associated with the Town of Warrenton, zip code 20186 encompasses

**Figure 1 – Warrenton Zip Code 20186 boundaries**



Source: Leaflet | Zipdatamaps OpenStreetMap Contributors

almost the entire political Town boundary with additional land to the north, south, and west within Fauquier County (Figure 1). While not a perfect match, RKG believes it captures all of Warrenton’s most significant employment nodes, as well as some activity to the north along U.S. Route 17 in Fauquier County.

#### **D. ECONOMIC BASE ANALYSIS**

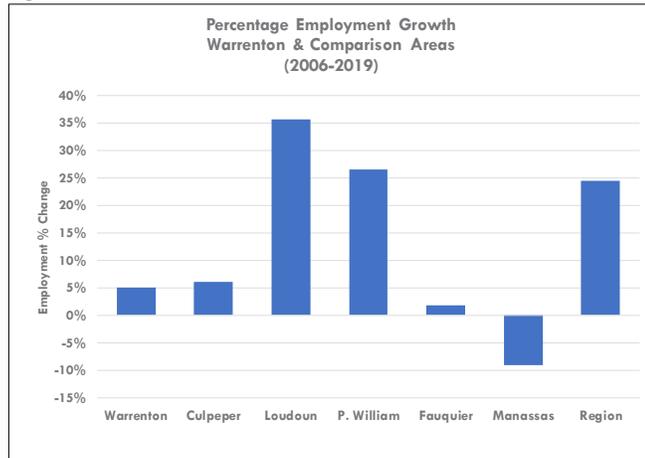
The economic base analysis examines employment and establishment trends, labor force size, labor force participation, unemployment, earning and wage by occupation and industry, in addition to commuting patterns. RKG also conducted some special economic analyses to determine the competitiveness of Warrenton and Regional industries. Where possible, RKG has tried to obtain town-specific data, but in the absence of data, Fauquier County was used and compared to the surrounding Region.

## Employment Trends

Employment trends for Warrenton and the western Northern Virginia Region (a.k.a. the Region) was assembled from EMSI Industry Analytics, a proprietary data source that collects and interpolates demographic, economic and labor force data for all zip code areas, cities and counties in the United States. RKG included data from 2006, 2010 and 2019 at the 2-digit NAICS level to show the effects of the last recession and how the Town and the Region recovered following that event. In many cases, some industries have not recovered over the past nine years.

According to EMSI, the Town of Warrenton has approximately 11,799 jobs in 2019, which is an increase of 574 jobs (5.1%) since 2006 levels (Figure 2). A growth rate of 5.1% over a 13-year period is very slow and equates to an average annual rate of 0.4%. By way of comparison, the Region experienced a job increase of 24.4% during the 2006-2019 study period for an average annual rate of 1.9%; nearly five times the Town's rate.

Figure 2



Source: EMSI and RKG Associates, Inc., 2019

The Town's employment growth was tempered by a loss of 321 jobs (-2.9%) between 2006 and 2010, when the national economy was experiencing a severe downturn due to the financial crisis and the protracted recession that followed. Fauquier County sustained an 8% loss in employment during the recession, which was more severe than the Town. While most of the western Northern Virginia jurisdictions experienced job losses during that period, the Region added 4,327 (1.4%) (Table 1). This is mostly due to employment growth in Loudoun County, which saw a 5% increase in employment led by healthcare services, professional services and government.

Since 2006, the Town of Warrenton has lost the most jobs in construction (-247 jobs), wholesale trade (-185 jobs) and arts, entertainment and recreation (-93 jobs). Several industries have not yet replaced the jobs lost between the 2006-2010 period, including: retail trades, transportation, information and several other industries, which remain below 2006 employment levels.

Warrenton, Virginia  
Economic Base Analysis White Paper



Table 1  
Employment Change by Industry (2006 to 2019)

Warrenton, VA										
NAICS	Industry Sectors	2006	2010	2019	Chge. '06-'10	Chge. '10-'19	Chge. '06-'19	% Chge. '06-'10	% Chge. '10-'19	% Chge. '06-'19
	<b>Total - All Industries</b>	<b>11,204</b>	<b>10,883</b>	<b>11,779</b>	<b>(321)</b>	<b>895</b>	<b>574</b>	<b>(2.9%)</b>	<b>8.0%</b>	<b>5.1%</b>
11	Agriculture, Forestry, Fishing and Hunting	35	35	37	0	1	1	0.6%	3.3%	3.9%
21	Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0	0	0	--	--	--
22	Utilities	48	52	38	4	(14)	(10)	8.4%	(29.8%)	(21.4%)
23	Construction	869	490	622	(379)	132	(247)	(43.6%)	15.1%	(28.4%)
31	Manufacturing	115	85	154	(30)	69	39	(26.4%)	60.2%	33.8%
42	Wholesale Trade	433	289	248	(143)	(42)	(185)	(33.1%)	(9.6%)	(42.8%)
44	Retail Trade	1,859	1,705	1,816	(154)	111	(43)	(8.3%)	6.0%	(2.3%)
48	Transportation and Warehousing	95	85	48	(10)	(36)	(46)	(10.7%)	(38.3%)	(49.0%)
51	Information	141	102	62	(40)	(40)	(80)	(27.9%)	(28.5%)	(56.4%)
52	Finance and Insurance	418	420	437	2	17	19	0.5%	4.1%	4.6%
53	Real Estate and Rental and Leasing	116	173	116	57	(57)	0	49.3%	(48.9%)	0.4%
54	Professional, Scientific, and Technical Services	455	473	567	18	94	112	4.1%	20.6%	24.6%
55	Management of Companies and Enterprises	0	9	9	9	0	9	--	--	--
56	Administrative and Support and Waste Management	109	122	156	14	34	47	12.5%	30.8%	43.3%
61	Educational Services	135	119	198	(16)	79	63	(11.8%)	58.4%	46.6%
62	Health Care and Social Assistance	1,970	2,175	2,357	205	182	387	10.4%	9.2%	19.6%
71	Arts, Entertainment, and Recreation	231	240	139	8	(101)	(93)	3.5%	(43.6%)	(40.0%)
72	Accommodation and Food Services	1,024	985	1,252	(39)	267	228	(3.8%)	26.1%	22.3%
81	Other Services (except Public Administration)	660	623	724	(36)	101	65	(5.5%)	15.4%	9.8%
90	Government	2,491	2,700	2,768	209	68	277	8.4%	2.7%	11.1%
99	Unclassified Industry	0	0	30	0	30	30	--	--	--

Source: EMSI and RKG Associates, Inc., 2019

Employment Change by Industry (2006 to 2019)  
Fauquier County, VA

Fauquier County, VA										
NAICS	Industry Sectors	2006	2010	2019	Chge. '06-'10	Chge. '10-'19	Chge. '06-'19	% Chge. '06-'10	% Chge. '10-'19	% Chge. '06-'19
	<b>Total - All Industries</b>	<b>22,936</b>	<b>21,113</b>	<b>23,349</b>	<b>(1,824)</b>	<b>2,236</b>	<b>412</b>	<b>(8.0%)</b>	<b>9.7%</b>	<b>1.8%</b>
11	Agriculture, Forestry, Fishing and Hunting	546	473	459	(73)	(15)	(87)	(13.3%)	(2.7%)	(16.0%)
21	Mining, Quarrying, and Oil and Gas Extraction	61	51	61	(11)	10	(0)	(17.4%)	17.1%	(0.3%)
22	Utilities	58	63	112	5	48	53	8.5%	83.2%	91.6%
23	Construction	3,891	2,320	2,541	(1,571)	221	(1,350)	(40.4%)	5.7%	(34.7%)
31	Manufacturing	855	756	930	(99)	174	75	(11.5%)	20.3%	8.8%
42	Wholesale Trade	855	547	485	(309)	(62)	(371)	(36.1%)	(7.2%)	(43.3%)
44	Retail Trade	2,735	2,637	2,895	(98)	259	160	(3.6%)	9.5%	5.9%
48	Transportation and Warehousing	346	312	252	(34)	(60)	(94)	(9.8%)	(17.5%)	(27.2%)
51	Information	235	162	144	(73)	(18)	(92)	(31.1%)	(7.8%)	(38.9%)
52	Finance and Insurance	552	543	553	(9)	10	1	(1.7%)	1.9%	0.2%
53	Real Estate and Rental and Leasing	224	327	258	103	(69)	34	45.9%	(30.8%)	15.1%
54	Professional, Scientific, and Technical Services	1,198	1,364	1,795	166	431	598	13.9%	36.0%	49.9%
55	Management of Companies and Enterprises	244	192	164	(52)	(28)	(80)	(21.3%)	(11.6%)	(32.9%)
56	Administrative and Support and Waste Management	515	413	626	(101)	212	111	(19.7%)	41.3%	21.6%
61	Educational Services	349	319	513	(30)	194	164	(8.7%)	55.6%	46.9%
62	Health Care and Social Assistance	2,219	2,422	2,558	203	136	339	9.1%	6.1%	15.3%
71	Arts, Entertainment, and Recreation	491	467	300	(24)	(167)	(191)	(4.9%)	(34.1%)	(39.0%)
72	Accommodation and Food Services	2,058	1,962	2,388	(96)	426	330	(4.7%)	20.7%	16.0%
81	Other Services (except Public Administration)	1,441	1,415	1,618	(26)	203	177	(1.8%)	14.1%	12.3%
90	Government	4,062	4,367	4,642	305	274	580	7.5%	6.8%	14.3%
99	Unclassified Industry	0	0	57	0	57	57	--	--	--

Source: EMSI and RKG Associates, Inc., 2019

Employment Change by Industry (2006 to 2019)  
Western Northern Virginia Region

Western Northern Virginia Region										
NAICS	Industry Sectors	2006	2010	2019	Chge. '06-'10	Chge. '10-'19	Chge. '06-'19	% Chge. '06-'10	% Chge. '10-'19	% Chge. '06-'19
	<b>Total - All Industries</b>	<b>307,323</b>	<b>311,650</b>	<b>382,319</b>	<b>4,327</b>	<b>70,669</b>	<b>74,996</b>	<b>1.4%</b>	<b>23.0%</b>	<b>24.4%</b>
11	Agriculture, Forestry, Fishing and Hunting	1,490	1,333	1,411	(157)	78	(79)	(10.6%)	5.3%	(5.3%)
21	Mining, Quarrying, and Oil and Gas Extraction	449	349	452	(100)	103	2	(22.3%)	22.8%	0.5%
22	Utilities	606	662	744	56	82	138	9.2%	13.5%	22.7%
23	Construction	39,841	29,522	36,964	(10,320)	7,443	(2,877)	(25.9%)	18.7%	(7.2%)
31	Manufacturing	12,140	10,250	13,747	(1,890)	3,497	1,607	(15.6%)	28.8%	13.2%
42	Wholesale Trade	7,751	6,616	7,629	(1,136)	1,014	(122)	(14.7%)	13.1%	(1.6%)
44	Retail Trade	42,662	43,100	46,940	438	3,840	4,278	1.0%	9.0%	10.0%
48	Transportation and Warehousing	12,403	12,314	14,173	(89)	1,859	1,770	(0.7%)	15.0%	14.3%
51	Information	11,474	9,237	8,833	(2,237)	(404)	(2,641)	(19.5%)	(3.5%)	(23.0%)
52	Finance and Insurance	6,333	6,047	7,403	(285)	1,356	1,070	(4.5%)	21.4%	16.9%
53	Real Estate and Rental and Leasing	3,911	4,098	4,754	187	655	842	4.8%	16.8%	21.5%
54	Professional, Scientific, and Technical Services	24,975	29,703	36,470	4,728	6,767	11,495	18.9%	27.1%	46.0%
55	Management of Companies and Enterprises	2,267	2,213	2,629	(54)	416	361	(2.4%)	18.3%	15.9%
56	Administrative and Support and Waste Management	14,834	14,711	19,505	(123)	4,794	4,671	(0.8%)	32.3%	31.5%
61	Educational Services	4,174	5,565	5,681	1,391	116	1,507	33.3%	2.8%	36.1%
62	Health Care and Social Assistance	21,320	26,196	35,186	4,876	8,990	13,866	22.9%	42.2%	65.0%
71	Arts, Entertainment, and Recreation	4,184	4,716	7,033	532	2,317	2,849	12.7%	55.4%	68.1%
72	Accommodation and Food Services	24,227	26,171	36,737	1,943	10,566	12,510	8.0%	43.6%	51.6%
81	Other Services (except Public Administration)	13,199	13,702	17,706	503	4,004	4,507	3.8%	30.3%	34.1%
90	Government	59,082	65,137	77,183	6,056	12,046	18,102	10.2%	20.4%	30.6%
99	Unclassified Industry	0	9	1,140	9	1,131	1,140	--	--	--

Source: EMSI and RKG Associates, Inc., 2019

Region includes: Loudoun, Prince William, Culpeper, Fauquier Counties and Manassas City

However, several industries have replaced lost jobs or have continued to grow over the study period. The strongest employment gains have occurred in: (1) healthcare and social assistance (387 jobs), (2) government (277 jobs), (3) accommodation and food services (228 jobs). These same industries have experienced strong job gains throughout the Region.

### **Self-Employed Workers**

A sizeable share of the Region's workforce is not tracked as employees of companies because they are classified as self-employed workers (i.e. single-person LLCs). In 2019, roughly 8.7% of the Region's workforce was self-employed and since 2006 the number of self-employed as increased by 21% or 5,708 jobs. Other large self-employment industry is Construction Services (18.5%), but employment has dropped significantly since 2006, when construction workers accounted for over 24% of self-employed jobs. The second largest share (17.6%) of self-employed workers are in Professional, Scientific and Technical services industries and they have increased by 57% since 2006. The growth of self-employed jobs has slightly lagged behind the employed sector of the Regional economy (24.4%).

### **Establishment Trends**

Establishment data were obtained from the U.S. Department of Commerce's County Business Patterns, which covered the period from 2006 to 2015. The data are collected and reported at the county level, so no information was available for the Town of Warrenton. Fauquier County trends indicate that establishments declined by 5.4% between 2006 and 2015. During the same period, the Region's business establishments increased by 21.3% (Table 2).

The greatest difference between the two areas is the number of industries that sustained establishment losses. In Fauquier County, approximately 13 out of 21 industries lost businesses whereas the Region's only declining industry was Construction, which lost 162 businesses. Fauquier County experienced the largest business losses in Construction (85 establishments), Retail Trade and Healthcare and Social Assistance industries. Since 2015, it's possible that some of these losses have been reduced, since the County has experienced employment increases in Retail Trade, Healthcare and Construction.

**Table 2**  
**Change in Establishments (2006-2015)**  
**Fauquier County and Western Northern Virginia Region**

Industry Description	Fauquier County		Region	
	Estab. Chge		Estab. Chge	
	'06-'15	% Chge.	'06-'15	% Chge.
<b>NAICS Total- All Industries</b>	<b>(103)</b>	<b>-5.4%</b>	<b>3,869</b>	<b>21.3%</b>
11---- Forestry, Fishing, Hunting, and Agriculture Support	(5)	-21.7%	4	7.0%
21---- Mining	2	100.0%	8	53.3%
22---- Utilities	3	150.0%	6	35.3%
23---- Construction	(85)	-20.2%	(162)	-5.6%
31---- Manufacturing	11	24.4%	8	2.1%
42---- Wholesale Trade	(4)	-8.5%	89	16.5%
44---- Retail Trade	(26)	-10.5%	113	4.3%
48---- Transportation and Warehousing	(13)	-24.1%	83	15.7%
51---- Information	5	20.8%	49	12.5%
52---- Finance and Insurance	(6)	-6.8%	23	2.6%
53---- Real Estate and Rental and Leasing	(9)	-10.3%	31	3.7%
54--- Professional, Scientific, and Technical Services	4	1.5%	1,642	54.7%
55---- Management of Companies and Enterprises	(6)	-75.0%	37	50.0%
56---- Administrative and Support and Waste Management	15	15.2%	247	22.7%
61---- Educational Services	4	16.7%	152	61.5%
62---- Health Care and Social Assistance	(18)	-14.0%	625	45.1%
71---- Arts, Entertainment, and Recreation	(5)	-12.2%	53	19.6%
72---- Accommodation and Food Services	14	12.1%	484	38.9%
81---- Other Services (except Public Administration)	17	8.9%	378	23.1%
95---- Auxiliaries (exc corporate, subsidiary & regional mgt)	--	--	--	--
99---- Unclassified	(1)	-16.7%	(1)	-1.8%

Source: U.S. Department of Commerce, County Business Patterns and RKG Associates, Inc., 2019

## Location Quotients (LQ)

RKG Associates analyzed location quotients for the Town of Warrenton, Fauquier County and the Region to identify industries that may be enjoying some competitive advantages, based on their local employment share. This analysis was completed at the 3-digit NAICS level, which is a more finely grained classification of employment data than presented earlier. Table 3 highlights all employment industries with LQs of at least 1.0 or greater, meaning that the local share is greater than the national average. Roughly 24 (25%) out of 95 industries in Warrenton had LQs of 1.0 or greater in 2019. The larger Regional economy had 31 (33%) out of 95 at or above 1.0 LQ. Only twelve industries with location quotients of 1.0 or greater are shared between the three economic areas (Table 4). Most of these employment industries are driven by local consumption and spending power and are not considered export industries.

Location quotients (LQ) show the relative presence of a given industry at the local level as compared to its presence nationally. For example, a local industry with a LQ of 1.0, has the same share of local employment as it does nationally. If it had an LQ of 2.0, then the local share of employment would be twice the national average. The implication is that local industries with higher LQs than the national average must be experiencing some local advantage. As an example, the mining sector in West Virginia has an LQ of 15.9, making it 15.9 times greater than the national average. That's largely because West Virginia has rich and productive coal fields, which are unique to that part of the country and thus the mining sector is disproportionately larger than the national average. The opposite applies to industries that have LQs less than 1.0, as the local employment share is lower than the national share for that industry.

The highest location quotients in Warrenton included: (1) private household services (2.34 LQ), hospitals (2.28 LQ), building materials and garden equipment (2.28 LQ) and local government (2.18 LQ). Each industry has employment levels that are proportionally more than twice the national average. This is largely because Warrenton is the county-seat, so it has a disproportionate cluster of

Table 3  
Industry Location Quotients (2019)  
Warrenton, Fauquier County and Western Northern Virginia

NAICS	Description	Warrenton	Fauquier County	Western Northern VA
111	Crop Production	0.09	0.85	0.38
112	Animal Production and Aquaculture	0.50	4.98	0.56
113	Forestry and Logging	0.00	0.00	0.10
114	Fishing, Hunting and Trapping	0.00	3.31	0.20
115	Support Activities for Agriculture and Forestry	0.55	2.22	0.38
211	Oil and Gas Extraction	0.00	0.00	0.02
212	Mining (except Oil and Gas)	0.00	2.10	0.91
213	Support Activities for Mining	0.00	0.00	0.01
221	Utilities	0.90	1.33	0.54
236	Construction of Buildings	0.76	1.81	1.31
237	Heavy and Civil Engineering Construction	0.86	2.71	1.98
238	Specialty Trade Contractors	1.25	2.27	2.22
311	Food Manufacturing	0.00	0.11	0.14
312	Beverage and Tobacco Product Manufacturing	0.07	6.50	1.86
313	Textile Mills	0.00	0.00	0.12
314	Textile Product Mills	0.07	0.04	0.33
315	Apparel Manufacturing	0.00	0.00	0.12
316	Leather and Allied Product Manufacturing	0.00	0.00	0.00
321	Wood Product Manufacturing	0.00	0.53	0.40
322	Paper Manufacturing	0.00	0.00	0.11
323	Printing and Related Support Activities	1.75	0.88	0.39
324	Petroleum and Coal Products Manufacturing	0.00	0.00	0.00
325	Chemical Manufacturing	0.00	0.07	0.08
326	Plastics and Rubber Products Manufacturing	0.00	0.01	0.01
327	Nonmetallic Mineral Product Manufacturing	0.00	1.75	0.80
331	Primary Metal Manufacturing	0.00	0.01	0.24
332	Fabricated Metal Product Manufacturing	0.00	0.42	0.20
333	Machinery Manufacturing	1.07	0.63	0.17
334	Computer and Electronic Product Manufacturing	0.00	0.39	2.20
335	Electrical Equipment, Appliance, and Component Manufacturing	0.00	0.01	0.35
336	Transportation Equipment Manufacturing	0.00	0.10	0.18
337	Furniture and Related Product Manufacturing	0.09	1.93	0.68
339	Miscellaneous Manufacturing	0.00	0.10	0.49
423	Merchant Wholesalers, Durable Goods	0.41	0.57	0.61
424	Merchant Wholesalers, Nondurable Goods	0.75	0.47	0.42
425	Wholesale Electronic Markets and Agents and Brokers	0.56	0.64	0.42
441	Motor Vehicle and Parts Dealers	1.76	1.72	1.27
442	Furniture and Home Furnishings Stores	0.64	0.57	1.57
443	Electronics and Appliance Stores	0.96	0.60	0.95
444	Building Material and Garden Equipment and Supplies Dealers	2.28	1.89	1.26
445	Food and Beverage Stores	1.80	1.41	1.19
446	Health and Personal Care Stores	1.07	0.80	0.80
447	Gasoline Stations	1.16	2.28	1.11
448	Clothing and Clothing Accessories Stores	0.30	0.18	1.55
451	Sporting Goods, Hobby, Musical Instrument, and Book Stores	1.76	0.93	1.26
452	General Merchandise Stores	1.82	0.95	1.27
453	Miscellaneous Store Retailers	1.89	1.20	1.18
454	Nonstore Retailers	0.05	0.90	0.32
481	Air Transportation	0.05	0.02	3.04
482	Rail Transportation	0.35	0.85	0.46
483	Water Transportation	0.00	0.00	0.00
484	Truck Transportation	0.20	0.68	0.86
485	Transit and Ground Passenger Transportation	0.05	0.03	1.04
486	Pipeline Transportation	0.07	0.07	0.39
487	Scenic and Sightseeing Transportation	0.00	0.00	0.01
488	Support Activities for Transportation	0.28	0.51	2.41
491	Postal Service	0.00	0.00	1.77
492	Couriers and Messengers	0.01	0.05	0.55
493	Warehousing and Storage	0.00	0.00	0.07
511	Publishing Industries (except Internet)	0.63	0.69	0.27
512	Motion Picture and Sound Recording Industries	0.00	0.00	0.47
515	Broadcasting (except Internet)	0.00	0.11	0.21
517	Telecommunications	0.29	0.27	2.56
518	Data Processing, Hosting, and Related Services	0.15	0.07	3.09
519	Other Information Services	0.24	0.58	0.50
521	Monetary Authorities-Central Bank	0.00	0.00	0.00
522	Credit Intermediation and Related Activities	1.59	0.89	0.60
523	Securities, Commodity Contracts, and Other Financial Investments	0.49	0.38	0.25
524	Insurance Carriers and Related Activities	0.38	0.34	0.37
525	Funds, Trusts, and Other Financial Vehicles	1.23	0.75	9.23
531	Real Estate	0.81	0.80	0.79
532	Rental and Leasing Services	0.25	0.60	0.99
533	Lessors of Nonfinancial Intangible Assets	0.00	0.00	0.51
541	Professional, Scientific, and Technical Services	0.78	1.25	1.55
551	Management of Companies and Enterprises	0.01	0.46	0.45
561	Administrative and Support Services	0.23	0.44	0.80
562	Waste Management and Remediation Services	0.00	0.62	1.68
611	Educational Services	0.66	0.86	0.58
621	Ambulatory Health Care Services	1.67	0.89	0.87
622	Hospitals	2.28	1.15	0.50
623	Nursing and Residential Care Facilities	0.36	0.23	0.58
624	Social Assistance	1.32	0.86	0.76
711	Performing Arts, Spectator Sports, and Related Industries	0.07	0.58	0.98
712	Museums, Historical Sites, and Similar Institutions	0.00	0.02	0.26
713	Amusement, Gambling, and Recreation Industries	1.04	0.98	1.34
721	Accommodation	0.51	1.20	0.74
722	Food Services and Drinking Places	1.29	1.12	1.12
811	Repair and Maintenance	1.51	1.72	1.28
812	Personal and Laundry Services	1.50	1.30	1.42
813	Religious, Grantmaking, Civic, Professional	1.54	1.59	0.97
814	Private Households	2.34	6.01	1.51
901	Federal Government	0.59	1.17	2.03
902	State Government	0.34	0.55	0.39
903	Local Government	2.19	1.52	1.33
999	Unclassified Industry	2.82	2.66	3.27

Source: EMSI and RKG Associates, Inc., 2019

government employment. Hospital and building materials employment can be traced to specific local employers.

Warrenton shares 12 employment industries with Fauquier County and the Region, with LQs greater than 1.0 (Table 4). Again, all these industries primarily serve the local and Regional population at a higher level than the national average. The Washington, DC metropolitan area is the sixth most populous and one of the most affluent Regions in the country. Accordingly, consumption-based industries will perform better than the national average because household incomes and disposable incomes are higher.

**Table 4**  
**Common Employment Industries with LQs of 1.0 or Higher**  
**Warrenton, Fauquier County and Western Northern Virginia**

NAICS	Description	Warrenton	Fauquier County	Western Northern VA
238	Specialty Trade Contractors	1.25	2.27	2.22
441	Motor Vehicle and Parts Dealers	1.76	1.72	1.27
444	Building Material and Garden Equipment and Supplies Dealers	2.28	1.89	1.26
445	Food and Beverage Stores	1.80	1.41	1.19
447	Gasoline Stations	1.16	2.28	1.11
453	Miscellaneous Store Retailers	1.89	1.20	1.18
722	Food Services and Drinking Places	1.29	1.12	1.12
811	Repair and Maintenance	1.51	1.72	1.28
812	Personal and Laundry Services	1.50	1.30	1.42
814	Private Households	2.34	6.01	1.51
903	Local Government	2.19	1.52	1.33
999	Unclassified Industry	2.82	2.66	3.27

Source: EMSI and RKG Associates, Inc., 2019

## Shift Share Analysis

Shift Share Analysis is used in both industry and occupational contexts. Shift Share is a standard method of Regional economic analysis that helps identify whether job change in an industry/occupation in a Region is due to national factors—the “rising tide lifts all boats” phenomenon—or whether it’s due to factors within the Region of study itself. An industry/occupation could be growing/declining in a Region because of one or several of the following factors:

- Growth Effect - the overall growth/decline of the entire national economy;
- Industry/Occupation Mix Effect - the growth or decline of the industry/occupation in question at a national level;
- Competitive Effect - growth or decline that cannot be explained completely by national trends and therefore highlights something unique about the Region of study.

The most important of the three is Competitive Effect, which identifies Region-specific factors as being responsible for the growth/decline of the industry/occupation in question. Expected Change shows the expected growth/decline for the industry/occupation in Region in question given the National Growth Effect and the

Industry/Occupation Mix Effect. The Competitive Effect is the leftover effect (if any) that cannot be explained by the National Growth Effect and Industry/Occupation Mix Effects as shown in the Expected Change metric.<sup>1</sup>

Table 5 shows the results of the Shift Share Analysis for both the Western Northern Virginia Region as well as the Town of Warrenton. The Warrenton analysis is problematic in that the economy is very small and interpretation from these results is difficult. However, the results are shown for comparison purposes. The Regional results highlight industries with employment shares of 500 jobs or more due to the Region's "Competitive Effect." In other words, there are Regional factors contributing to employment in these industries that cannot be explained by national employment trends. For the Town of Warrenton, the threshold was set at 10 or more jobs due to the Competitive Effect.

The Region has several industries that serve markets beyond the local population and their Competitive Effect employment is reflective of that. Industries such as Professional, Scientific and Technical Services, Computer and Electronic Product Manufacturing and Data Processing, Hosting and Related Services are just a few industries that perform well and serve outside markets. This is largely due to the Region's large educated labor force working in knowledge-based industries. In addition, there is a considerable computer server/cloud computing infrastructure in the Region, particularly in Loudoun County and being built in Fauquier County, that attracts companies looking to locate near this infrastructure. But for the most part, the Region's Competitive Effect industries are mostly catering to the Region's population.

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<sup>1</sup> EMSI, 2019





The top 10 Competitive Effect industries for each area indicate that local and federal government is a top industry for both, as is administrative and support services (Table 6). Warrenton has a local competitive advantage in machinery manufacturing and heavy and civil engineering construction. It is important to note that strong Competitive Effect industries can be experiencing employment declines like heavy and civil engineering construction between 2006-2019. The shift share analysis simply identifies those factors that are contributing most to the presence of these job in the local economy. RKG has highlighted the Competitive Effect industries because local factors are contributing more to employment in these industries. This suggests that the Region enjoys certain competitive advantage that Warrenton can take advantage of in the future to grow these industries.

**Table 6**  
**Shift Share Analysis - Western Northern Virginia Region (2019)**  
**Highlighted Industries = 500 > Jobs from Competitive Effect**

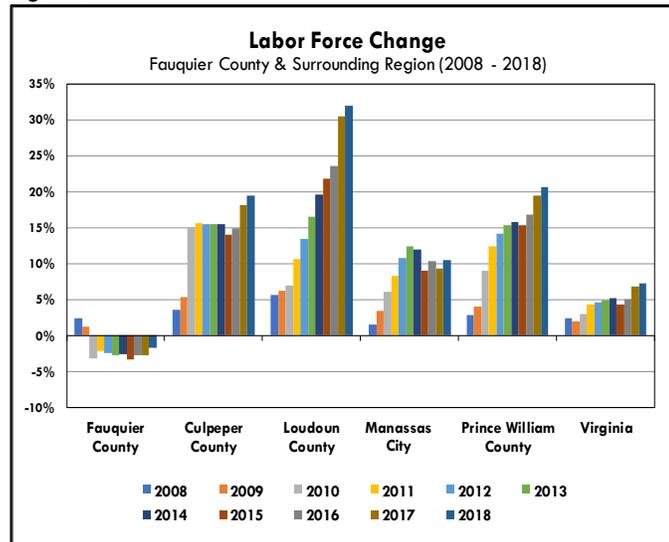
NAICS	Description	Industry Mix Effect	Nat'l Growth Effect	Expected Change	Competitive Effect
<b>Western Northern Virginia Region</b>					
903	Local Government	(2,504)	3,436	932	9,808
901	Federal Government	(1,794)	1,642	(152)	6,897
722	Food Services and Drinking Places	3,920	2,009	5,929	5,527
541	Professional, Scientific, and Technical Services	4,023	2,330	6,353	5,142
621	Ambulatory Health Care Services	2,831	799	3,630	4,172
445	Food and Beverage Stores	(17)	535	518	2,852
334	Computer and Electronic Product Manufacturing	(1,076)	362	(714)	2,678
561	Administrative and Support Services	167	1,280	1,447	2,513
518	Data Processing, Hosting, and Related Services	98	53	151	1,862
623	Nursing and Residential Care Facilities	185	246	431	1,765
<b>Town of Warrenton</b>					
624	Social Assistance	78	12	90	190
903	Local Government	(151)	207	56	142
522	Credit Intermediation and Related Activities	(50)	24	(26)	84
333	Machinery Manufacturing	(2)	1	(1)	78
441	Motor Vehicle and Parts Dealers	(7)	18	11	67
901	Federal Government	(16)	14	(2)	62
813	Religious, Grantmaking, Civic, Professional	(13)	26	13	54
561	Administrative and Support Services	1	10	11	36
999	Unclassified Industry	(1)	0	(1)	31
237	Heavy and Civil Engineering Construction	(1)	4	3	30

Source: EMSI and RKG Associates, Inc., 2019

### Labor Force and Unemployment

Fauquier County had a labor force of 36,319 people in 2018, which was larger than Culpeper County and Manassas City, but smaller than Loudoun County and Prince William County. It should be noted that Fauquier County's labor force was generally shrinking between 2010 and 2017 (from 35,763 in 2010 to 34,730 in 2017), while the surrounding Region has been steadily growing its labor force during the same period. Though Fauquier County reversed the decline in 2019, there has still been a general loss of labor going back to 2007, just before the recession (Figure 3).

**Figure 3**



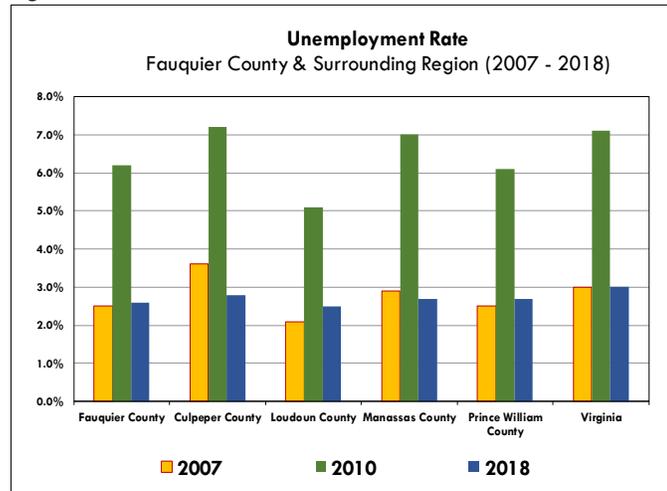
Source: Virginia Labor Market Information and RKG Associates, Inc., 2019

This trend indicates that Fauquier County’s economy has not been able to create competitive jobs to attract new workers. In addition, it is likely that some Fauquier County workers have dropped out of the labor force and have stopped looking for employment. To be officially counted in the labor force statistics, a person must be either employed or unemployed and actively seeking work over the previous four-week period.

The fact that Fauquier County has not recovered from the last recession is concerning, particularly because all other jurisdictions in the competitive Region have sustained steady labor force growth.

The unemployment rate in Fauquier County has generally been slightly lower than the surrounding Region and the state level between 2007 and 2018. Its unemployment rate has improved after declines during the Great Recession, but not fully back to the pre-recession level as of 2018 (2.6% in 2018 compared to 2.5% in 2007), while most of the surrounding Region and Virginia as a whole have recovered to levels equal or below the 2007 unemployment rates (Figure 4 and Appendix Table 1).

Figure 4



Source: EMSI Labor Market Information and RKG Associates, Inc., 2019

A closer look at unemployment by industry for the Western Northern Virginia Region shows the proportional difference between the Region and the rest of the United States (Table 7). Of the 13,909 unemployed workers in the Region in July 2019, approximately 51% were clustered in just five industries including: (23) Construction - 1,731 workers, (56) Administrative and Support and Waste Management - 1,507 workers, (54) Professional, Scientific, Technical Services - 1,384 workers and (72) Accommodation and Food Services - 1,216 workers and Retail Trade - 1,248 workers. Another 12% (1,656 workers) were classified as (99) No Previous Work Experience unspecified.

In terms of the labor force participation, Fauquier County has a labor force participation rate of 67.2% in 2017, which is lower than most of the surrounding Region except for Culpeper County. The participation rate is the number of people working or seeking work as a percentage of the working population (ages 16 to 65). The participation rate is like the concept of being 'economically active' and is a measure of labor force health. People who have stopped looking for employment are said to have dropped out of the labor force.

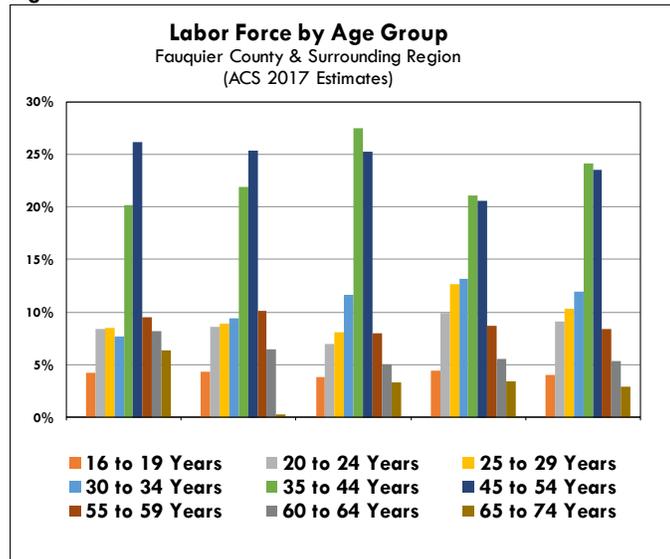
**Table 7**  
**Western Northern Virginia Region**  
**Unemployment by Industry (July 2019)**

NAICS	Industry	Unemployed (July 2019)	% of Regional Unemployment	% of National Unemployment
11	Agriculture, Forestry, Fishing and Hunting	37	0%	3%
21	Mining, Quarrying, and Oil and Gas Extraction	101	1%	1%
22	Utilities	10	0%	0%
23	Construction	1,731	12%	9%
31	Manufacturing	566	4%	12%
42	Wholesale Trade	371	3%	3%
44	Retail Trade	1,248	9%	8%
48	Transportation and Warehousing	485	3%	6%
51	Information	317	2%	2%
52	Finance and Insurance	286	2%	3%
53	Real Estate and Rental and Leasing	195	1%	1%
54	Professional, Scientific, and Technical Services	1,384	10%	5%
55	Management of Companies and Enterprises	36	0%	1%
56	Administrative and Support and Waste Management	1,507	11%	10%
61	Educational Services	247	2%	3%
62	Health Care and Social Assistance	1,173	8%	10%
71	Arts, Entertainment, and Recreation	102	1%	1%
72	Accommodation and Food Services	1,216	9%	7%
81	Other Services (except Public Administration)	511	4%	3%
90	Government	730	5%	2%
99	No Previous Work Experience/Unspecified	1,656	12%	7%
Total Unemployment by Industry		13,909	100%	100%

Source: EMSI and RKG Associates, Inc, 2019

Fauquier County’s lower participation rate is most likely influenced by its lower number of persons age 30 to 34 and 35 to 44 years. These are typical mid-cycle households that are raising families and getting established in their careers. Fauquier County does have a larger share (7.2%) of older people (age 65 to 74 years), who are still active in the labor force at levels higher than the Region (Figure 5 and Appendix Table 2). The labor force structure by age group in Fauquier County is similar to the surrounding Region, with people aged between 35- and 54-years accounting for over half of the labor force (55.9%).

**Figure 5**



Source: ACS 2017 Estimates and RKG Associates, Inc., 2019

### Occupational Employment Trends

RKG Associates used the 2006-2019 employment data by three-digit Standard Occupational Classification (SOC) System Summary Occupation provided by EMSI Labor Market Analytics to analyze occupational employment trends. Occupational employment data are different than industry employment, in that its tied to specific occupations (e.g., administrative support, janitor, sales manager, etc.) rather than an industry. For example,

the occupation of secretary is not defined by a specific industry, as they are present in all employment industries. Warrenton data were obtained for zip code area 20186. The Region includes Fauquier County, Culpeper County, Loudoun County, Manassas City, and Prince William County.

The data indicate that Retail Sales Workers; Preschool, Primary, Secondary, and Special Education School Teachers; Food and Beverage Serving Workers; and Health Diagnosing and Treating Practitioners have been among the top five occupations that contribute the most jobs in Warrenton between 2006 and 2019. Retail Sales Workers has generally been the major occupation in both Warrenton and the Region during this period. While there has been a decline in Preschool, Primary, Secondary, and Special Education School Teachers jobs (-0.7% per year), there have been job increases in Retail Sales Workers, Food and Beverage Serving Workers, and Health Diagnosing and Treating Practitioners occupations in Warrenton. Besides, Other Personal Care and Service Workers has emerged as the fifth-largest occupation in Warrenton in 2019 (Table 8).

**Table 8**  
**Top 5 Occupations by Number of Jobs**  
**Warrenton VS. Region (2006-2019)**

Warrenton			Region		
Occupation	Jobs	Ann. % Chg.	Occupation	Jobs	Ann. % Chg.
<b>2006</b>					
Retail Sales Workers	1,039	N/A	Retail Sales Workers	25,649	N/A
Preschool, Primary, Secondary, and Special Education School Teachers	946	N/A	Construction Trades Workers	19,968	N/A
Food and Beverage Serving Workers	587	N/A	Food and Beverage Serving Workers	12,709	N/A
Health Diagnosing and Treating Practitioners	571	N/A	Computer Occupations	12,567	N/A
Construction Trades Workers	420	N/A	Preschool, Primary, Secondary, and Special Education School Teachers	12,562	N/A
<b>2010</b>					
Preschool, Primary, Secondary, and Special Education School Teachers	1,000	1.4%	Retail Sales Workers	26,179	0.5%
Retail Sales Workers	967	-1.8%	Computer Occupations	15,425	5.7%
Health Diagnosing and Treating Practitioners	595	1.1%	Construction Trades Workers	14,517	-6.8%
Food and Beverage Serving Workers	577	-0.4%	Food and Beverage Serving Workers	13,957	2.5%
Information and Record Clerks	358	N/A	Preschool, Primary, Secondary, and Special Education School Teachers	12,907	0.7%
<b>2019</b>					
Retail Sales Workers	1,021	0.6%	Retail Sales Workers	28,902	1.2%
Preschool, Primary, Secondary, and Special Education School Teachers	941	-0.7%	Computer Occupations	20,417	3.6%
Food and Beverage Serving Workers	716	2.7%	Food and Beverage Serving Workers	19,846	4.7%
Health Diagnosing and Treating Practitioners	698	1.9%	Construction Trades Workers	17,378	2.2%
Other Personal Care and Service Workers	428	N/A	Business Operations Specialists	17,223	N/A

Source: EMSI Labor Market Analytics, RKG Associates, Inc., 2019

Note: The Region includes Culpeper, Fauquier, Loudoun, Manassas & Prince William County

In comparison, four out of the top five occupations in the Region (Retail Sales Workers, Computer Occupations, Food and Beverage Serving Workers, Construction Trades Workers, Business Operations Specialists) have all seen gains in jobs in 2019 compared to 2010, and they have been growing faster than the same jobs in Warrenton during the same period. Additionally, Computer Occupations has always been among the top five occupations in the Region, and Business Operation Specialists has emerged as the fifth-

largest occupation in the Region in 2019. While these two occupations are usually associated with higher skill requirements, higher pay, they are not among the major occupations in Warrenton.

This analysis indicates that while both Warrenton and the Region have seen recovery from the Recession in terms of the number of jobs in their major occupations, the Regional economy is more robust and recovering faster with more high-skilled, high-paying occupations compared to Warrenton. In addition, as Warrenton is a relatively small economy it has experienced setbacks in consumption-oriented service jobs (Retail Sales Workers and Food and Beverage Serving Workers) during the Recession, while the Region has sustained the impact.

This is most likely due to three primary factors: [1] strong integration of support services and entertainment venues with work locations; [2] strong transportation connectivity and choice between employment centers and residential areas; and [3] housing type and price diversity. The areas within Northern Virginia with the strongest growth levels are larger employment centers with better transportation connectivity and a stronger live-work-play environment (i.e. Tysons Corner and Reston Town Center). These areas have a broader appeal to workers of all skill level as places to work and live. While being a comparatively smaller employment center than other Northern Virginia employment clusters, the Town does not offer the same amenities and options that has drawn a more diverse (in both age and skill level) workforce. This makes attracting companies more challenging given their respective options regionally.

### **Occupational Skill Level**

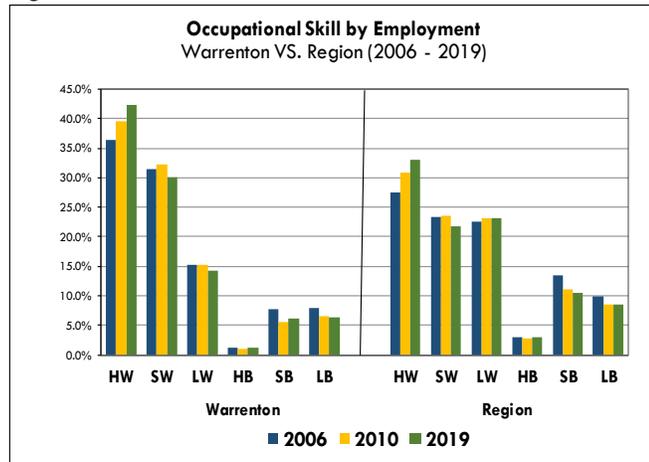
In addition to the educational attainment level, the occupation skill level of a workforce is also important for a community seeking to promote economic development, as a workforce with high occupation and educational skill levels is crucial to a local economy and attractive to companies. RKG Associates examined the skill levels of all three-digit Standard Occupational Classification (SOC) System Summary Occupations in Warrenton and the Region. These groupings were derived from the consultant's knowledge regarding the skill and educational requirements of general occupational categories. Although it is difficult to group occupational categories in this manner with great precision, the results provide some indication of the distribution and diversity of skills available within the labor force. The occupational categories and their descriptions are as follows:

- 1) Highly-Skilled White Collar (HW) – a professional position requiring a college degree, with supervisory/management responsibility or specialized training while working within a white-collar work environment.  
*Example: lawyers, registered nurses, schoolteachers.*
  
- 2) Highly-Skilled Blue Collar (HB) – a trade or non-professional position requiring less than an advanced degree, but some post-secondary education, a certificate, occupational registration or specialized training or skill while working within a blue-collar work environment. *Example: production supervisors, carpenters.*

- 3) Semi-Skilled White Collar (SW) – a professional position requiring less than an advanced degree, but some post-secondary education, a certificate, or specialized training or skill while working within a white-collar work environment.  
*Example: administrative assistants, correctional officers.*
  
- 4) Semi-Skilled Blue Collar (SB) – a trade position requiring less than an advanced or trade school degree but requiring some specialized training or skill, while working within a blue-collar environment.  
*Example: tool setters and operators, machinists.*
  
- 5) Low-Skilled White Collar (LW) – a position within a white-collar work environment requiring no degree or formal schooling beyond high school but requiring some on-the-job training.  
*Example: food preparation, retail sales.*
  
- 6) Low-Skilled Blue Collar (LB) – a position within a trade profession requiring no advanced degree or formal schooling but requiring some on-the-job training.  
*Example: truck/delivery service drivers, laborers.*

The analysts summarized the number and percentage of jobs in both Warrenton and the Region in 2006, 2010 and 2019 by the six occupational skill levels, and compared the trend and changes. The data reveal that Warrenton generally has higher proportions of Semi-Skilled White Collar and High-Skilled White Collar jobs, and lower percentages of Blue Collar jobs than the Region. This is not surprising as Warrenton is the county seat where major political, administrative and economic activities concentrate within Fauquier County. In addition, the proportions of High-Skilled White Collar jobs have been increasing and the percentages of Low-Skilled Blue Collar jobs have been reducing in both Warrenton and the Region throughout those thirteen years (Figure 6 and Appendix Table 4).

**Figure 6**



Source: EMSI Labor Market Analytics & RKG Associates, Inc.,

### Annual Wages

RKG used the 2019 Cost of Living (COL) adjusted median annual earnings by occupation to analyze the relative value of the Town’s Top 15 occupations based on employment levels. The data suggest that wage levels of the Top 15 major occupations in Warrenton are mostly lower than the levels in the surrounding counties. Nine out of the Top 15

occupations in Warrenton have adjusted median annual earnings lower than the Fauquier County figures, and only six occupations among the Top 15 list in Warrenton pay higher wages than the County level (Table 9). Warrenton’s Top 15 occupations pay less in most cases than the surrounding communities. This can make it difficult to attract workers who have many choices of where to live and work in Northern Virginia. For example, a financial clerk outside of Warrenton can make 5% to 18% more within the competitive Region. In addition, lower wages typically result in less disposable income and lower spending by residents within the local economy.

**Table 9**  
**Cost of Living Adjusted Median Annual Earnings - Warrenton Top 15 Occupations**  
**Warrenton v. Region (2019)**

<b>Top 15 Warrenton Occupations</b>	<b>Warrenton</b>	<b>Fauquier County</b>	<b>Culpeper County</b>	<b>Loudoun County</b>	<b>Manassas County</b>	<b>Prince William County</b>
Retail Sales Workers	\$18,358.01	\$18,243.17	\$20,003.65	\$18,894.05	\$19,628.83	\$19,468.19
Preschool, Primary, Secondary, and Special Education School Teachers	\$63,933.83	\$62,767.17	\$69,945.16	\$59,743.62	\$72,107.85	\$69,682.70
Food and Beverage Serving Workers	\$17,448.31	\$17,464.99	\$19,117.15	\$18,399.68	\$18,428.16	\$18,316.33
Health Diagnosing and Treating Practitioners	\$72,807.98	\$73,612.82	\$78,138.99	\$78,651.34	\$82,101.96	\$85,123.93
Other Personal Care and Service Workers	\$23,300.26	\$23,348.72	\$22,694.86	\$22,103.64	\$21,462.17	\$22,529.53
Information and Record Clerks	\$27,877.26	\$27,938.66	\$30,671.86	\$29,932.10	\$29,888.99	\$30,107.19
Cooks and Food Preparation Workers	\$20,279.50	\$20,278.99	\$22,345.61	\$21,822.89	\$21,351.18	\$21,521.02
Health Technologists and Technicians	\$43,024.10	\$41,506.33	\$44,318.42	\$43,163.89	\$46,408.52	\$43,603.63
Motor Vehicle Operators	\$32,212.29	\$34,718.12	\$37,813.27	\$35,188.46	\$40,544.04	\$38,476.00
Secretaries and Administrative Assistants	\$39,658.58	\$40,619.50	\$45,100.74	\$42,364.59	\$43,231.32	\$42,642.32
Other Office and Administrative Support Workers	\$32,269.26	\$32,127.50	\$35,124.36	\$33,568.30	\$34,198.57	\$33,710.22
Material Recording, Scheduling, Dispatching, and Distributing Workers	\$24,363.23	\$27,564.40	\$29,877.37	\$30,779.64	\$34,731.09	\$26,864.88
Other Education, Training, and Library Occupations	\$24,837.64	\$25,081.51	\$27,567.56	\$25,243.73	\$29,122.38	\$27,876.21
Financial Clerks	\$34,010.21	\$35,790.36	\$39,987.40	\$37,910.33	\$37,785.57	\$38,845.15
Nursing, Psychiatric, and Home Health Aides	\$23,371.09	\$23,370.50	\$24,887.37	\$23,328.26	\$24,133.92	\$24,617.53
<b>Occupational Wages as a Percentage of Warrenton Wages (Over 100% is Greater than Warrenton)</b>						
Retail Sales Workers	100%	99%	109%	103%	107%	106%
Preschool, Primary, Secondary, and Special Education School Teachers	100%	98%	109%	93%	113%	109%
Food and Beverage Serving Workers	100%	100%	110%	105%	106%	105%
Health Diagnosing and Treating Practitioners	100%	101%	107%	108%	113%	117%
Other Personal Care and Service Workers	100%	100%	97%	95%	92%	97%
Information and Record Clerks	100%	100%	110%	107%	107%	108%
Cooks and Food Preparation Workers	100%	100%	110%	108%	105%	106%
Health Technologists and Technicians	100%	96%	103%	100%	108%	101%
Motor Vehicle Operators	100%	108%	117%	109%	126%	119%
Secretaries and Administrative Assistants	100%	102%	114%	107%	109%	108%
Other Office and Administrative Support Workers	100%	100%	109%	104%	106%	104%
Material Recording, Scheduling, Dispatching, and Distributing Workers	100%	113%	123%	126%	143%	110%
Other Education, Training, and Library Occupations	100%	101%	111%	102%	117%	112%
Financial Clerks	100%	105%	118%	111%	111%	114%
Nursing, Psychiatric, and Home Health Aides	100%	100%	106%	100%	103%	105%

Source: EMSI Labor Market Analytics & RKG Associates, Inc., 2019

However, from an industry earnings perspective, the Town of Warrenton appears to be quite competitive. According to EMSI, Warrenton cost of living adjusted earnings equal \$39,369 annually across all industry categories in 2019. Regionally, the average annual earnings are \$37,511. This means that Warrenton industry earnings exceed the Regional average by 5%. The greatest difference is found in the Health Care

**Table 10**  
Industry Earnings Comparison (Cost of Living Adjusted)  
Warrenton v. Region (2019)

NAICS	Description	Warrenton	Region	Warrenton as % of Region
11	Agriculture, Forestry, Fishing and Hunting	\$36,110	\$34,939	103.4%
21	Mining, Quarrying, and Oil and Gas Extraction	\$0	\$0	--
22	Utilities	\$0	Insf. Data	--
23	Construction	\$30,533	\$31,397	97.2%
31	Manufacturing	\$16,020	\$36,018	44.5%
42	Wholesale Trade	0	\$59,683	0.0%
44	Retail Trade	\$27,467	\$26,919	102.0%
48	Transportation and Warehousing	0	\$27,288	0.0%
51	Information	\$31,438	\$35,817	87.8%
52	Finance and Insurance	\$84,232	\$80,342	104.8%
53	Real Estate and Rental and Leasing	\$58,545	\$59,992	97.6%
54	Professional, Scientific, and Technical Services	\$71,235	\$65,609	108.6%
55	Management of Companies and Enterprises	\$0	\$0	--
56	Administrative and Support and Waste Management	\$26,280	\$26,181	100.4%
61	Educational Services	\$18,314	\$19,658	93.2%
62	Health Care and Social Assistance	\$49,843	\$38,157	130.6%
71	Arts, Entertainment, and Recreation	\$25,413	\$24,241	104.8%
72	Accommodation and Food Services	0	\$29,785	0.0%
81	Other Services (except Public Administration)	\$20,517	\$21,851	93.9%
90	Government	\$0	\$0	--
99	Unclassified Industry	\$0	\$0	--
		\$39,369	\$37,511	105.0%

Source: EMSI and RKG Associates, Inc., 2010

and Social Assistance industry where local wages exceed the Region by 30.6% in 2019. Other industries like Manufacturing (44.5%), Information (87.8%) and Educational Services (93.3%) were lower than the Regional average. It should be noted that some of Warrenton's industries are quite small and average earnings can be swayed by a single mid to large employer, such as a hospital.

## Commuting Patterns

RKG Associates analyzed the commuting patterns and destinations of Fauquier County residents and workers with data obtained from OnTheMap, a data tool created by the U.S. Census Bureau (Table 11). By examining where people living in Fauquier County travel for work, and where workers employed in Fauquier County live, one can gain a better understanding of the locations of major employment centers around Fauquier County and the County's economic attraction within the surrounding Region.

**Table 11**  
Place of Employment of Fauquier County Residents  
(2010 and 2017)

Jurisdiction	2010		2017	
	Count	Share	Count	Share
Fauquier County, VA	8,086	24.3%	8,507	23.4%
Fairfax County, VA	7,162	21.5%	7,376	20.3%
Prince William County, VA	3,643	10.9%	4,732	13.0%
Loudoun County, VA	2,190	6.6%	2,646	7.3%
Manassas City, VA	1,145	3.4%	1,207	3.3%
District of Columbia, DC	1,303	3.9%	1,037	2.9%
Arlington County, VA	1,050	3.2%	959	2.6%
Montgomery County, MD	583	1.7%	813	2.2%
Culpeper County, VA	600	1.8%	814	2.2%
Prince George's County, MD	444	1.3%	597	1.6%
All Other Locations	7,123	21.4%	7,591	20.9%
<b>Total</b>	<b>33,329</b>	<b>100.0%</b>	<b>36,279</b>	<b>100.0%</b>

Source: U.S. Census Bureau, Center of Economic Studies (OnTheMap), 2019

\*Those live in Fauquier County, but work elsewhere

OnTheMap data reveal that 23.4% of people who lived in Fauquier County in 2017 were employed locally. However, there have been a growing number of residents commuting



to Prince William County, Fairfax County, and Loudoun County between 2010 and 2017 (Table 11). This trend coupled with the decline of the labor force in Fauquier County during the same period suggests that people living in Fauquier County see less employment opportunities locally, and more people have chosen to travel to other parts of Northern Virginia, Maryland and D.C. for work.

**Table 12**  
**Place of Residence of Workers Employed in Fauquier County, VA**  
**(2010 and 2017)**

Jurisdiction	2010		2017	
	Count	Share	Count	Share
Fauquier County, VA	8,086	42.8%	8,365	40.3%
Culpeper County, VA	2,062	10.9%	2,265	10.9%
Prince William County, VA	1,475	7.8%	1,930	9.3%
Fairfax County, VA	897	4.8%	1,057	5.1%
Loudoun County, VA	676	3.6%	768	3.7%
Warren County, VA	631	3.3%	645	3.1%
Stafford County, VA	334	1.8%	481	2.3%
Spotsylvania County, VA	272	1.4%	428	2.1%
Frederick County, VA	367	1.9%	385	1.9%
Rappahannock County, VA	453	2.4%	357	1.7%
All Other Locations	3,627	19.2%	4,083	19.7%
<b>Total</b>	<b>18,880</b>	<b>100.0%</b>	<b>20,764</b>	<b>100.0%</b>

Source: U.S. Census Bureau, Center of Economic Studies (OnTheMap), 2019

\* Those who work in Fauquier County, but live elsewhere

Most of the people who are employed in Fauquier County also live locally (40.3% in 2017), and more employees who work in the County chose to do so between 2010 and 2017. Other top home locations of people working in Fauquier County in 2017 include Culpeper County (10.9%), Prince William County (9.3%), Fairfax County (5.1%) and other locations (19.7%) (Table 12).

## Tourism Industry

### Local Attractions

The Town of Warrenton has several attractions that contribute to its reputation as a tourism destination in Northern Virginia. Many of the more notable attractions are reflective of Warrenton’s history and the preservation of historic structures and homes - many of which are in the Old Town historic district. However, Warrenton is located within Virginia’s wine country, which is growing in reputation over the past several decades for its production of quality wines and the creation of more than 100 wineries throughout the Region. This is also the location of Virginia horse and hunt country, which attracts people interested in owning and raising horses; participating in competitive equestrian events and those people attracted to the rural lifestyle associated with this part of the state. In fact, Fauquier County’s equestrian infrastructure is so extensive, the County was designated for all equestrian events in the region’s bid to host the Summer Olympics. The following are some of Warrenton’s most notable tourism assets as obtained from various tourism-related websites.

- History  
Old Town Warrenton is part of a designated National Park Service (NPS) Main Street Community overseen by the non-profit organization Experience Old Town Warrenton. It offers a unique sense of quaintness with its brick sidewalks, galleries, local shops, delightful food, and friendly locals. The Old Town preserves its notable local and national history, with countless sites including the Old Jail Museum and the Warren Green Hotel. Walking tours are available that highlight the Town’s rich history.

- Wineries, Microbrews, and Cideries  
Warrenton is surrounded by more than 100 wineries microbreweries and cideries, with approximately 70 within an hour's drive of Town. Visitors can visit several in one day, either following designated routes (i.e. the Fauquier Wine Trail), creating one's own itinerary, or enjoying a personalized tour via trolley.
- Outdoor Recreation  
In addition to being in the shadow of Skyline Drive and the Shenandoah Mountains, Warrenton offers both passive and active outdoor recreation opportunities. One such venue is the Warrenton Branch Greenway. This popular paved trail was constructed over an abandoned railway line which was part of the Orange and Alexandria Railroad. The Warrenton Branch ran from Calverton to Warrenton. Further, Fauquier County is known as Horse Country. It hosts some of the largest equestrian events in the country, including the nation's longest running horse show, Olympic trials, and the Virginia International Gold Cup steeplechase races in October.
- Events/Event Venues  
Old Town Warrenton also features year-around events including Molly's Wearing O' the Green 5K in March, Farmer's Market from April to November, First Fridays from March to October, Spring Festival in May, Bluemont Concert Series on Saturdays from June to September, Father's Day Car Show and 5th Street Wine Festival in June, Fourth of July Parade, Great Pumpkin Ride and Halloween Happyfest in October, and Christmas in Old Town & GumDrop Square and First Night in Old Town Warrenton in December. Several non-historic and historic buildings are available for hosting events (i.e. weddings).

### Tourism Trends

The Virginia Tourism Corporation publishes estimates of tourism-related expenditures, employment, payroll and local and state tax receipts for Virginia's counties each year. The studies to estimate the domestic travelers' spending estimates were conducted by the Research Department of the U.S. Travel Association (formerly known as TIA). The studies provide estimates of domestic traveler expenditures in Virginia and its 133 counties and independent cities, as well as the employment, payroll income, and state and local tax revenue directly generated by these expenditures.

The data represent the direct travel impact estimates for the locality. These five impact estimates EXCLUDE indirect, or multiplier impacts.

- Expenditures represent the direct spending by domestic travelers including food, accommodations, auto transportation, public transportation, incidental purchases, entertainment / recreation and travel generated tax receipts.
- Payroll represents the direct wages, salaries and tips corresponding to the direct travel-related employment.
- Employment represents the estimates of direct travel-related employment in the locality.

- Local Travel Receipts represents the estimates of direct travel-related local taxes generated within the locality. These include county and city receipts from individual and corporate income taxes, sales, excise and gross receipts taxes, and property taxes.<sup>2</sup>

Five-year trend data (2014-2018) for Fauquier County and the surrounding jurisdictions comprising the Western Northern Virginia Region are contained in Table 13. The data show that Fauquier has been performing comparable to its neighboring jurisdictions in terms of tourism economic impacts. In summary, Fauquier County captured roughly \$185 million in tourism expenditures in 2018, which supported 1,834 jobs. If tourism was considered a stand-alone industry, it would be the sixth largest industry in the County. However, tourism is unique in that it includes the economic activity of a variety of different industries from eating and drinking establishments, to arts & entertainment, to gasoline stations and many others.

Over the past five years, the increase in tourism expenditures for Fauquier County have outpaced employment gains, 14% to 6.9% respectively. Both metrics are on par with the Region and the state but have lagged slightly. Roughly \$38.9 million was paid to 1,834 persons employed in tourism in 2019, resulting in an average annual pay of \$20,097. This is quite a bit below the average industry earning reported previously of \$37,511 for the Region. While these compensation metrics are not identical in what they are measuring, they do give a sense of the lower compensation levels to tourism workers.

From a taxable revenue standpoint, tourism contributes roughly \$3.1 million each year to local governments budgets. This is mostly to sales tax receipts on purchases made by tourists. These revenues have increased by 18.5% since 2014.

Finally, RKG Associates calculated a productivity measure from the VTC data to show the average expenditures generated per tourism worker. In 2019, roughly \$100,920 per worker was generated on average in Fauquier County, which was below the Regional jurisdictions and the state, which was \$110,210. The data suggest that the County, and by implication Warrenton, may not be monetizing its tourism assets in quite the same way as its Regional competition. This is often a function of the types of attractions offered and the number of visitors attracted each year. A waterpark resort such as Great Wolf Lodge will generate many more visitors on a repeating basis than an historic walking tour. Warrenton must closely examine its offerings and determine if additional attractions are needed if this industry is vital to its economic base. The benefits of doing so are two-fold. Number one, the Region already has many tourism attractions that bring people to Northern Virginia. This makes it inherently easier for a small town like Warrenton to “piggy-back” on those existing investments. Secondly, there are many home-grown opportunities to capture tourism expenditures by providing an array of special interest attractions and events that are reflective of Warrenton’s special character and appeal.

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<sup>2</sup> Virginia Tourism Corporation, 2019 <http://www.vatc.org/research/economicimpact/>



**Table 13**  
**Tourism-Related Expenditures**

<b>Fauquier County and Surrounding Region (2014-2018)</b>							
Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 162,325,105	\$ 1,593,504,616	\$ 525,250,256	\$ 37,238,528	\$ 66,979,977	\$ 2,385,298,482	\$ 22,400,425,285
2015	\$ 168,014,696	\$ 1,639,366,892	\$ 541,579,295	\$ 38,323,349	\$ 67,060,239	\$ 2,454,344,471	\$ 22,938,962,792
2016	\$ 174,094,717	\$ 1,686,573,659	\$ 570,900,715	\$ 40,296,849	\$ 68,061,000	\$ 2,539,926,940	\$ 23,699,809,658
2017	\$ 183,348,593	\$ 1,763,954,812	\$ 592,083,413	\$ 42,674,399	\$ 71,114,795	\$ 2,653,176,012	\$ 24,750,207,684
2018	\$ 185,086,573	\$ 1,841,558,327	\$ 618,613,216	\$ 44,513,218	\$ 72,736,442	\$ 2,762,507,776	\$ 25,843,544,306
'14-'18 % Growth	14.0%	15.6%	17.8%	19.5%	8.6%	15.8%	15.4%

**Tourism-Related Employment**  
**Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	1,715	16,302	6,011	377	572	24,977	216,949
2015	1,782	16,840	6,223	390	575	25,810	223,096
2016	1,836	17,225	6,522	407	580	26,570	229,259
2017	1,878	17,497	6,590	416	589	26,970	232,223
2018	1,834	17,673	6,662	420	583	27,172	234,494
'14-'18 % Growth	6.9%	8.4%	10.8%	11.4%	1.9%	8.8%	8.1%

**Tourism-Related Payroll**  
**Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 31,093,207	\$ 599,301,375	\$ 133,947,888	\$ 7,059,887	\$ 10,894,612	\$ 782,296,969	\$ 5,083,627,515
2015	\$ 32,966,983	\$ 631,568,157	\$ 141,496,323	\$ 7,442,534	\$ 11,173,532	\$ 824,647,529	\$ 5,337,347,232
2016	\$ 34,876,143	\$ 663,376,832	\$ 152,262,593	\$ 7,989,864	\$ 11,578,029	\$ 870,083,461	\$ 5,624,410,444
2017	\$ 36,811,601	\$ 695,355,196	\$ 158,263,145	\$ 8,480,081	\$ 12,124,407	\$ 911,034,430	\$ 5,887,960,865
2018	\$ 36,858,777	\$ 720,051,591	\$ 164,011,755	\$ 8,773,653	\$ 12,300,181	\$ 941,995,957	\$ 6,099,241,260
'14-'18 % Growth	18.5%	20.1%	22.4%	24.3%	12.9%	20.4%	20.0%

**Tourism-Related Local Tax Receipts**  
**Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 2,645,413	\$ 24,376,024	\$ 7,870,452	\$ 822,235	\$ 1,684,041	\$ 37,398,165	\$ 595,139,437
2015	\$ 2,828,287	\$ 25,903,241	\$ 8,388,703	\$ 874,048	\$ 1,741,597	\$ 39,735,876	\$ 629,468,091
2016	\$ 2,987,862	\$ 27,169,519	\$ 9,015,547	\$ 937,005	\$ 1,802,103	\$ 41,912,036	\$ 663,385,817
2017	\$ 3,093,715	\$ 27,937,774	\$ 9,192,879	\$ 975,586	\$ 1,851,267	\$ 43,051,221	\$ 681,393,732
2018	\$ 3,060,407	\$ 28,581,824	\$ 9,411,959	\$ 997,215	\$ 1,855,507	\$ 43,906,912	\$ 701,496,766
'14-'18 % Growth	15.7%	17.3%	19.6%	21.3%	10.2%	17.4%	17.9%

**Tourism-Related Expenditures Per Worker**  
**Fauquier County and Surrounding Region (2014-2018)**

Year	Fauquier	Loudon	Prince William	Culpepper	Manassas City	Region	State
2014	\$ 94,650	\$ 97,749	\$ 87,382	\$ 98,776	\$ 98,776	\$ 94,994	\$ 103,252
2015	\$ 94,284	\$ 97,350	\$ 87,029	\$ 98,265	\$ 98,265	\$ 94,602	\$ 102,821
2016	\$ 94,823	\$ 97,914	\$ 87,535	\$ 99,009	\$ 99,009	\$ 95,108	\$ 103,376
2017	\$ 97,630	\$ 100,815	\$ 89,846	\$ 102,583	\$ 102,583	\$ 97,876	\$ 106,579
2018	\$ 100,920	\$ 104,202	\$ 92,857	\$ 105,984	\$ 105,984	\$ 101,161	\$ 110,210
'14-'18 % Growth	6.6%	6.6%	6.3%	7.3%	7.3%	6.5%	6.7%

Source: Virginia Tourism Corporation and RKG Associates, Inc., 2018



## Appendices



Appendix Table 1  
Labor Force & Unemployment Trends  
Fauquier County and Surrounding Region (2007-2018)

Year	Fauquier County			Culpeper County			Loudoun County			Manassas City			Prince William County			Virginia		
	Labor Force	Employed	Unemployed	Labor Force	Employed	Unemployed	Labor Force	Employed	Unemployed	Labor Force	Employed	Unemployed	Labor Force	Employed	Unemployed	Labor Force	Employed	Unemployed
2007	36,930	36,930	925	20,225	19,497	728	163,971	160,532	3,439	19,776	19,200	576	200,211	195,368	4,843	4,036,835	3,914,687	122,148
2008	37,829	37,829	1,263	20,962	19,956	1,006	173,148	168,299	4,849	20,076	19,231	845	200,886	199,300	1,586	4,133,443	3,970,438	163,005
2009	37,407	37,407	2,048	21,208	19,622	1,586	174,290	166,112	8,178	20,468	18,972	1,496	208,417	197,060	11,357	4,118,171	3,842,516	275,655
2010	35,763	35,763	2,211	23,263	21,591	1,672	175,639	166,487	9,152	20,972	19,503	1,469	218,394	205,897	12,497	4,157,658	3,860,366	297,292
2011	36,128	36,128	1,990	23,397	21,908	1,489	181,515	173,042	8,473	21,403	20,099	1,304	225,195	212,446	12,749	4,211,802	3,934,226	277,576
2012	36,022	36,022	1,853	23,362	22,034	1,328	186,073	177,798	8,275	21,926	20,699	1,227	228,830	216,748	12,082	4,223,844	3,967,987	255,857
2013	35,905	35,905	1,771	23,375	22,120	1,255	191,017	182,652	8,365	22,334	21,036	1,198	231,067	219,025	12,042	4,236,560	3,994,581	241,979
2014	35,958	35,958	1,635	23,374	22,201	1,173	196,189	187,825	8,364	22,140	21,027	1,113	232,071	220,676	11,395	4,248,793	4,026,451	222,342
2015	35,684	35,684	1,410	23,075	22,071	1,004	199,821	192,686	7,135	21,669	20,672	897	231,076	221,516	9,560	4,212,061	4,024,208	187,853
2016	35,922	35,922	1,235	23,235	22,346	889	202,652	196,245	6,407	20,834	21,058	776	234,139	225,737	8,402	4,240,403	4,070,260	170,143
2017	35,905	34,730	1,175	23,891	23,028	863	214,004	207,523	6,481	21,625	20,897	728	239,177	231,050	8,127	4,309,388	4,150,132	159,256
2018	35,319	35,375	944	24,178	23,490	688	216,433	211,128	5,305	21,656	21,271	385	241,651	235,070	6,581	4,331,380	4,202,801	128,579

Source: Virginia Labor Market Information and R/G-Associates, Inc., 2019



**Appendix Table 2**  
**Labor Force Participation Rate by Age, 2017**  
**Fauquier County & Surrounding Region, VA**

Age	Fauquier County			Culpeper County			Loudoun County			Manassas City			Prince William County		
	Total Population	% No. Labor Force	% Labor Force	Total Population	% No. Labor Force	% Labor Force	Total Population	% No. Labor Force	% Labor Force	Total Population	% No. Labor Force	% Labor Force	Total Population	% No. Labor Force	% Labor Force
16 to 19 Years	3,655	6.7%	39.5%	2,648	6.9%	41.0%	19,483	7.0%	8,008	41.1%	2,252	7.2%	24,416	7.2%	10,304
20 to 24 Years	3,786	7.0%	81.2%	2,683	7.0%	82.7%	18,156	6.6%	14,870	81.9%	2,785	8.8%	28,455	8.4%	22,707
25 to 29 Years	3,539	6.5%	85.8%	2,758	7.1%	82.6%	19,260	7.0%	16,930	87.9%	3,240	10.3%	29,497	8.7%	25,190
30 to 34 Years	3,626	6.7%	80.6%	3,015	7.8%	78.2%	27,719	10.0%	24,116	87.0%	3,372	10.7%	33,937	10.0%	28,813
35 to 44 Years	8,439	15.6%	87.1%	7,350	16.9%	82.5%	65,372	23.6%	57,266	87.6%	5,993	19.0%	69,486	20.5%	60,175
45 to 54 Years	10,957	20.2%	84.7%	7,325	19.0%	82.7%	59,621	21.5%	53,599	89.9%	5,593	17.8%	66,602	19.6%	58,077
55 to 64 Years	4,942	9.1%	75.4%	3,433	8.9%	72.6%	20,685	7.5%	16,941	81.9%	2,486	7.9%	26,344	7.8%	20,812
60 to 64 Years	4,829	8.9%	61.8%	2,926	7.6%	61.4%	15,637	5.6%	11,087	70.9%	2,109	6.7%	21,303	6.3%	13,932
65 to 74 Years	6,428	11.9%	35.3%	4,429	11.5%	24.1%	19,217	6.9%	7,053	36.7%	2,376	7.5%	26,103	7.7%	7,753
75 years and over	4,010	7.4%	9.2%	2,842	7.4%	6.6%	11,955	4.3%	992	8.3%	1,270	4.0%	13,333	3.9%	960
<b>TOTAL</b>	<b>54,211</b>	<b>100.0%</b>	<b>67.2%</b>	<b>38,576</b>	<b>100.0%</b>	<b>64.6%</b>	<b>277,105</b>	<b>100.0%</b>	<b>210,877</b>	<b>76.1%</b>	<b>31,476</b>	<b>100.0%</b>	<b>339,476</b>	<b>100.0%</b>	<b>248,836</b>

Source: 2013-2017 American Community Survey 2017 Estimates and RKG Associates, Inc., 2019



**Appendix Table 3**  
**Labor Force Participation Rate by Race & Ethnic Groups**  
**Fauquier County & Surrounding Region, VA**

	Fauquier County			Culpeper County			Loudoun County			Manassas City			Prince William County		
	Total Population	No. Labor Force	% Labor Force	Total Population	No. Labor Force	% Labor Force	Total Population	No. Labor Force	% Labor Force	Total Population	No. Labor Force	% Labor Force	Total Population	No. Labor Force	% Labor Force
White	47,473	32,044	67.5%	30,019	19,482	64.9%	189,500	143,452	75.7%	21,829	16,153	74.0%	203,918	147,025	72.1%
Black	4,096	2,617	63.9%	6,006	3,784	63.0%	21,411	16,701	78.0%	4,361	3,432	78.7%	71,352	54,656	76.6%
American Indian and Alaska Native	174	96	55.2%	156	103	66.0%	799	538	67.3%	177	141	79.7%	1,218	764	62.7%
Asian	785	460	58.6%	431	236	54.8%	47,148	35,502	75.3%	1,779	1,398	78.6%	29,134	20,190	69.3%
Native Hawaiian and Other Pacific Islander	14	14	100.0%	0	--	0.0%	282	231	81.9%	76	27	35.5%	420	256	61.0%
Some Other Race	444	273	61.5%	1,030	707	68.6%	8,405	6,976	83.0%	2,128	1,660	78.0%	20,764	16,445	79.2%
Two or More Races	1,225	942	76.9%	934	605	64.8%	9,540	7,466	78.1%	1,126	864	76.7%	12,670	9,401	74.2%
Hispanic Origin	3,341	2,419	72.4%	3,126	2,148	68.7%	35,426	28,837	81.4%	9,520	7,502	78.8%	70,032	54,485	77.8%

Source: 2013-2017 American Community Survey, 2017 Estimates and RKG Associates, Inc., 2019