

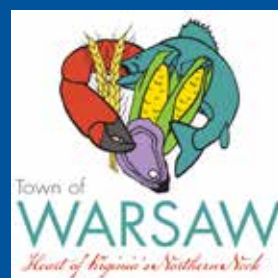


WARSAW 2042



Town of Warsaw, Virginia Comprehensive Plan

Adopted October 12, 2023







Acknowledgments

The Town of Warsaw would like to thank the residents, business owners, and citizens who provided input and expertise for the creation of this plan. In particular, the following people were integral in the drafting of this document.

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Technical Team

The Berkley Group, LLC

PRESENTED: October 12, 2023

ADOPTED: October 12, 2023

**A RESOLUTION BY THE WARSAW TOWN COUNCIL ADOPTING THE *WARSAW*
2042 COMPREHENSIVE PLAN**

WHEREAS, Section 15.2.2223 of the Code of Virginia, as amended, requires that localities “prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction” and review that plan every five years;

WHEREAS, consistent with the Town’s ongoing obligation to review its Comprehensive Plan, the Warsaw Planning Commission and Town Council reviewed the Comprehensive Plan for the Town of Warsaw; and

WHEREAS, the *Warsaw 2042* Comprehensive Plan update draws on community input from outreach efforts including a public survey and a public vision workshop; and

WHEREAS, the Warsaw Planning Commission and Town Council held a kick-off joint worksession on May 17, 2022, to develop the draft Comprehensive Plan and met three times to draft the Comprehensive Plan; and

WHEREAS, a public open house was held by the Planning Commission and the Town Council on August 22, 2023, to present the draft amendments to the Town’s Comprehensive Plan; and

WHEREAS, the Planning Commission held a joint public hearing on October 12, 2023, after notice in accordance with Section 15.2-2204 of the Code of Virginia, and heard citizen testimony regarding the proposed amendments to the Comprehensive Plan; and

WHEREAS, pursuant to the Code of Virginia § 15.2-2223, the Planning Commission finds that the proposed draft *Warsaw 2042* Comprehensive Plan will provide 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.

NOW, THEREFORE, BE IT RESOLVED that on this 12th day of October 2023, that the Warsaw Town Council, pursuant to Code of Virginia § 15.2-2226, does hereby approve the


32 *Warsaw 2042* Comprehensive Plan.

33 **BE IT FURTHER RESOLVED** that upon adoption by the Town Council, the *Warsaw*
34 *2042* Comprehensive Plan will supersede and replace, in their entirety, the previously adopted
35 Comprehensive Plan of the Town of Warsaw, Virginia (adopted 2013).

36 **BE IT FURTHER RESOLVED** that the Town Council authorizes Town staff to make
37 non-substantive edits, including correction of punctuation, numbering, internal cross-references,
38 citations to any statutes, and any related clerical-type changes to the text and exhibits as necessary
39 to ensure internal consistency of the newly adopted Comprehensive Plan elements and, add
40 language as may be necessary for clarification of information and correct any factual errors.

41 **AND BE IT FURTHER RESOLVED** that the Town Council authorizes Town staff to
42 include amendments to the draft Comprehensive Plan, *Warsaw 2042*, to include changes as a result
43 of the October 12, 2023, public hearing.

44
45 Passed and adopted this 12th day of October 2023.
46 Effective 12:01 a.m. on the 12th day of October 2023.
47

48
49 
50 _____
51 Chairman, Town Council
52 10/12/2023
53 _____
54 Date

55 ATTEST:

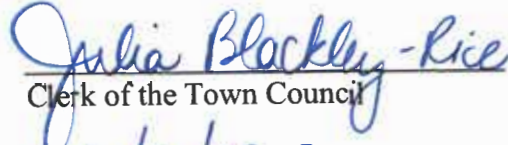
56 
57 _____
58 Clerk of the Town Council
59 10/12/2023
60 _____
61 Date



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CHAPTER 1

ABOUT THE PLAN



ABOUT THE PLAN

INTRODUCTION

A Comprehensive Plan is a long-range planning document that serves as a guide for the development of a locality. *Warsaw 2042*, begun in 2022 and completed in 2023, is an update to the Town of Warsaw's previous 2013 Comprehensive Plan. While it is not a regulation, the Plan is the Town's guide to the future and will be used to inform staff and elected officials as they make decisions regarding the Town. The Comprehensive Plan establishes the long-term vision for the future of Warsaw so that each of these many decisions can be aimed toward shared goals for the Town's future. The Comprehensive Plan describes the community's vision for where it wants to be in the next 20 years, along with strategies to achieve the community's goals. The strategies are based on community values that foster sustainable growth and enhance community character to create a more vibrant future for Warsaw.





LEGAL BASIS FOR COMPREHENSIVE PLANS

Every locality in Virginia is required by state code to adopt a Comprehensive Plan. Section 15.2-2223 of the Virginia Code states:

“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.”

The Code of Virginia Sections 15.2-2223 and 15.2-2224, among others, outline the required and optional Plan elements and offer a general framework for plan activities. Typical elements of the Comprehensive Plan, include, but are not limited to:

- Future land use planning maps and recommendations for development and physical improvement;
- A comprehensive system of transportation facilities, including maps and cost estimates for improvements;
- A system of community service facilities, including parks and recreation infrastructure;
- Areas and implementation measures for the construction, rehabilitation, and maintenance of affordable housing; and
- Approaches for coordinated economic development.

State requirements for Comprehensive Plans also recognize that community development is ongoing and ever-changing. For this reason, the Code of Virginia sets a requirement that all Comprehensive Plans be reviewed every five years and amended as needed. Virginia Code Section 15.3-2230 requires localities to review the Comprehensive Plan every five years to ensure its continued applicability and usefulness to the community.

PLANNING JURISDICTION

This Comprehensive Plan applies to the Town of Warsaw's official planning jurisdiction, which includes approximately three square miles within the designated Town boundaries. Portions of the community located outside of Town limits are not subject to this Plan.

At the same time, Warsaw's connections to Richmond County and the region shape the Town's future. The Town of Warsaw relies on and is impacted by development, commercial activity, and employment throughout Richmond County and Virginia's Northern Neck Region. Additionally, many County services and facilities, including the library and public schools, contribute to the quality of life enjoyed by Warsaw's residents. As such, the Comprehensive Plan recognizes and prioritizes collaboration with its regional partners as a critical component of long-range planning.

RELATIONSHIP TO OTHER PLANS AND POLICIES

Warsaw 2042 is intrinsically tied to other plans, policies, and ordinances. This Plan includes data, ideas, and recommendations from many existing plans, studies, and strategic documents. The Comprehensive Plan forms and influences future updates to land development regulations and decisions; zoning matters, capital improvements, transportation projects, and environmental and historic resource protection initiatives will rely on the contents of the Comprehensive Plan.

Zoning and Subdivision Ordinances

The zoning and subdivision ordinances are the primary tools to implement the Comprehensive Plan. The Comprehensive Plan features a Future Land Use Map and policies that exemplify the desired, future location, character, type, and density of development throughout a community. Zoning ordinances and development regulations directly control the management of the location, form, and character of private projects. The Comprehensive Plan should guide and direct updates to the zoning and subdivision ordinances. In addition, when a development or rezoning project comes before the Town, decision-makers must ensure that the project meets the specific standards of the ordinance and the overarching vision of the Comprehensive Plan.



Capital Improvement Plan

A Capital Improvement Plan (CIP) is a community planning and fiscal management tool used to coordinate the location, timing, and financing of capital improvements over a multi-year period. Capital improvements refer to major, non-recurring physical infrastructure and equipment. Under Virginia Code § 15.2-2239, the Town Council may direct the local Planning Commission to annually prepare and revise a CIP for up to five years to reflect changing community needs, priorities, and funding opportunities for the governing body's approval. The community benefits and the long-range vision is achieved when the priorities of the CIP align with the Town's Comprehensive Plan.

The Planning Commission, Town Council, and staff, in revising the Comprehensive Plan, have not been directed to develop a CIP. However, this revised Comprehensive Plan includes visions for water/sewer upgrades, facilities space needs assessments, wayfinding, and streetscaping.

Other Plans & Studies

Warsaw 2042 takes into consideration several plans, planning studies, and initiatives to ensure coordination with existing initiatives in the region. Existing plans and studies considered in the development of this Plan include, but are not limited to:

- Town of Warsaw Downtown Revitalization Plan
- Capital Improvement Plan
- Richmond County Comprehensive Plan
- Northern Neck Comprehensive Economic Development Strategy (CEDS)
- Warsaw Business District Revitalization Plan
- Northern Neck Tourism Plan
- Regional Water Supply Plan





CREATING WARSAW 2042

INITIATION

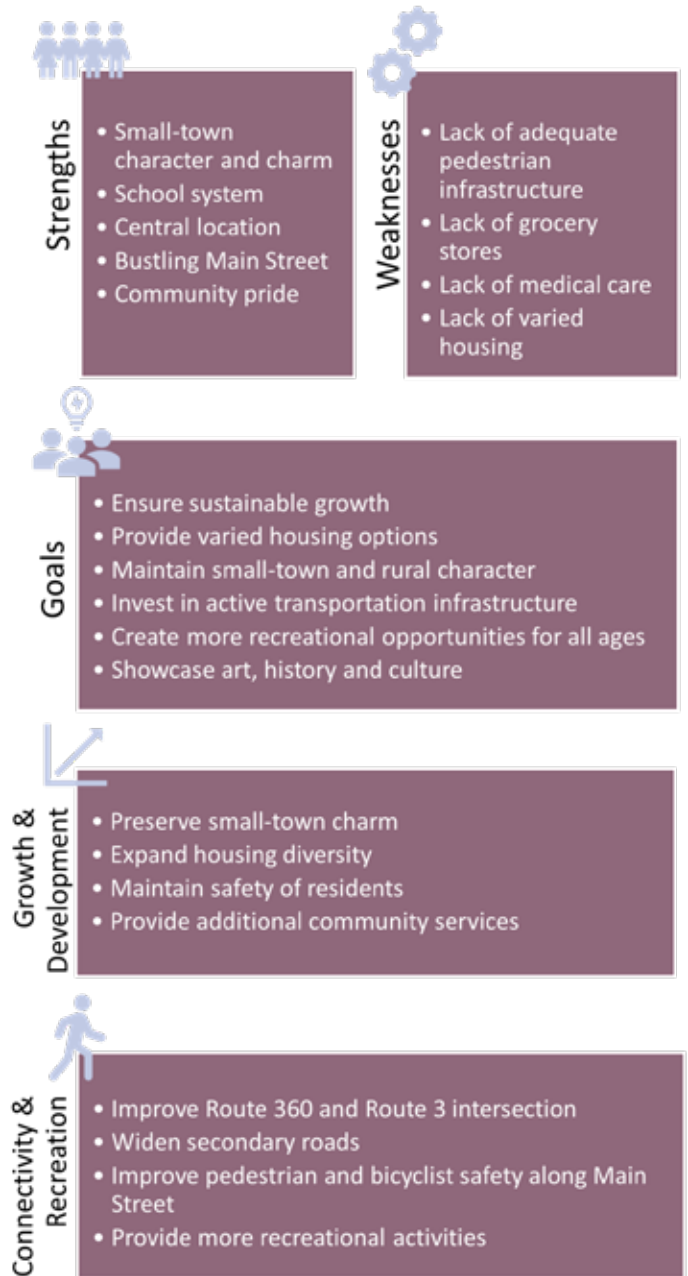
The Town of Warsaw kicked off the comprehensive plan update on May 17, 2022. The Berkley Group facilitated a joint kickoff worksession discussing the status of the current comprehensive plan and next steps with the Town Council and Planning Commission. The kickoff worksession was followed by a tour of the Town by the Town Staff. The initiation phase also included an analysis of the existing condition, data collection, inventory, and analysis of existing plans and studies to inform the drafting of the comprehensive plan update.

COMMUNITY INPUT

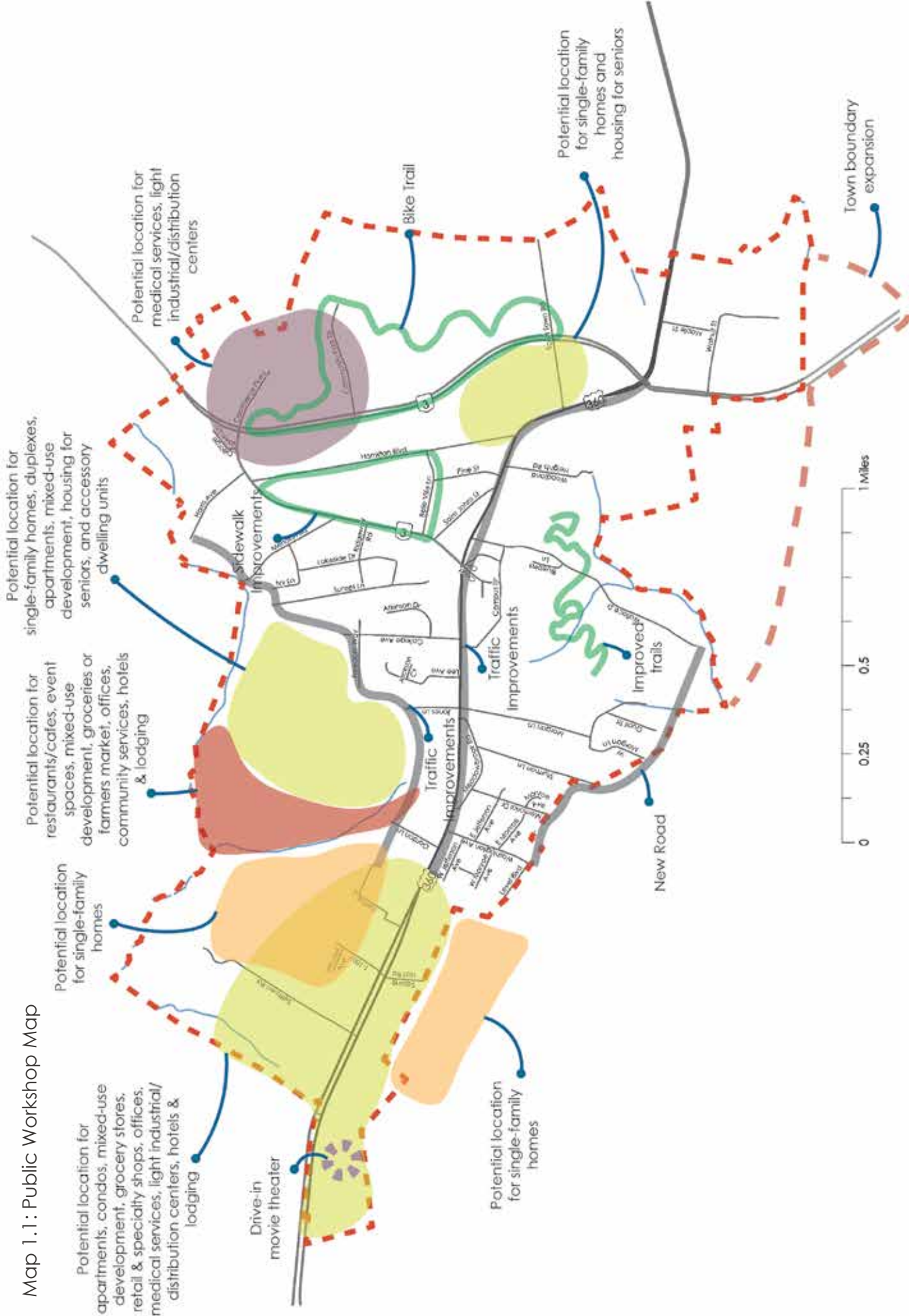
Public Workshop

The Town of Warsaw held a public workshop on June 21, 2022, to gather community input for the Comprehensive Plan Update. The Berkley Group facilitated the workshop, which was attended by members of the public, Town staff, members of the Town Council, and the Planning Commission.

The workshop included an introductory presentation by the Berkley Group explaining the need for the Comprehensive Plan update, the process, and participation opportunities for community members. The presentation was followed by a two-part group exercise. Part 1 of the exercise focused on identifying strengths, weaknesses, and goals for the Town of Warsaw. Part 2 of the exercise focused on issues concerns and goals related to two topics: growth and development, and connectivity and recreation.



Map 1.1: Public Workshop Map



Disclaimer: This map presents a digitized summary of the public workshop. It does not indicate future development for the Town of Warsaw.



Community Survey

The Town of Warsaw administered a community survey, available online from June 1 to July 31, 2022, and received a total of 95 responses. The survey comprised 24 questions relating to demographics, recreation, growth, and economic development. A brief summary of the survey results is provided below.



The top three things that the respondents value most about the Town of Warsaw include **small town character, education system, and sense of community.**



The top three concerns highlighted by the respondents include **keeping taxes low, location and character of new development, and road maintenance, safety, and/or traffic.**



The top three focus areas as Warsaw plans for its future include **improving sidewalks, improving utilities and infrastructure (including broadband), and revitalizing Route 3 and Route 360 corridors.**



The top three desirable jobs include **medical services, commercial businesses (including retail, wholesale, and shopping), and telework/ work from home.**



The respondents expressed an interest in **creating a diverse housing stock in the Town.** Respondents expressed a need for single-family homes, duplexes/ townhomes, apartments, mixed-use residential, and housing for seniors in various locations in the Town.



The top three development needs/ improvements include **improved sidewalks and crosswalks, traffic calming and safety improvements, and building rehabilitation and repair along Route 3 and Route 260 commercial areas.**



Warsaw's residents would also like to see **more and improved recreational areas within the Town.** The top recreational needs include trails for biking, walking, hiking, improving existing facilities, and large outdoor recreation areas (frisbee golf, driving ranges, etc.).





PLAN DRAFTING

Joint Worksessions

Warsaw's Town Council and Planning Commission jointly steered the plan update through regular worksessions, draft review, and dialogue with Town staff and the Berkley Group. Critical to the update was the information gathered during the community engagement process. The Comprehensive Plan was drafted to reflect and address the strengths, weaknesses, challenges, and opportunities identified through public engagement and existing conditions data research.

REVIEW & REFINEMENT

Public Open House

Comprehensive Plans are a product of the community's input as interpreted through the lens of appointed and elected decision-makers. As such, the Comprehensive Plan followed a public review and refinement period that ensured the Plan accurately represented the community's concerns and desires with appropriate strategies to address them. The draft plan was made public for review through the Town website and in print copies available at the Town municipal building. The plan was presented at an Open House held on August 22, 2023.

Locality & Agency Review

The Comprehensive Plan is required to go through multiple rounds of reviews by various agencies in Virginia. Under Virginia Code, Section 15.2-2223, localities are required to submit a copy of the adopted plan to the Virginia Department of Transportation (VDOT) for review and comment. Since the Town of Warsaw is a Chesapeake Bay community, the plan is also required to undergo a review by the Virginia Department of Environmental Quality.

ADOPTION

With the inclusion of changes suggested during the public refinement period, the revised draft Plan was made available for public review and consideration by the Planning Commission and adoption by the Town Council through a formal public hearing process. After adoption, the work of using and updating the Comprehensive Plan begins. Warsaw's Planning Commission is ultimately responsible for continual review and update to the Comprehensive Plan. Virginia Code Section 15.2-2230 calls for the Comprehensive Plan to be reviewed by the local Planning Commission at least once every five years to determine whether it is advisable to amend the plan.

USING WARSAW 2042

The Comprehensive Plan is used by a variety of individuals and stakeholder groups.

- Private citizens, business owners, and developers use the Plan to better understand the community's assets, vision, and development goals.
- Town staff and Planning Commission use the Plan when reviewing zoning applications and drafting ordinances, striving for consistency with the community's vision.
- The Planning Commission and the Town Council use the Plan to guide decisions on budget priorities, capital projects, and ordinance amendments.
- Regional partners use the Plan to understand local priorities and advocate for grant funding and studies.

The Comprehensive Plan best serves the community when it is actively used to make recommendations and decisions. An annual review of the Plan is also a best practice that helps bring the community's vision to fruition. The annual review allows for the Planning Commission to identify necessary amendments and track progress. The Implementation Chapter of the Plan includes an implementation matrix and is a prime place to start the annual review. The implementation matrix and performance indicators included in the Implementation chapter should be analyzed and updated annually to measure achievements and reprioritize strategies, as needed to meet community goals.



CHAPTER 2

ABOUT WARSAW



ABOUT WARSAW

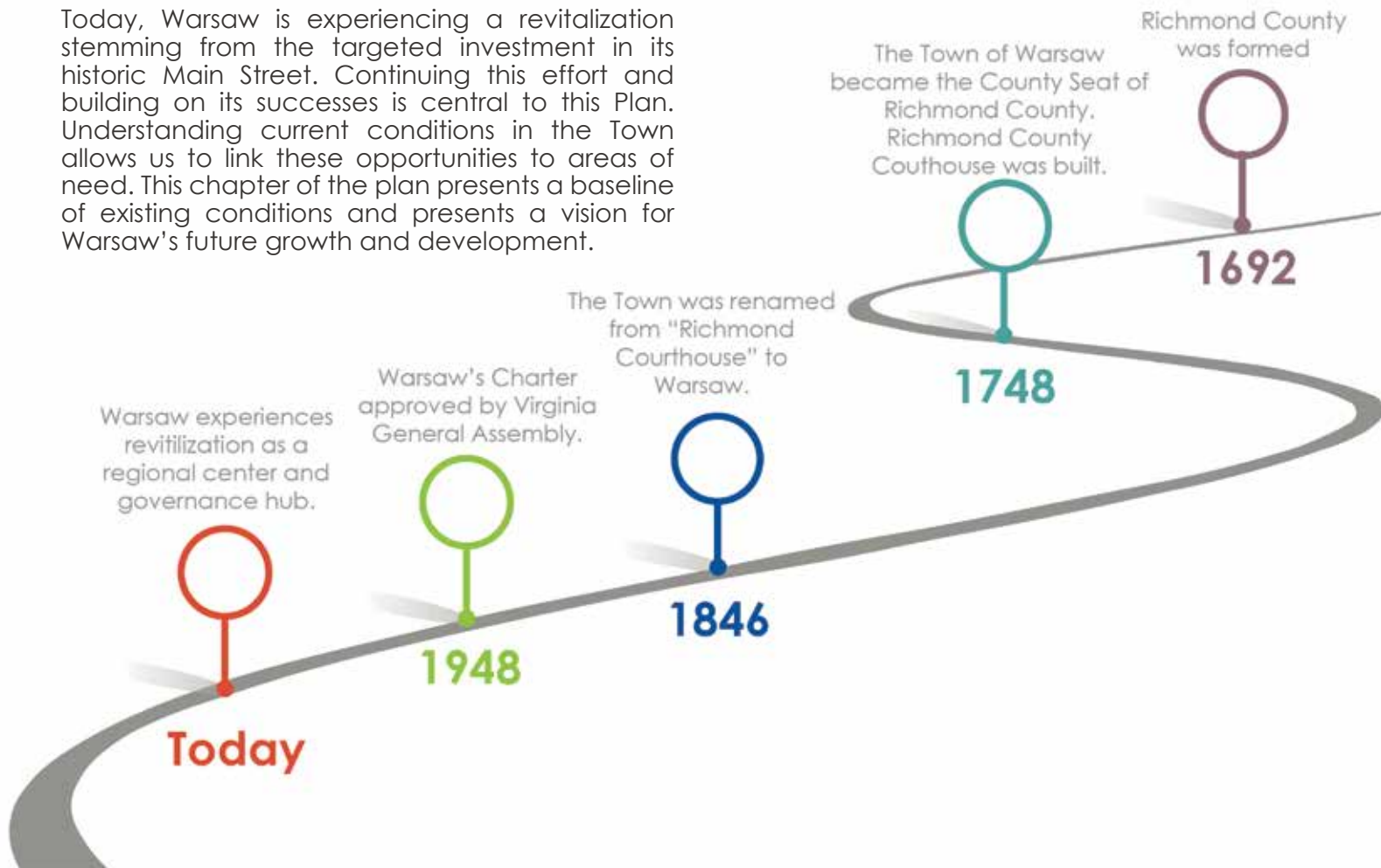
INTRODUCTION

The Town of Warsaw is a historic town that embodies the charm and character of rural, tidewater Virginia. A gateway to the Northern Neck region, Warsaw is centrally located at the intersection of Route 3 and Route 360 - 52 miles northeast of the City of Richmond and 108 miles south of Washington DC. With a population just over 1,600 and an area of just less than three square miles, Warsaw is a small but vibrant and growing town. Small-town charm, quality of life, access to natural beauty and amenities such as the Rappahannock River, and convenience to major metropolitan areas are assets that drive the growth of the Town. Additionally, Warsaw serves as the seat for Richmond County and houses several regional and County organizations, making it an important regional center and governance hub.

Today, Warsaw is experiencing a revitalization stemming from the targeted investment in its historic Main Street. Continuing this effort and building on its successes is central to this Plan. Understanding current conditions in the Town allows us to link these opportunities to areas of need. This chapter of the plan presents a baseline of existing conditions and presents a vision for Warsaw's future growth and development.

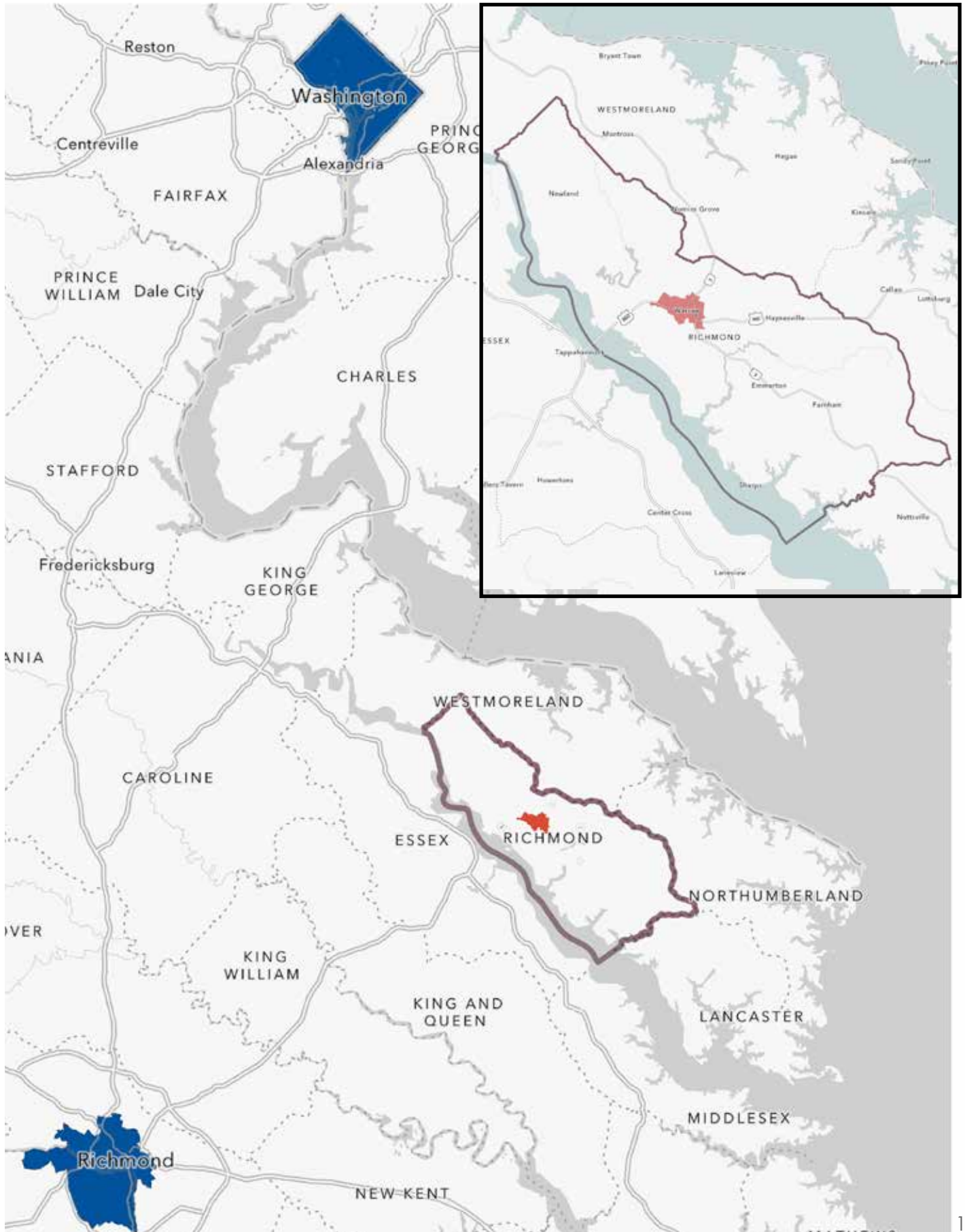


Town of
WARSAW
Heart of Virginia's Northern Neck

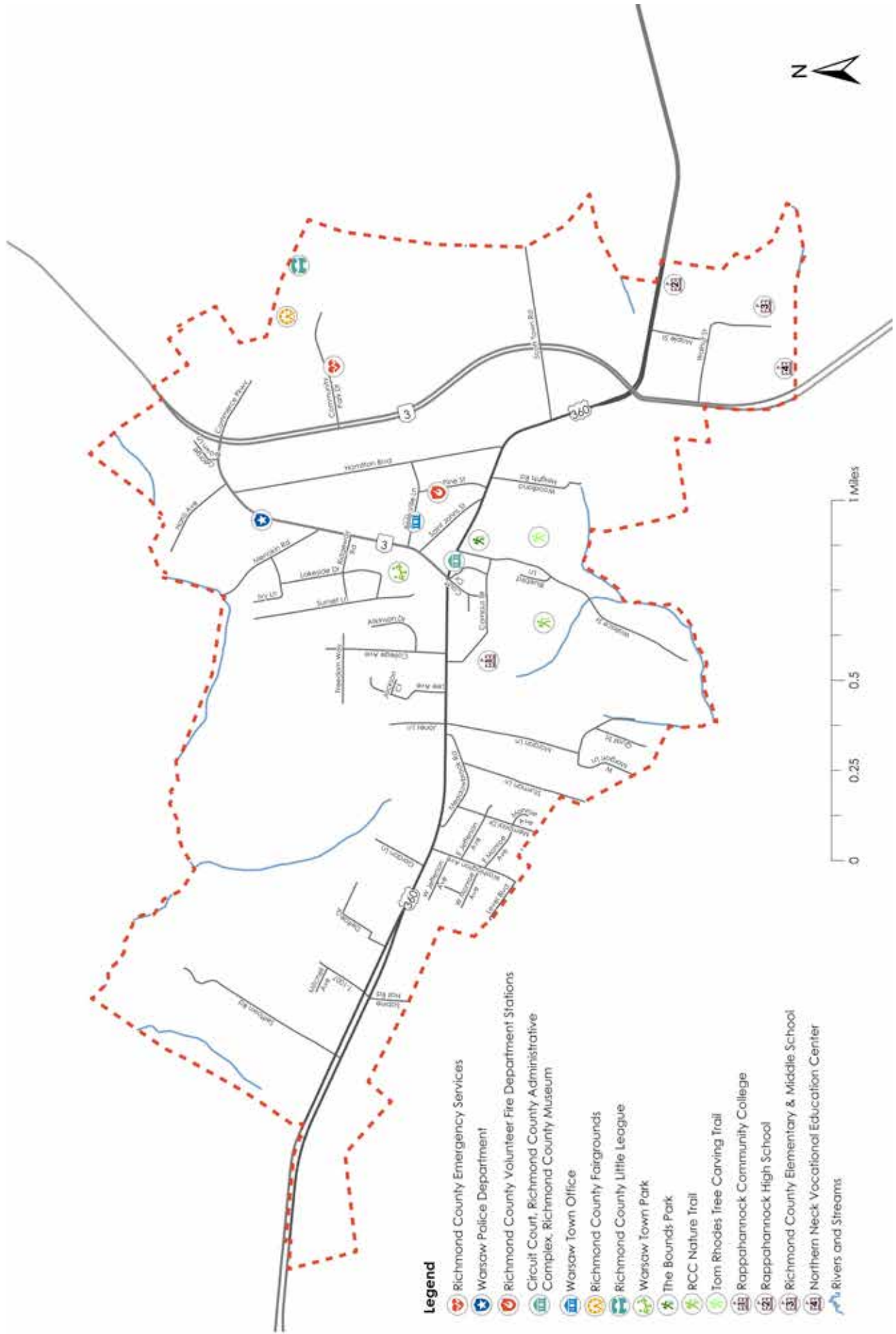




Map 2.1: Regional Setting



Map 2.2: Town of Warsaw



WARSAW TODAY

DEMOGRAPHICS

Population Trends

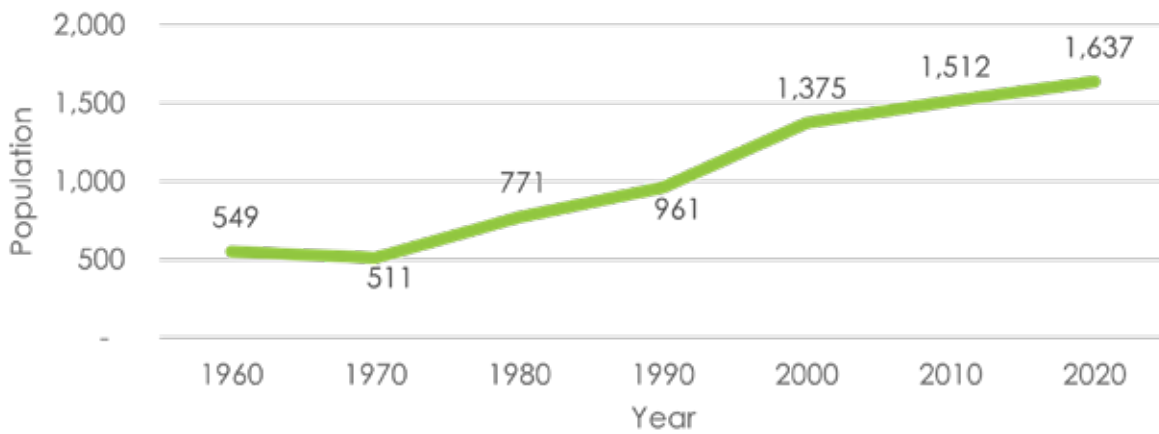
The number of residents in the Town of Warsaw has more than doubled in the last 40 years, from 771 residents in 1980 to 1,637 residents in 2020. Warsaw also experienced an 8.2% increase in population between 2010 and 2020. As the only incorporated town in Richmond County, Warsaw's population density (546 persons per square mile) is greater than that of Richmond County (41 persons per square mile).

The Town of Warsaw experienced a 19% population increase between 2000 and 2020. The Town is planning for future growth.



Source: 2000, 2010, 2020 Decennial Census

Historic Population Change



1,637
Population

546
Population Density
(Per Sq. Mile)

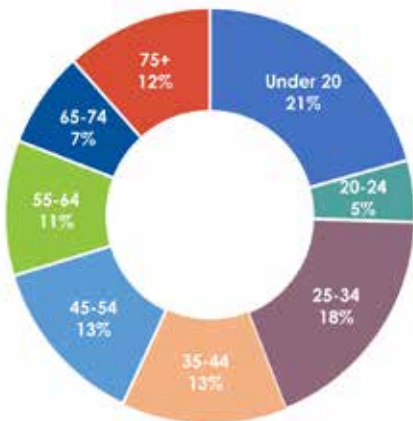
18%
Of Richmond County
Residents Live In Warsaw

Source: 2020 Decennial Census, 2020 American Community Survey 5-year estimates

Age and Sex

Warsaw's population is distributed evenly among different age groups. The median age of the residents in Warsaw is 40.3 years, and the most common age cohort is 25 to 29 years, which makes up 10% of the total population. Warsaw also houses a significant cohort of children and seniors. Only 5% of the Town's population is aged between 20-24. Overall, the population of Warsaw (40.3) is slightly younger than Richmond County (44.4). Additionally, the population is 56% male and 44% female. With 36% of the population at childbearing age (ages 20-44), the Town should plan for continued population growth. The Town should also continue to improve quality of life and provide diverse and affordable housing options to serve young adults and families.

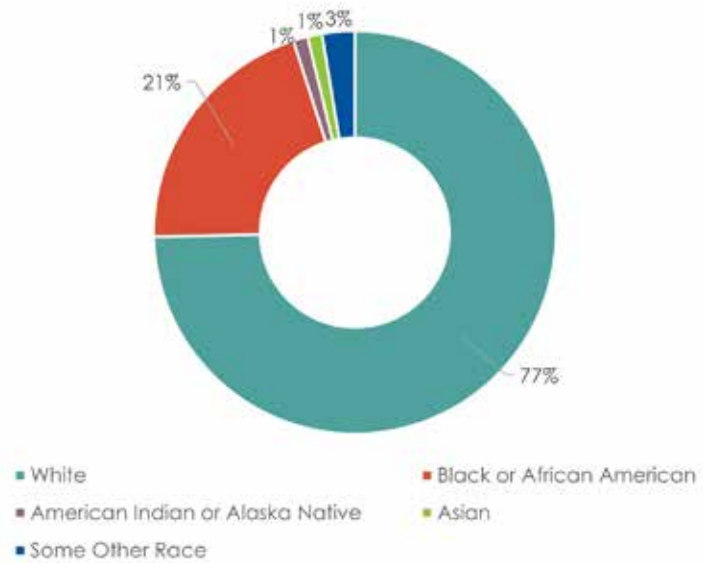
Age Groups



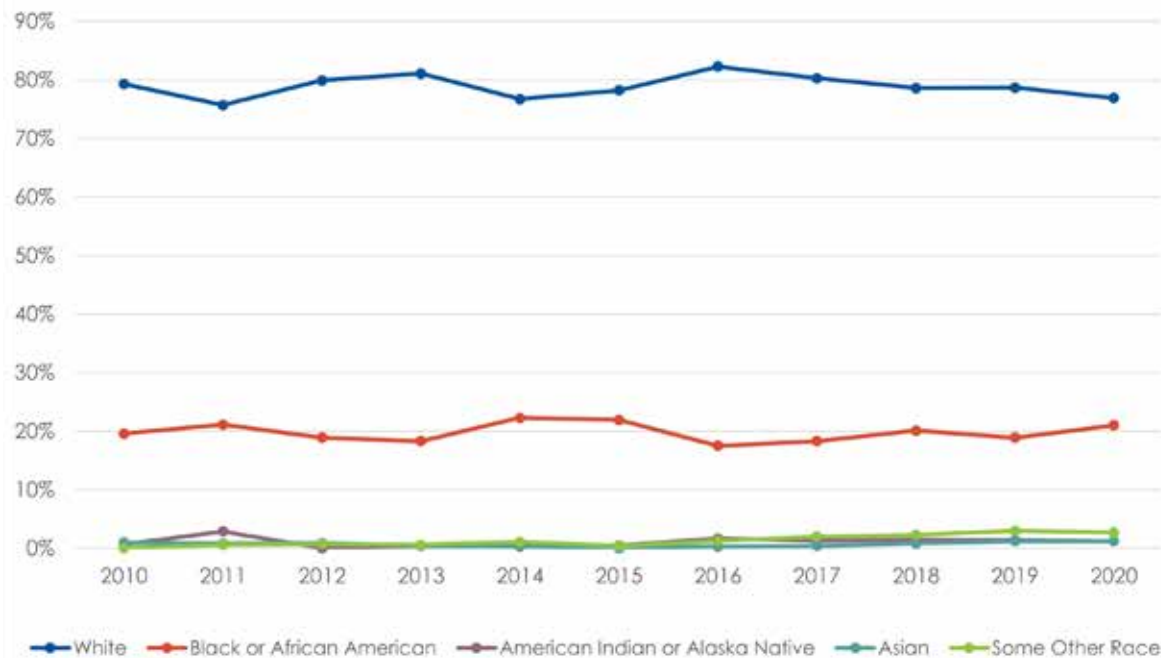
Race and Ethnicity

The Town of Warsaw houses a predominantly White population (77%), followed by African American population (21%). The racial composition of the population has not changed much in the last decade, with only a 1.4% increase in African American population and less than 1% increase in American Indian and Alaska Native population and Asian population.

Racial Composition



Change in Racial Composition



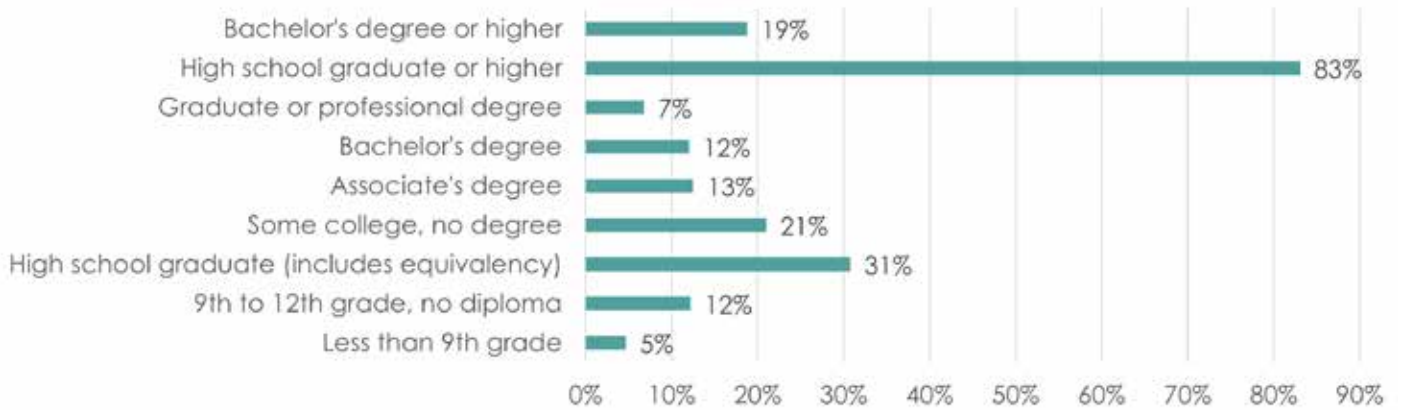
Source: 2010 - 2020 American Community Survey 5-year Estimates



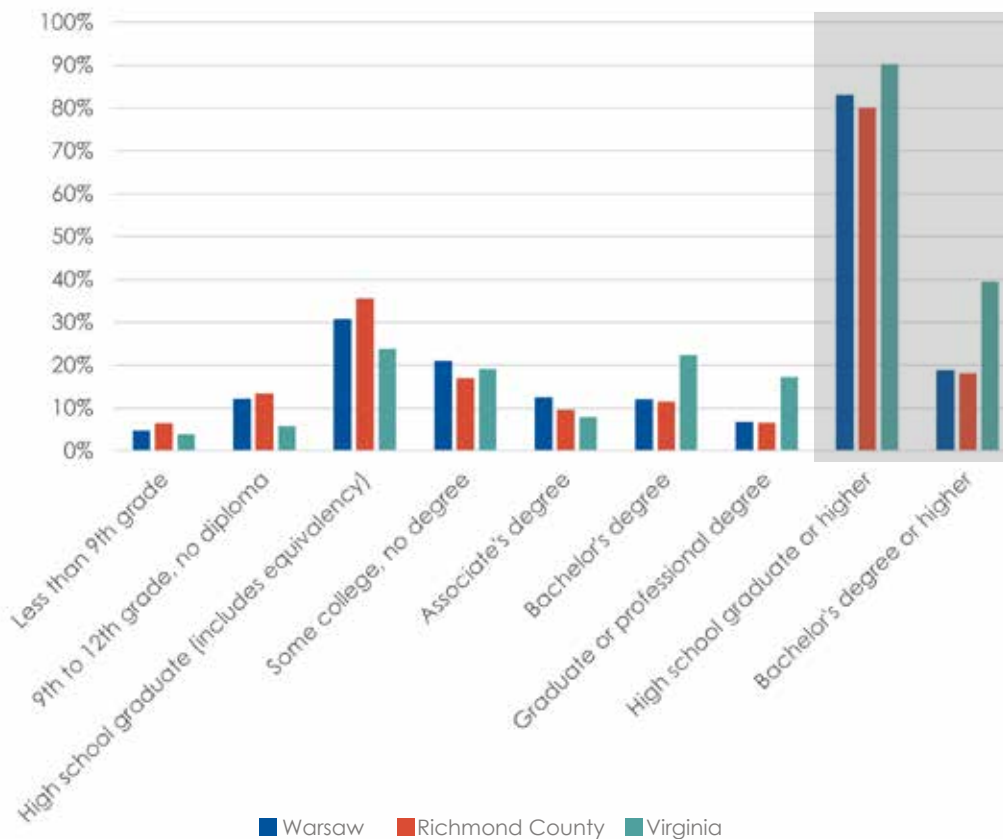
Education

Approximately 83% of Warsaw residents have at least a high school diploma. As compared to Richmond County, Warsaw has a higher percentage of people with a high school diploma and all levels of college degrees.

Education Attainment (Population 25 Years and Over)



Education Attainment Compared to Richmond County and Virginia (Population 25 Years and Over)



Source: 2020 American Community Survey 5-year Estimates



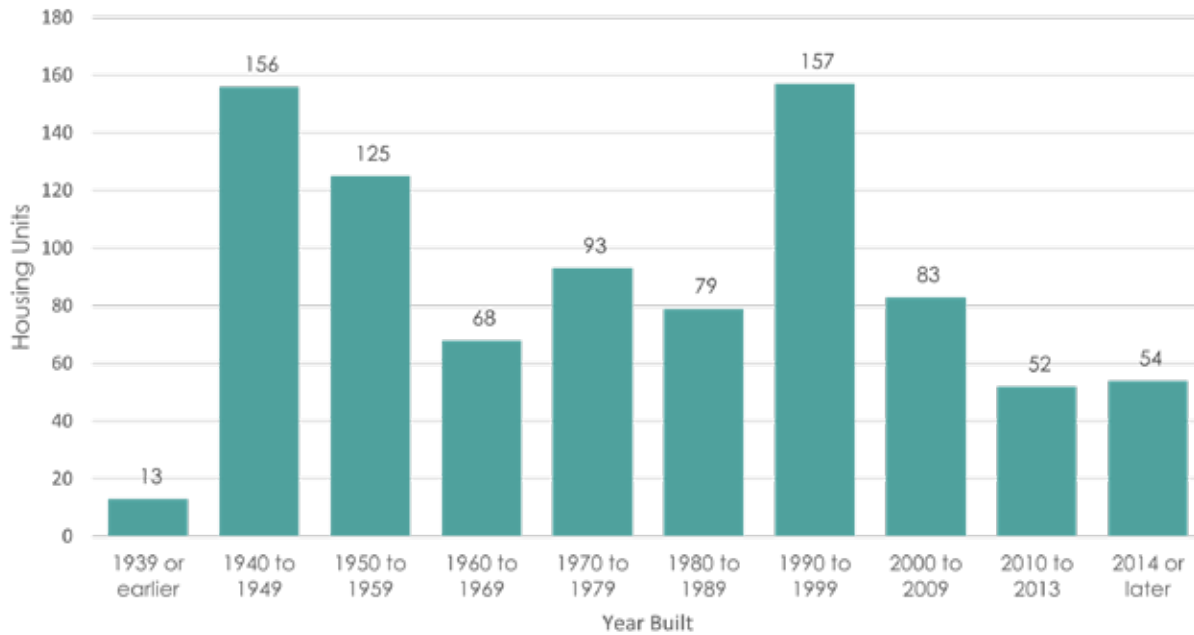
HOUSING AND NEIGHBORHOODS

The majority of the housing stock in the Town of Warsaw is single-family, detached housing followed by multi-family housing and a small percentage of manufactured homes (3%). The Town can benefit from more multi-family and affordable housing options. The presence of historic residential structures adds to the charm of the Town. In saying that, the housing stock is also undergoing aging and slow growth with only 6% of the units built in 2014 or later.

About 61% of the housing units in the Town are renter-occupied. Community members have expressed the need for more diverse rental housing stock, including new and improved rental units and apartments. About 35% of Warsaw's renters are cost-burdened, meaning that 30% or more of their income accounts for housing costs. The Town will benefit from the provision of more affordable housing options as an opportunity to attract and retain young families as well as help older residents age in place.



Age of Housing Stock



880
Total Housing Units

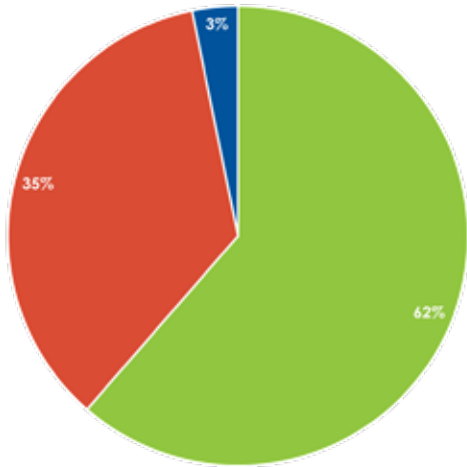
2.73
Household Size

82.4%
Households with Broadband Access

Source: 2020 American Community Survey 5-year Estimates

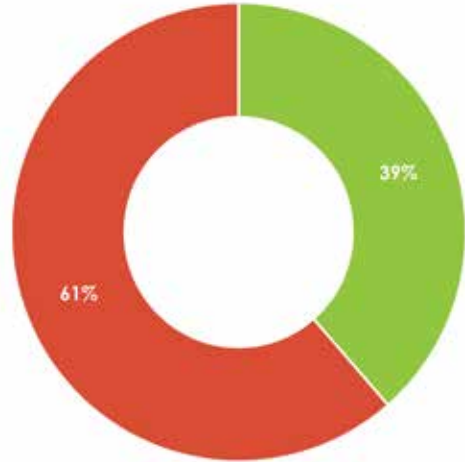


Housing Type



■ Single-Family, Detached ■ Multi-Family ■ Manufactured Home

Rent V. Own



■ Owner Occupied ■ Renter occupied

Source: 2020 American Community Survey 5-year Estimates

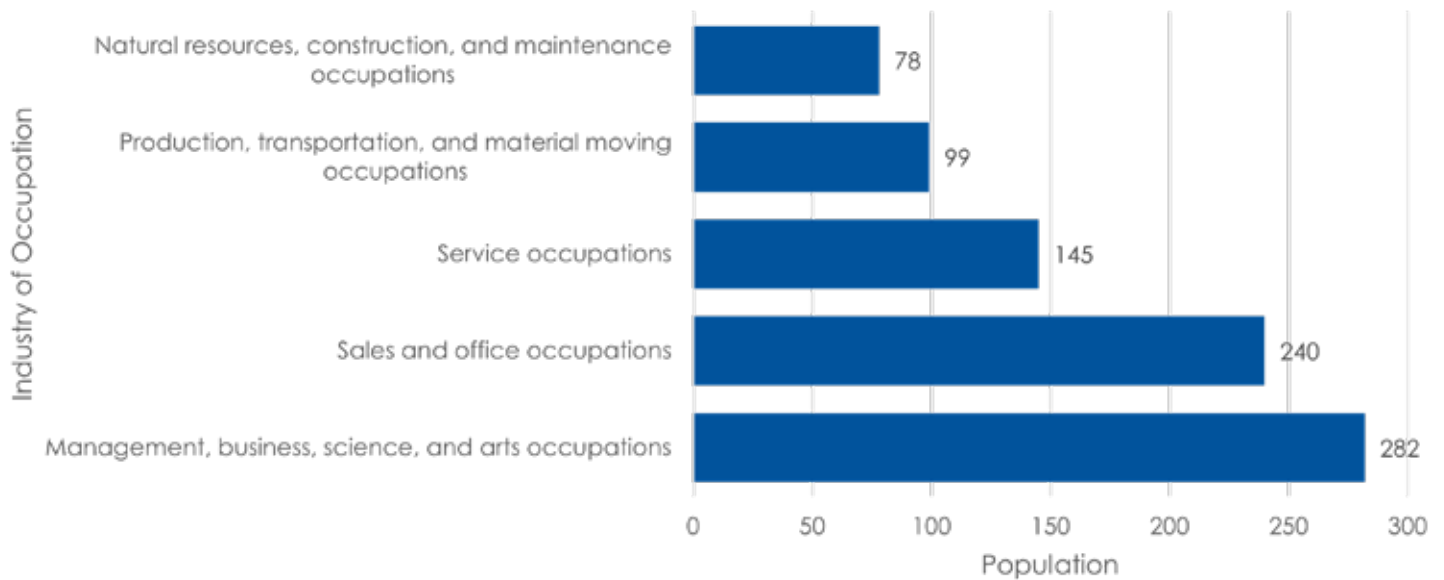


ECONOMY

Much of the population in the Town of Warsaw is employed in management, business, science, and arts occupations, followed by sales and office occupations, and service occupations. The largest employers in the Town include Richmond County School Board and Rappahannock Community College. The median household income in Warsaw is \$57,150 which is higher than that in Richmond County (\$53,298). Warsaw is home to a bustling Main Street that accommodates close to 100 businesses. The Town can continue to work towards ensuring economic growth and prosperity by leveraging the programs and incentives available statewide.



Population by Occupation



\$57,150

Median Household
Income

854

Population in
Labor Force

8.7%

Population below
Poverty Level

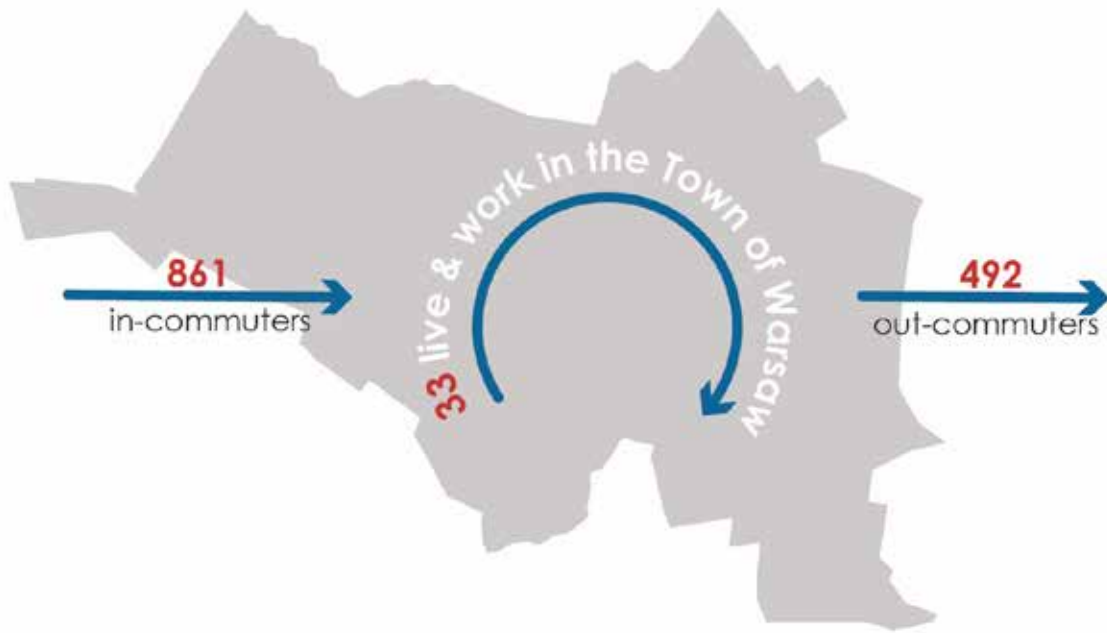
Source: 2020 American Community Survey 5-year Estimates



TRANSPORTATION AND MOBILITY

The Town of Warsaw has a positive net flow of commuters, indicative of its role as a commerce center in the region. The Town of Warsaw's residents rely heavily on personal automobiles for their daily commutes and activities. About 8% of the working population carpools to work, and 11% of the workers work remotely. Reducing reliance on personal automobiles will require a multi-faceted approach. The Town can explore opportunities to attract and retain remote workers. The Town of Warsaw can work to improve and invest in active transportation infrastructure including sidewalk improvements, bike paths,

and trails to encourage more people to choose alternative modes for traveling to work. A higher investment in improving ped-bike infrastructure, especially along Route 3, will ensure that people can enjoy the vibrant Main Street on foot and bike. An improved sidewalk, crosswalk, and biking infrastructure will also encourage more people to walk/bike to work and reduce automobile dependency within the Town. The Town can also expand its public transit service to include more on-demand transit services. In addition, the Town can encourage people to carpool to work.



Source: U.S.Census Bureau, Center for Economic Studies, LEHD



Source: 2020 American Community Survey 5-year Estimates



WARSAW TOMORROW

OUR VISION

A meaningful Comprehensive Plan looks 10 to 20 years into the future toward a vision of what a place can be. This vision is based on the collective input from the community and should be supported by residents, business owners, and other community members. The vision serves as the overarching principle for the Comprehensive Plan, guiding the development of goals and strategies for each planning element. The vision is a broad, aspirational statement headlining the entire Comprehensive Plan — the words are carefully chosen to reflect the most important issues on the minds of community members. How the Town achieves this vision is a long-term project, achieved through the goals and strategies identified in this Plan.

OUR VALUES

The Comprehensive Plan vision statement is supported by a series of plan values – those things that the Town of Warsaw, as a community, cares the most deeply about. Throughout the community engagement process, we heard from the citizens of Warsaw what would make this community a better place. As such, the plan values should serve as a guide for the many decisions community leaders will make over time for the Town. With each decision, we must ask: Are we respecting our values and creating meaningful change for our community? Are we creating a place where families, visitors, and businesses plan to thrive.

OUR GOALS

Plan elements are the backbone of the Comprehensive Plan. Every community is comprised of physical elements, economic factors, and social structures that combine to create the distinct places people call home. When we plan for communities, we must consider each of these elements. Warsaw's Comprehensive Plan addresses six plan elements. Each plan element chapter contains an analysis of key issues and opportunities, an overarching goal, supporting objectives, and specific strategies to bridge any gaps. Taken together, they create a strategic framework to achieve the vision for Warsaw's future.





VISION & VALUES

The Town of Warsaw provides leadership to create a thriving community that is connected to its past and focused on its future.



Thriving



Connecting



Leading





PLAN ELEMENTS & GOALS



3
COMMUNITY
CHARACTER &
DEVELOPMENT

The Town of Warsaw will grow by encouraging development that enhances quality of life, protects community character, and promotes economic resiliency.



4
TRANSPORTATION &
CONNECTIVITY

The Town of Warsaw provides a resilient, safe, and well-connected transportation network that is accessible to all and preserves community character.



5
HOUSING &
NEIGHBORHOODS

The Town of Warsaw provides safe, attainable, and quality housing options that are accessible to people of all income levels, ages, and abilities.



6
HISTORIC & NATURAL
RESOURCES

The Town of Warsaw protects its unique natural and historic resources as integral components of the Town's sustainable growth and development.



7
ECONOMIC GROWTH
& DEVELOPMENT

The Town of Warsaw will grow a thriving local economy that attracts diversified job creators, supports a qualified workforce, and values local businesses.



8
COMMUNITY FACILITIES
& SERVICES

The Town of Warsaw provides exceptional community facilities, services, and infrastructure that reflect the high quality of life enjoyed by all residents and support the Town's evolving needs.





CHAPTER 3

COMMUNITY CHARACTER & DEVELOPMENT



COMMUNITY CHARACTER & DEVELOPMENT

GOAL: THE TOWN OF WARSAW WILL GROW BY ENCOURAGING DEVELOPMENT THAT ENHANCES QUALITY OF LIFE, PROTECTS COMMUNITY CHARACTER, AND PROMOTES ECONOMIC RESILIENCY.

INTRODUCTION

The growth and development pattern of a community is a key determinant of its future prosperity and quality of life. Land use is foundational for achieving the community's vision and is directly linked to transportation patterns, economic vitality, resiliency and disaster preparedness, and infrastructure and public service needs. The discussion and strategies in this chapter identify existing development patterns and lean on community input to establish policies for future growth and development that enhance community character, protect neighborhoods, improve connectivity, and grow economic prosperity.

The following land use and planning assumptions are likely to influence Warsaw's growth and development needs:

- Warsaw is the only incorporated Town in Richmond County and serves as the cultural, commercial, and service center for the local area.
- The Town is at a strategic location as the first community you come through on the Northern Neck after crossing the Rappahannock River from Tappahannock.
- The Town is experiencing a revitalization with significant investment in its Main Street area. The Town's commercial corridors can benefit from the momentum of this redevelopment and investment.
- Warsaw is poised to grow with a steady population increase over the last few years.
- The Town and areas surrounding the Town are designated as growth areas in Richmond County's Comprehensive Plan.





EXISTING LAND USE | KEY ISSUES & OPPORTUNITIES

ENHANCE COMMUNITY CHARACTER & IDENTITY

Existing Development Patterns

The Town of Warsaw is located at what has historically been an important crossroads for the Northern Neck region. Anchored by the Richmond County Courthouse, development initially grew around the intersection of the Town's primary thoroughfares, Route 360 and Main Street (Route 3 Business). Newer commercial growth spread west along the Route 360 entry corridor, bringing retail chains, groceries, fast food establishments, banks, automobile services, and lodging. Growth along the southeast portion of Route 360 has been somewhat slower but has potential for commercial and industrial growth, particularly with the development of the Belle Ville tract bringing a wider mix of uses, including residential, to this area of Town. This combined with growth in the Richmond County Industrial Park on the eastern side of Town can drive growth around the intersection of Routes 3 and 360.

Older pre- and post-World War II single-family residential neighborhoods developed east and west of the downtown commercial core on parcels ranging from approximately one-quarter acre to one acre in size. Neighborhoods with homes built from roughly the 1960s through the 1990s are typically arranged on cul-de-sac streets branching off from Route 360. Multifamily and senior housing development has also mostly occurred along Route 360 as well.





Downtown Revitalization

The commercial boom along Route 360 influenced a gradual decline downtown, resulting in business closures, vacant buildings, and loss of small-town character. As discussed in chapters 6 and 7, the downtown revitalization effort in the mid-2010s brought renewed energy and economic potential to the Town's historic commercial and cultural core. The 2017 Downtown Revitalization Plan offered several strategies the spark physical rehabilitation and economic development, including streetscape and traffic improvements, economic restructuring, enhanced marketing.

Several items from the Revitalization Plan have already been completed, including The Bounds stormwater redevelopment project and the restoration of the relocated Saddlery Building at the Town Park entrance on Main Street. The Saddlery Building, currently used for office and commercial space, serves as a cohesive anchor to a redefined Town Square envisioned in the Revitalization Plan. As discussed in Chapter 6, applying for historic district status through the Virginia Department of Historic Resources, as recommended in the Revitalization Plan, will also open doors for historic preservation opportunities. Following up an approved historic district status with a locally adopted historic district overlay will add regulatory zoning tools to continue preserving the integrity of the downtown core.

Infill & Redevelopment

Warsaw has undeveloped land within Town limits, but much of this remains in agricultural use or is otherwise privately owned. The Downtown core is largely built out along the southern end of Main Street, but there are opportunities for infill and adaptive reuse of existing buildings. Infill development fills vacant lots that occur in a built environment and can play a role in achieving urban revitalization, resource and land conservation, and alternatives to sprawl development. Redevelopment and adaptive reuse of existing buildings also provide opportunities to preserve historic buildings and support economic growth. The Economic Incentive Program highlighted in Chapter 7 is one tool that can be used to encourage businesses to locate to vacant buildings.

Open Space & Agricultural Areas

Large tracts of agricultural land can be found within Town limits. Most of this land remains in private ownership, particularly the parcels north of Route 360, and there is no particular plan for developing these areas at this time. However, given Warsaw's potential for growth and high occupancy rates indicating a need for more housing, the abundance of undeveloped land can help alleviate growth concerns should there ever be a need. Using cluster development and low impact design can help achieve desired densities on smaller lots, preserving as much land for open space as possible.





CREATE A COORDINATED FRAMEWORK FOR GROWTH

Land Use Tools & Regulations

Warsaw's Zoning Ordinance and the associated Zoning Map are the regulatory tools used to implement the Town's land use vision. Currently, the Town is divided into seven zoning districts: three residential, two commercial, and two industrial. There are also two overlay districts, the Chesapeake Bay Preservation Area (CBPA) and Traditional Town (TT).

The R-1 district is intended for lower density, single-family dwellings. The R-12 district serves as a transitional district allowing both residential and light commercial or office uses along the Route 360 and central Main Street corridors. The R-18 district is appropriate for higher density multifamily housing. The C-1 district accommodates businesses in the more urban downtown core that benefit from both car- and pedestrian-oriented access. The C-2 district is located farther from downtown along western Route 360, Route 3 bypass, and northern Main Street corridors and accommodates commercial uses that are car-reliant. Industrial zones are primarily found along the Route 3 bypass in and around the Richmond County Commerce Park.

The CBPA overlay district protects local water quality by reducing pollution and promoting water resource conservation. The CBPA overlay covers the entire Town, with Resource Protection Areas identified adjacent to waterways and wetlands, and Resource Management Areas covering all other lands in Town. The overlay district has enhanced provisions for erosion and sediment control requirements, best management practices, buffers, and other tools for reducing pollutants and protecting water quality.

The Traditional Town (TT) overlay district covers all lands zoned R-1, R-2, C-1, and C-2, with the intention of encouraging innovative and creative mix of commercial, office, and higher density residential uses. The TT overlay is especially appropriate in the downtown and surrounding areas where the urban scale can accommodate taller and mixed-use developments.

These districts should be evaluated to ensure the regulations support the future land use goals of this Comprehensive Plan.

Annexation & Regional Coordination

Warsaw has annexed land from Richmond County several times since 1975. Recognizing Warsaw as the designated growth center for the County due to the availability of water, sewer, and municipal services, an agreement was adopted in 1986 that clarified and streamlined the annexation process between the two jurisdictions. Areas for immediate and future annexations were designated, and a relatively simple ordinance process was established that allows the Town to formally annex designated lands when needed. In return, Warsaw waived its right to ever seek city status.

The planning and development implications of this annexation agreement benefited both the Town and County. The Town had the ability to obtain high growth potential areas and subsequent revenues. The County benefited by retaining taxes on all of those properties that an independent city would have captured if it obtained incorporation. Even more important with respect to long-term planning is the cooperative relationship between the Town and the County with respect to growth and service delivery, and the ability to control land use in the annexed areas. Much of the designated area has been annexed per the agreement, with some additional areas remaining if needed, primarily situated to the north, east, and southern edges of Town.

Richmond County's adopted Comprehensive Plan shows a fundamental commitment to preserving its rural character and quality of life. The County's Plan aims to direct development into planned growth areas, with Warsaw being the primary target due to the availability of water and sewer infrastructure. The Plan identifies the Warsaw Growth Area as a half-mile radius around the Town's boundaries to accommodate growth. Development in this area should complement the historic character and compact development pattern of Warsaw. The 1986 Annexation Agreement also allows Richmond County the option to implement Warsaw's zoning regulations on parcels designated in the Agreement that have not yet been annexed to prevent conflicting land use decisions.



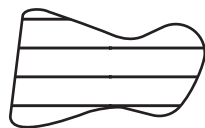
FUTURE LAND USE FRAMEWORK

Warsaw's Future Land Use Plan identifies how the Town should develop to achieve its community vision. The plan provides a framework of pattern areas, opportunity areas, gateways, and corridors where Warsaw should guide future development, redevelopment, and infill. The land use types are defined with consideration of existing development patterns, transportation networks, identified cultural and natural resources, and the community vision. The framework approach places greater emphasis on the quality of development and its form than on the separation of individual uses. This plan is intended to enable flexible development and attract economic investment, while prioritizing quality design, physical connections through sidewalks and paths, and historic preservation. Land use applications, capital improvement projects, and Town regulations should be assessed according to the concept, use, and development guidelines included in this plan. However, this plan is not intended to substitute for detailed zoning and subdivision regulations, but rather provide broad land use concepts that support the Town's vision for the future. Applicable land use types and planning guidelines may change based on specific site conditions and are subject to Town determination. In weighing development applications, staff, Planning Commission, and the Town Council should be mindful of this framework as well as the economic, environmental, and infrastructure impacts of development.



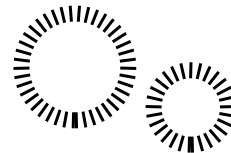
PATTERN AREAS

Patterns Areas are areas of the Town that share distinct characteristics by virtue of geographic location, built form, and/or types of use. As a planning tool, these areas reflect the intended form, character, and planning objectives of future development and redevelopment. As development applications are evaluated, these pattern areas will serve as a guide for Town leaders and staff in evaluating the appropriateness of future developments.



OPPORTUNITY AREAS

Opportunity Areas represent key areas of focus for revitalization, infill, redevelopment, or development. Opportunity Areas are catalyst locations for change in which Warsaw has the opportunity to enhance the attractiveness of existing development and add new development that supports the economy, tax base, and tourism.



GATEWAYS

Gateways are key places where the regional road network enters and intersects in the Town. These gateways are bridges between the transportation network and surrounding development. They serve as the community's front door, establishing first impressions and reinforcing perceptions of the Town. Planning strategies should prioritize improving the image and attractiveness of these gateways.

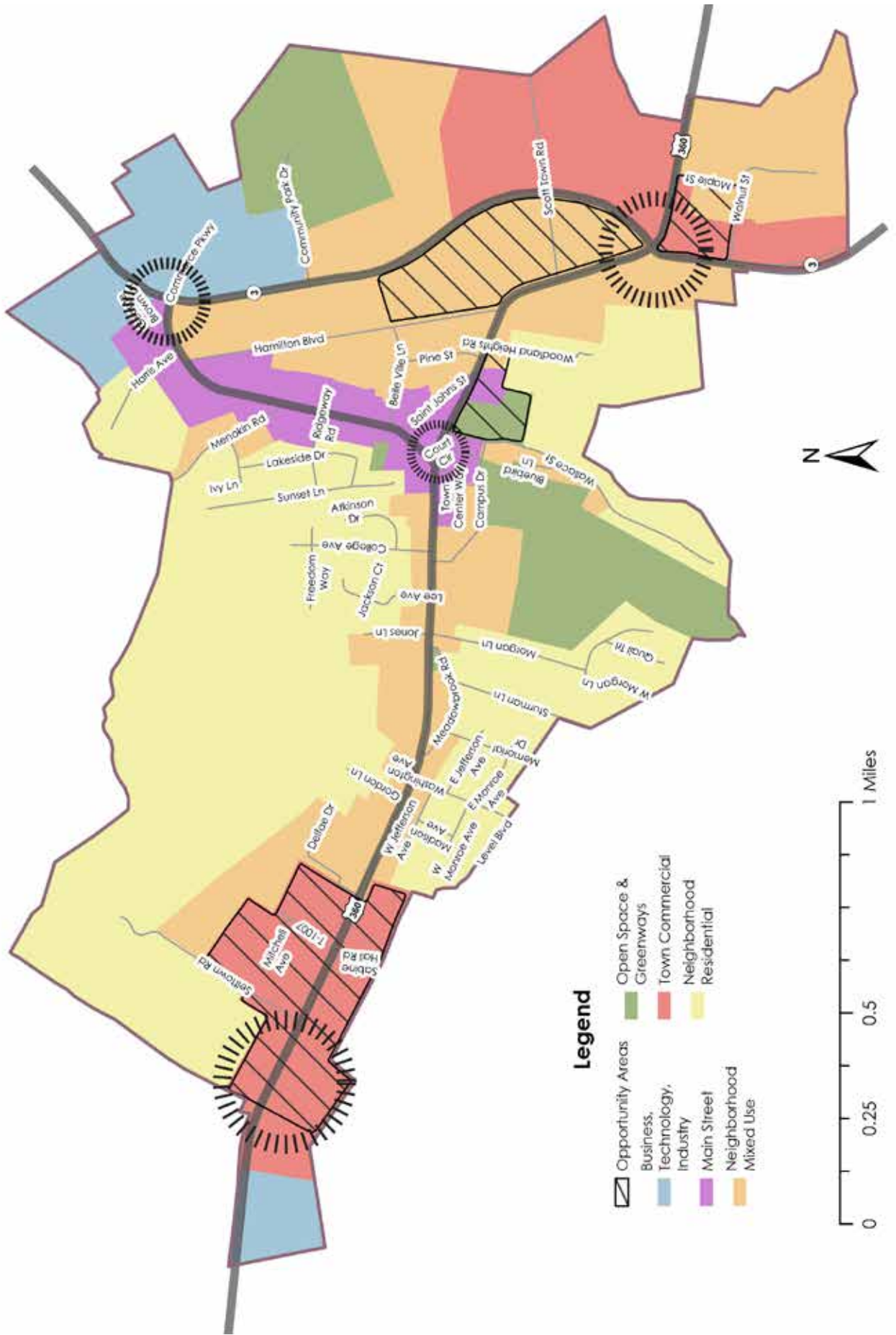


CORRIDORS

Corridors are important local and regional travel routes and commercial destinations. These areas strongly influence the Town's accessibility, attractiveness, and economic vitality. Corridors connect the Town to the region and local residential areas to centers and commercial areas. Improving the conditions, character, and quality of these corridors is a primary planning focus.

A Note About Annexation: Currently, Warsaw has no plans to bring additional land into its Town boundaries. As such, no growth beyond Town boundaries is depicted on the Future Land Use Map. However, bringing land that houses the Town's water and sewer treatment facilities under Town jurisdiction is a long-term goal and is reflected in the strategies of this Plan.

Map 3.1: Future Land Use Framework



Note: Urban Development Area designated on all land within Town boundary.



Pattern Areas

Open Space & Greenways



Open space and greenway areas provide access to natural areas and walking trails, with the potential to coordinate a cohesive greenway network by connecting trail systems from Rappahannock Community College, the Tom Rhodes Trail, the County Fairgrounds, and The Bounds (See Map 4.5 in Transportation & Connectivity). Existing agricultural parcels and Resource Protection Areas (RPAs) also provide open space that is an opportunity for connecting existing and new park and greenspace amenities.

Primary Land Use Types

- Low impact agricultural uses
- Parks, Recreation, Trails



Planning Guidelines

- Use these areas to connect neighborhoods through a network of green infrastructure.
- Enhance & protect natural resources and open space.
- Ensure compliance with all CBPA standards for protecting land in the RPA.





Pattern Areas

Neighborhood Residential



Neighborhood residential areas are Warsaw's established residential neighborhoods. These areas are largely located west of Main Street and Rappahannock Community College on either side of Route 360. These areas should continue in residential use with emphasis in infill and redevelopment and enhanced connectivity by completing or expanding the street grid where feasible and creating greenway and alternative connections to reduce the need for bicycles and pedestrian traveling along or crossing Route 360.

Primary Land Use Types

- Single-family detached residential
- Single-family attached residential
- Accessory dwelling units
- Low impact agricultural uses
- Parks, Recreation, Trails

Planning Guidelines

- Enhance design and development standards to ensure compatibility with traditional Town development patterns.
- Foster the development of a variety of housing types, including affordable housing.
- Focus on connectivity by extending the traditional street grids.
- Connect existing and establish new trails, bicycle routes, and other recreation amenities.
- Incorporate pedestrian connections and safety enhancements.
- Incorporate sustainable development standards.



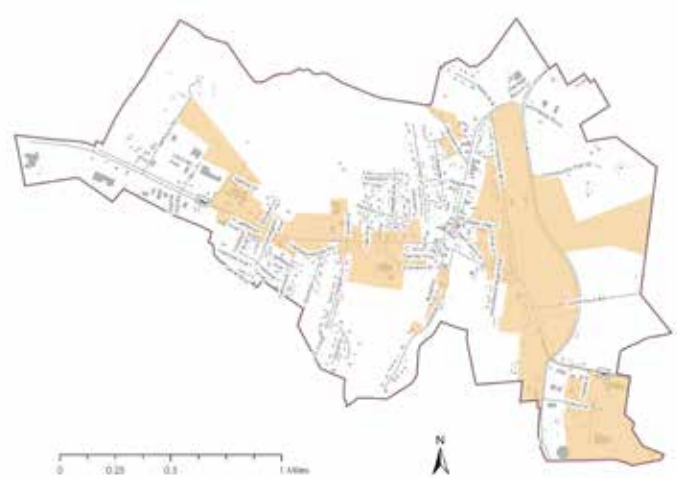
Neighborhood Mixed Use



Neighborhood mixed use areas provide important transition areas between open space, single family residential neighborhoods, downtown, and more intense commercial uses. These areas encourage a mix of uses with emphasis on traditional development patterns where complementary uses such as residential and neighborhood commercial combine to enhance Town quality of life. Uses can mix vertically or horizontally, generally scaling down in intensity as distance from major corridors increases.

Primary Land Use Types

- Single-family detached residential
- Single-family attached residential
- Accessory dwelling units
- Duplexes, Triplexes, Fourplexes
- Apartments
- Senior & assisted housing
- Live work units
- Neighborhood Commercial (cafes, shops, etc.)
- Offices & Professional
- Institutional
- Parks, Recreation, Trails



Planning Guidelines

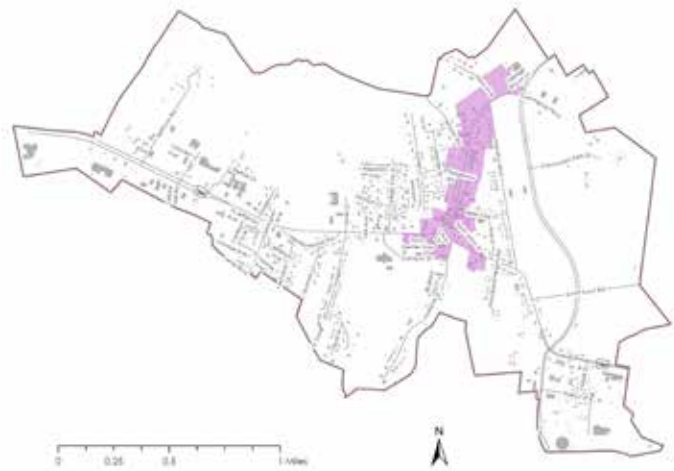
- Focus on infill and redevelopment.
- Enhance design and development standards to ensure compatibility with traditional Town development patterns.
- Foster the development of a variety of housing types, including affordable housing.
- Focus on connectivity by extending the traditional street grids.
- Connect existing and establish new trails, bicycle routes, and other recreation amenities.
- Incorporate pedestrian connections and safety enhancements, and traffic calming, particularly along Route 3 and Route 360.
- Incorporate streetscaping and landscaping.
- Incorporate sustainable development standards.
- Locate parking to the side and rear of buildings.



Pattern Areas



Warsaw's Main Street is the historic and modern heart of the Town. Main Street has undergone a revitalization in recent years, with many new businesses and infrastructure investments. These efforts should continue and include additional efforts such as enhanced connection to surrounding neighborhoods and destinations—such as RCC and the Bounds Park – and expansion of use types, including second floor residential. Main Street's traditional downtown pattern with two-story commercial storefronts and minimal to zero setbacks from the sidewalk remains largely intact with a few vacant lots and modern infill disrupting the pattern. As the area continues to revitalize and redevelop, the Town should consider standards to protect the area's remaining historic fabric.



Primary Land Use Types

- Main Street Commercial (restaurants, cafes, shops, etc.)
- Offices & Professional
- Entertainment
- Live work units
- Parks, Recreation, Trails

Planning Guidelines

- Focus on infill and redevelopment.
- Enhance design and development standards to ensure compatibility with traditional Main Street development patterns.
- Enhance and protect cultural resources.
- Connect existing and establish new trails, bicycle routes, and other recreation amenities.
- Incorporate pedestrian connections and safety enhancements, and traffic calming, particularly along Route 360.
- Incorporate streetscaping and landscaping.
- Incorporate sustainable development standards.
- Locate parking to the side and rear of buildings.



Pattern Areas

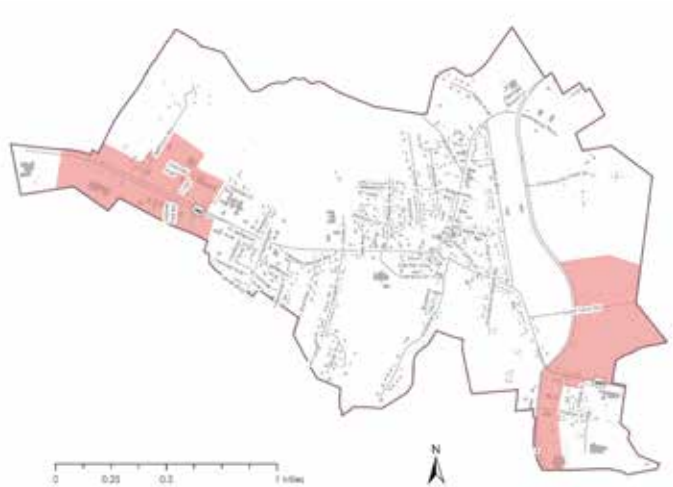
Town Commercial



Town commercial areas are primarily located along the Route 360 and Route 3 corridors. Many of these areas are designated Enterprise Zones to incentivize new businesses to locate here. Today these areas contain primarily automobile-oriented commercial development, but opportunity exists for infill, redevelopment, and enhanced connection to surrounding neighborhoods and land use areas. As new businesses locate in these areas and sites redevelop, emphasis should be placed on quality design to create attractive and accessible commercial areas.

Primary Land Use Types

- Retail & Shopping (restaurants, stores, grocery, etc.)
- Offices & Professional
- Business & Employment
- Medical Services
- Entertainment
- Hotels & Lodging
- Institutional
- Parks, Recreation, Trails

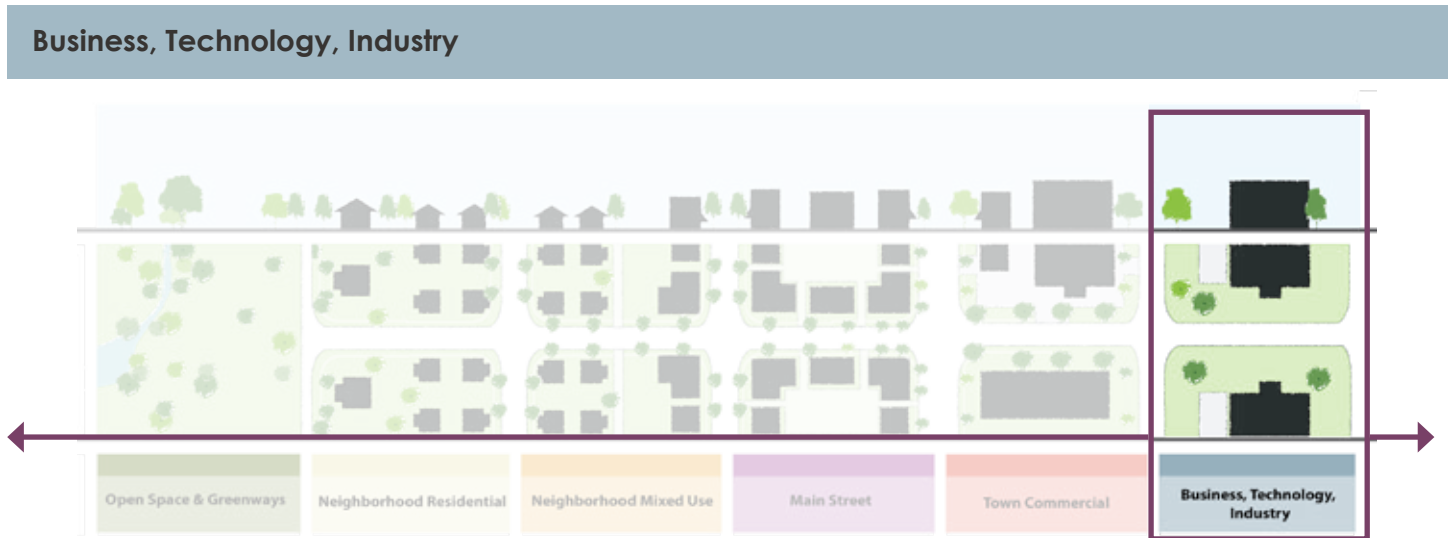


Planning Guidelines

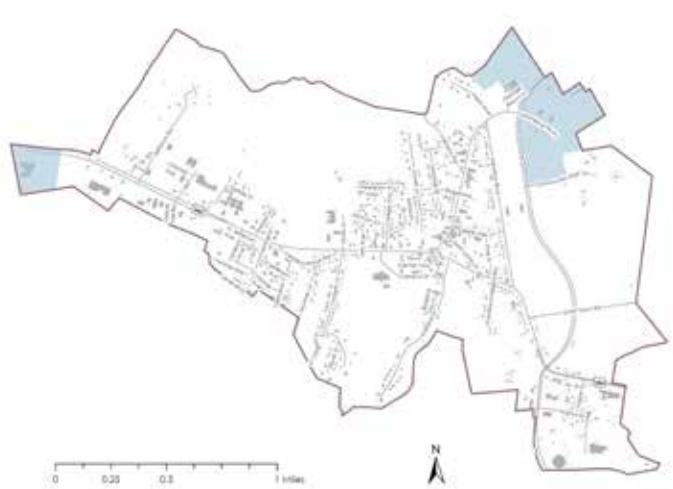
- Focus on infill and redevelopment.
- Enhance design and development standards to ensure compatibility with traditional Town development patterns.
- Incorporate coordinated wayfinding and signage.
- Focus on connectivity by extending the traditional street grids.
- Connect existing and establish new trails, bicycle routes, and other recreation amenities.
- Incorporate pedestrian connections, safety enhancements, and traffic calming, particularly along Route 3 and Route 360.
- Incorporate setbacks and perimeter buffers between incompatible land uses.
- Incorporate streetscaping and landscaping.
- Incorporate sustainable development standards.
- Locate parking to the side and rear of buildings.
- Coordinate development and land use decisions with Richmond County.



Pattern Areas



The northern sector of the Town, where Route 3 enters Town limits, is the heart of the Business, Technology, and Industrial Pattern Area. The area is an established center for commerce and business, including the Richmond County Commerce Park, and is a designated Enterprise Zone. This is a highly accessible location that provides opportunity for additional business development. Current and future development should support employment without contributing pollution or harming the character of the Town. Buffering between lower and heavier intensity uses should be considered for safety, noise, and appearance.



Primary Land Use Types

- Offices & Professional
- Business & Employment
- Medical Services
- Institutional
- Heavy Commercial (bulk sales, outdoor storage, etc.)
- Logistics & Distribution
- Parks, Recreation, Trails

Planning Guidelines

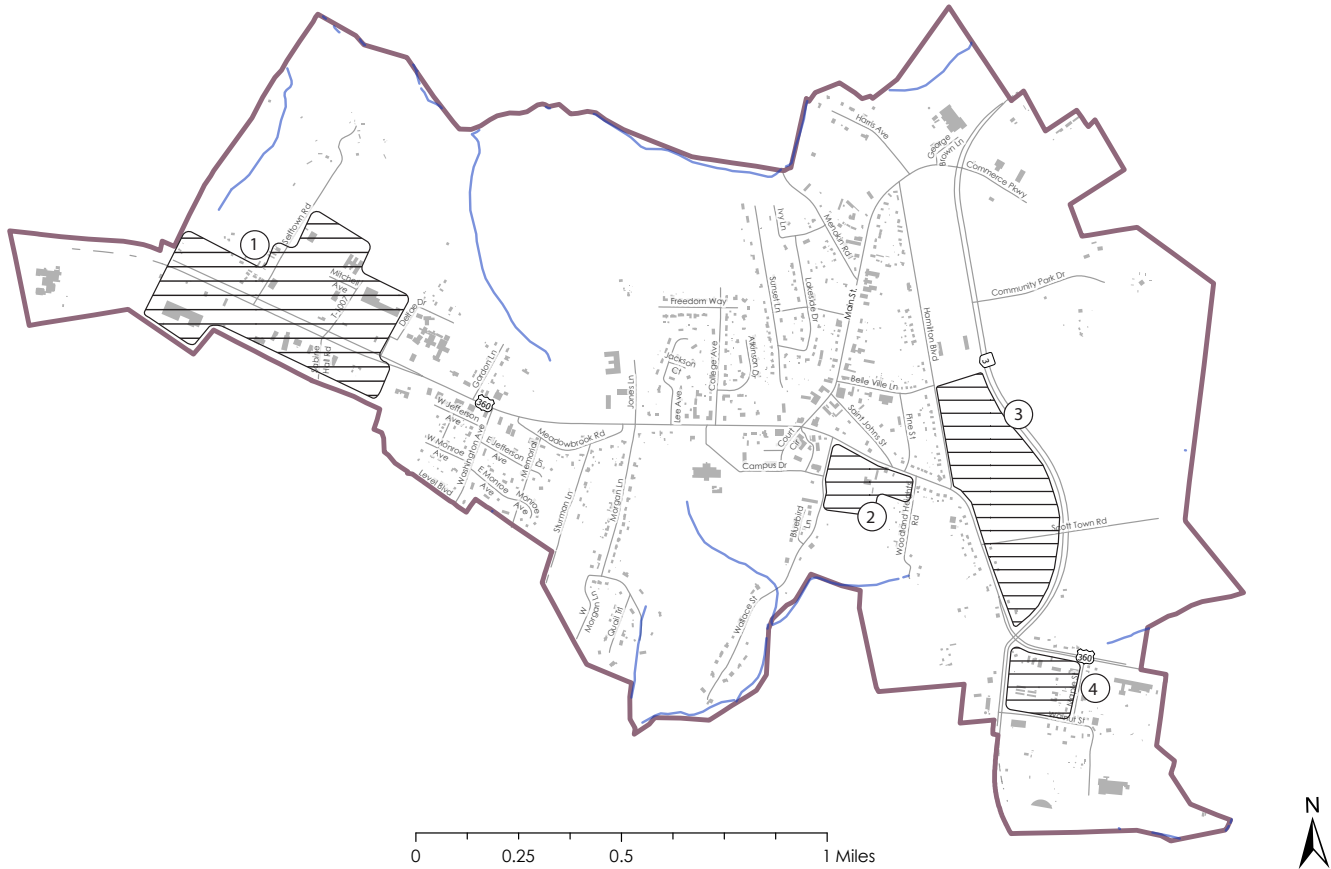
- Incorporate coordinated wayfinding and signage.
- Connect existing and establish new trails, bicycle routes, and other recreation amenities.
- Incorporate pedestrian connections, safety enhancements, and traffic calming, particularly along the Route 3 bypass.
- Incorporate setbacks and perimeter buffers between incompatible land uses.
- Incorporate streetscaping and landscaping.
- Incorporate sustainable development standards.
- Locate parking to the side and rear of buildings.
- Coordinate development and land use decisions with Richmond County.



Opportunity Areas

Opportunity Areas are key areas of focus for additional investment that can serve as catalysts for redevelopment and new development. While each Opportunity Area is unique and should be considered within the context of the underlying pattern area(s) and uses, collectively they can provide focal points for revitalization and a cohesive sense of place.

Opportunity Area designations overlay and include underlying development pattern areas and connectors, and are intended to supplement those land use designations.



- ① West End Gateway
- ② The Bounds Event Center
- ③ Scott Town & Hamilton Mixed Use Infill
- ④ School Gateway



Opportunity Areas

1 West End Gateway

The West End of Warsaw is the Town's primary auto-oriented commercial corridor. It stretches from Delfae Drive to the Town limits at Millpond Road. The area contains the Town's two major shopping centers and one 38-room, midscale hotel. This corridor is the first thing travelers from across the Rappahannock see when they enter the Town. Improving this corridor as a welcoming gateway and destination for retail and community services will elevate the image and economic prosperity of the Town. Planning guidelines for redeveloping this opportunity area include:

- Pursue small area plans and traffic studies for the area.
- Incentivize business location in existing empty storefronts and vacant outparcel sites.
- Incorporate signage controls, special wayfinding, public art, landscaping standards, quality lighting, undergrounding utilities(where feasible) to elevate community appearance.
- Include traffic calming, safety, and maintenance improvements.
- Encourage quality design that promotes local character and identity.
- Extend the Town street grid and provide alternative vehicular traffic patterns to reduce the volume of local traffic on Route 360.

3 Scott Town & Hamilton Mixed Use Infill

One of the largest vacant parcels as well as most accessible, the area of land between Hamilton Boulevard and Route 3, has the potential to support residential mixed use development. New development should extend the street grid and incorporate a variety of housing and mixed-use types. Because of its proximity to the schools and the downtown area, pedestrian and bicycle connections should be incorporated. Automobile calming along Route 360 and buffering from heavier commercial and industrial uses will also be important. Planning guidelines for developing this opportunity area include:

- Pursue small area plans and traffic studies for the area.
- Connect the site to surrounding amenities and sites through a network of trails and sidewalk/ bike infrastructure.
- Incorporate signage controls, special wayfinding, public art, landscaping standards, quality lighting, undergrounding utilities(where feasible) to elevate community appearance.
- Encourage quality design that promotes local character and identity.
- Extend the Town street grid and provide alternative vehicular traffic patterns to reduce the volume of local traffic on Route 360 and 3.

2 The Bounds Event Center

Originally conceived as a stormwater management project and revitalization of an abandoned shopping center, the Bounds Park is a centrally located outdoor space that has the potential to become an event venue and serve as a catalyst for revitalization of neighboring properties – located between Woodland Heights Road and the Park. As an attraction, the Bounds can drive economic growth and investment not just in the underutilized parcels adjacent to the site but in the Downtown and Town as a whole. Planning guidelines for further improving this opportunity area include:

- Connect the site to surrounding amenities and sites through a network of trails and sidewalk infrastructure.
- Incorporate signage controls, special wayfinding, public art, landscaping standards, quality lighting, undergrounding utilities(where feasible) to elevate community appearance.
- Prioritize these areas for alternative transportation enhancement projects, such as sidewalk infill and bike lanes.
- Include traffic calming, safety, and maintenance improvements.
- Install lighted and signalized crosswalks.
- Encourage quality design that promotes local character and identity.

4 School Gateway

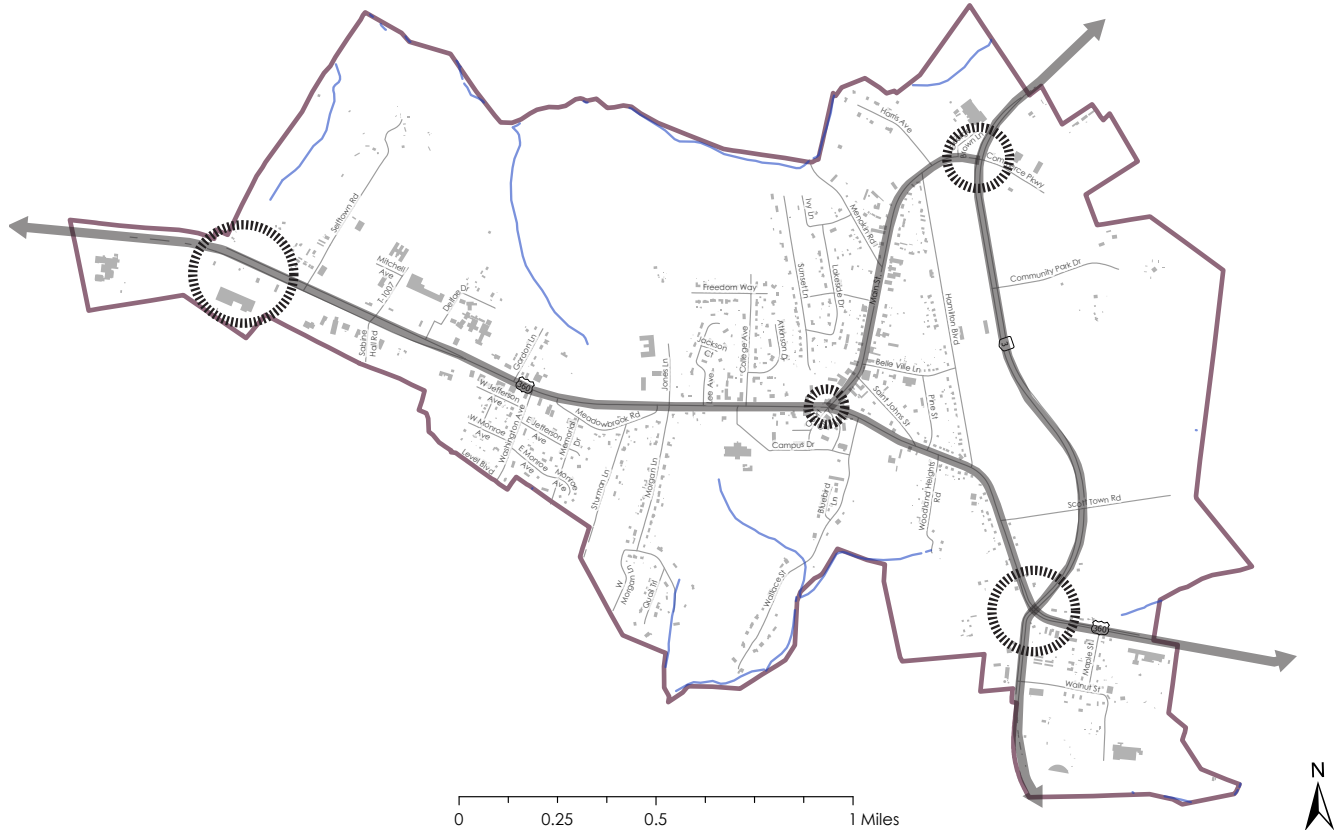
Routes 360 and 3 intersect on the southeastern edge of Town. This is a major crossroads and gateway to the Town. This area also includes the Richmond County school complex. By encouraging better connection to Town, improving signage and development patterns in the area, the Town can create a welcoming gateway and provide connection and visibility for the schools. Planning guidelines for redeveloping this opportunity area include:

- Connect the area to surrounding amenities and sites through a network of trails and sidewalk infrastructure.
- Incorporate signage controls, special wayfinding, public art, landscaping standards, quality lighting, undergrounding utilities(where feasible) to elevate community appearance.
- Prioritize these areas for alternative transportation enhancement projects, such as sidewalk infill and bike lanes.
- Include traffic calming, safety, and maintenance improvements.
- Install lighted and signalized crosswalks.
- Encourage quality design that promotes local character and identity.

Gateways & Corridors

Gateways and Corridors serve as the front door and key transition points for Warsaw. They connect and integrate the different elements of the Future Land Use Plan. Both areas strongly impact the attractiveness and economic vitality of Warsaw, influencing where people stop and how long they stay.

These designations overlay and include underlying pattern areas and opportunity areas and are meant to supplement those land use designations. These designations should generally apply to any parcel adjacent to or highly visible from the Route 3 or Route 360 gateways and corridors.



Gateways

Gateways are the key entrance points or intersections in the Town. They should create a sense of arrival that portrays the identity of the Town. Planning guidelines for gateways area include:

- Coordinate Gateway enhancements with Richmond County and VDOT.
- Incorporate signage controls, special wayfinding, public art, landscaping standards, quality lighting, undergrounding utilities (where feasible) to elevate community appearance.
- Prioritize these areas for alternative transportation enhancement projects, such as sidewalk infill and bike lanes.
- Include traffic calming, safety, and maintenance improvements.

Corridors

Corridors are important local and regional travel routes. Corridors should prioritize enhanced community appearance, safety, and coordination with surrounding development patterns. Planning guidelines for further corridors include:

- Coordinate Corridor enhancements with Richmond County and VDOT.
- Prioritize these areas for alternative transportation enhancement projects, such as sidewalk infill and bike lanes.
- Include traffic calming, safety, and maintenance improvements.
- Discourage the removal of existing mature trees along the front of sites, and parking should be screened from off-site views using plants of different types and heights.



GOAL: THE TOWN OF WARSAW WILL GROW BY ENCOURAGING DEVELOPMENT THAT ENHANCES QUALITY OF LIFE, PROTECTS COMMUNITY CHARACTER, AND PROMOTES ECONOMIC RESILIENCY.

ENHANCE COMMUNITY CHARACTER & IDENTITY

1. Facilitate creative residential, commercial, and mixed-use development, infill, and redevelopment that enhance the community's sense of place and character.
2. Encourage mixed use downtown, including residential or transient lodging units on upper floors of commercial buildings.
3. Continue to implement the Downtown Revitalization Plan.
4. Prioritize capital improvements such as wayfinding, streetscaping, and undergrounding utilities in designated Gateways and Corridors.
5. Pursue detailed small area plans, economic development plans, and redevelopment strategies for identified Opportunity Areas.

CREATE A COORDINATED FRAMEWORK FOR GROWTH

6. Create connections between parks, recreation fields, opens space, commercial areas, Main Street, and adjacent neighborhoods through sidewalks, bicycle infrastructure, pedestrian paths, and trails.
7. Evaluate existing residential and commercial zoning districts and regulations for compatibility with the goals, strategies, and Pattern Area principles of this Plan and identify necessary or desirable amendments, including affordable housing options such as accessory dwelling units and mixed-use structures.
8. Evaluate existing industrial zoning district regulations and amend with appropriate uses and buffering requirements.
9. Incorporate community design standards such as parking, signs, lighting, and landscaping into the zoning ordinance that are compatible with the vision, goals, strategies, and planning principles of this Plan.
10. Coordinate Town growth and boundary line adjustments along with subsequent Future Land Use Map and Zoning Map amendments with Richmond County.
11. Coordinate with Richmond County on appropriate land uses, redevelopment, and development standards near the Town boundary and along the Route 360 and 3 corridors.
12. Continue communication and coordination between Town and County planning staff and long-range plans to achieve regional land use goals.



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CHAPTER 4

CONNECTIVITY & TRANSPORTATION



CONNECTIVITY & TRANSPORTATION

GOAL: THE TOWN OF WARSAW PROVIDES A RESILIENT, SAFE, AND WELL-CONNECTED TRANSPORTATION NETWORK THAT IS ACCESSIBLE TO ALL AND PRESERVES COMMUNITY CHARACTER.

INTRODUCTION

An efficient and connected transportation system is critical to ensuring the economic prosperity of a community. Warsaw is a growing town and regional hub, conveniently located at the intersection of Route 3 and Route 360 in Richmond County. Thoughtful design is important for ensuring the safe movement of people and goods into and throughout the community. This chapter of the plan presents an overview of the existing transportation system of the Town, identifies key issues and opportunities related to transportation, and presents strategies for planning for an accessible and resilient transportation system.

The following land use and planning assumptions are likely to influence Warsaw's transportation needs:

- The Northern Neck is growing in popularity for tourism and second homes, resulting in higher traffic during peak summer months.
- The Town of Warsaw has a significant number of in-commuters.
- Warsaw is expected to undergo future population growth, with the Town likely experiencing residential and commercial growth as a result.
- Alternative transportation – including walking, biking, and public transportation – are growing community needs.





EXISTING TRANSPORTATION NETWORK | KEY ISSUES & OPPORTUNITIES

IMPROVING SAFETY & EFFICIENCY OF THE TRANSPORTATION NETWORK

Functional Classification

The road network in the Town of Warsaw is classified in the following categories as defined by the Virginia Department of Transportation (VDOT) and shown in Map 4.1.

Principal Arterials

Principal arterials serve corridor movements of statewide or interstate travel and provide an integrated network without dead ends. They also tend to carry a significant amount of intra-area travel and serve demand between central business and outlying residential uses.

Minor Arterials

Minor arterials link cities and large towns, along with other major traffic generators, and form an integrated network providing interstate and inter-county services. They serve trips of moderate length at a somewhat lower level of travel mobility than Principal Arterials and distribute traffic to smaller geographic areas.

Major Collectors

Major collectors collect traffic from local streets and channel it to the principal and minor arterial systems. When compared to minor collectors and local streets, these streets are longer in length, have lower connecting driveway densities, have higher speed limits, are spaced at greater intervals, have higher average traffic volumes, and may have more travel lanes.

Minor Collector

Minor collectors serve both access and traffic circulation in lower density residential and commercial/industrial areas. Typically operating characteristics of minor collectors include lower speeds and fewer signalized intersections.

Local Streets

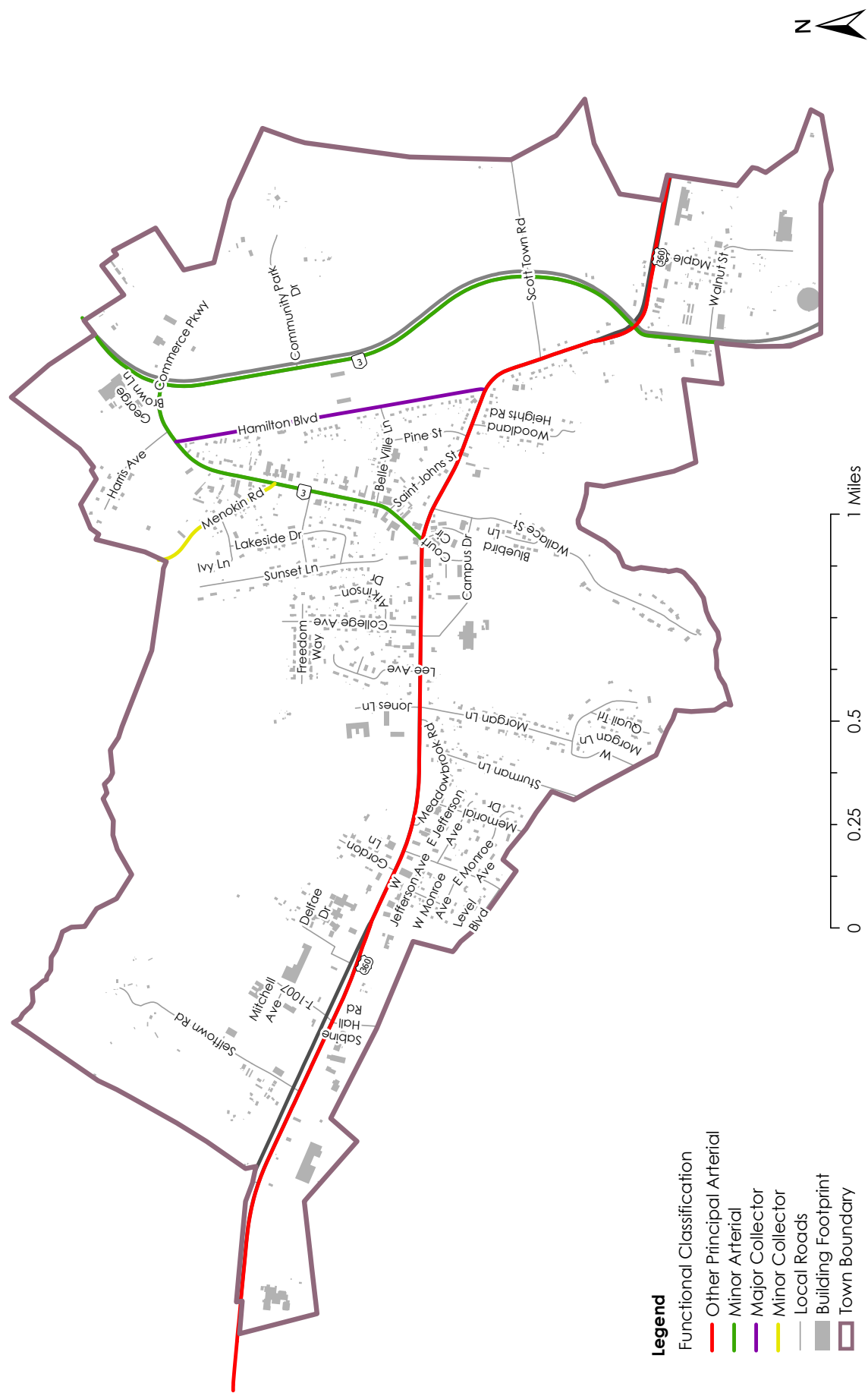
These facilities account for the largest percentage of all roadways in terms of mileage. All facilities not classified as one of the arterials or collectors are typically considered to be Local Streets.

Traffic Volume

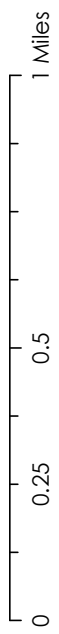
Traffic volumes vary across Warsaw's road system but are overall consistent with the functional classification of streets, indicating that the designated functional classifications of roadways remain appropriate. Route 3 and Route 360 are the busiest roads passing through the Town with an individual annual average daily traffic greater than 15,000 vehicles per day in certain parts. The two routes act as major thoroughfares for traffic entering and leaving the Northern Neck region. The local streets are the least busy, with an overall annual average daily traffic count less than or equal to 5,000 vehicles per day. Traffic Volume is shown in Map 4.2.



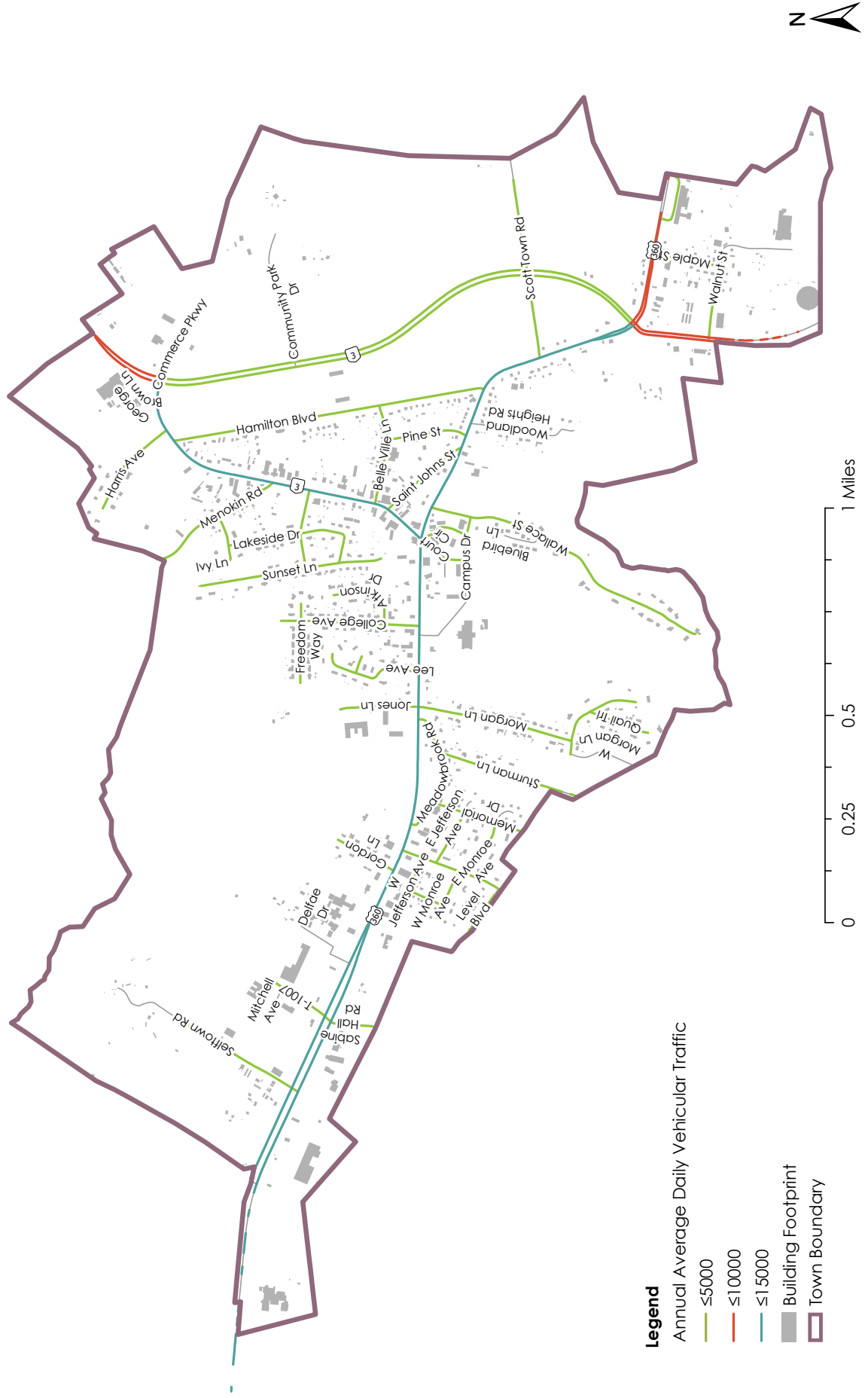
Map 4.1: Functional Classification



- Legend**
- Functional Classification
 - Other Principal Arterial
 - Minor Arterial
 - Major Collector
 - Minor Collector
 - Local Roads
 - Building Footprint
 - Town Boundary



Map 4.2: Traffic Volume



Safety

Creating safe transportation networks is of utmost importance when planning for the future of Warsaw. Between 2014 and 2021, the most severe crashes occurred on Route 360, with one severe crash at the intersection of Sabine Hall Road and Route 360 in 2021. No fatal crashes were reported in the Town of Warsaw between 2014-2021. Most of the crashes resulting in injuries and property damage occurred on Route 3 and Route 360. In 2020, a severe crash involving a pedestrian occurred on Route 360 on the western boundary of the Town. Map 4.3 and Map 4.4 illustrate the areas with the highest crash volume and crash severity, respectively.

Route 3 and Route 360 serve as major thoroughfares for traffic passing through Warsaw to enter the Northern Neck and Richmond County. These routes would benefit from a study to assess potential safety and vehicular flow improvements. Both routes currently lack adequate infrastructure for pedestrians and bicyclists. In addition to increased investment in pedestrian and bicycle infrastructure along major routes, traffic calming measures such as narrowed lanes, speed bumps, or radars in strategic areas along Route 360 and Route 3 can also ensure that residents can safely enjoy the newly revitalized Main Street by their mode of choice. Unsignalized intersections may also benefit from a roundabout feasibility study. Modern roundabouts are increasingly recognized as a successful alternative intersection control to improve safety and operational performance.

As infill and redevelopment in the Town occurs, increased attention on access management and interparcel connections should be a priority. In the long-term, the Town should also pursue opportunities to build out the street grid to create a more interconnected transportation system. These changes will enhance safety and mobility by improving emergency access, offering alternate evacuation routes during natural disasters, and reducing points of conflict on major roadways.

Electric Vehicles

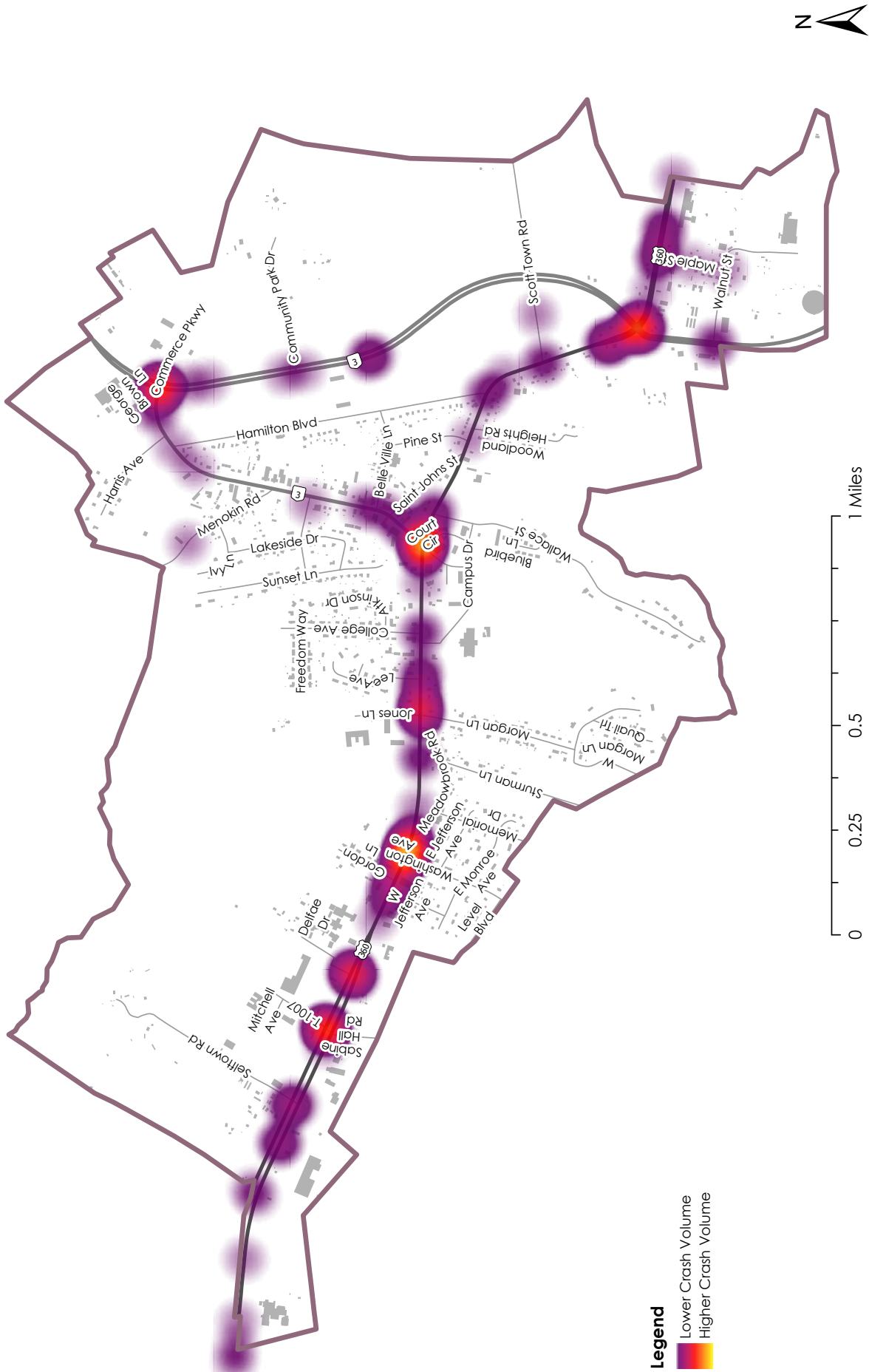
An increase in Electric Vehicles (EVs) on the road calls for effective planning of EV charging stations. The Town should plan for EV charging stations to support the transition to clean and sustainable transportation systems. The Town of Warsaw can reasonably invest in charging stations by leveraging available resources. One such resource is the Smart Charging Infrastructure Pilot Program (SCIP).

Smart Charging Infrastructure Pilot Program (SCIP)

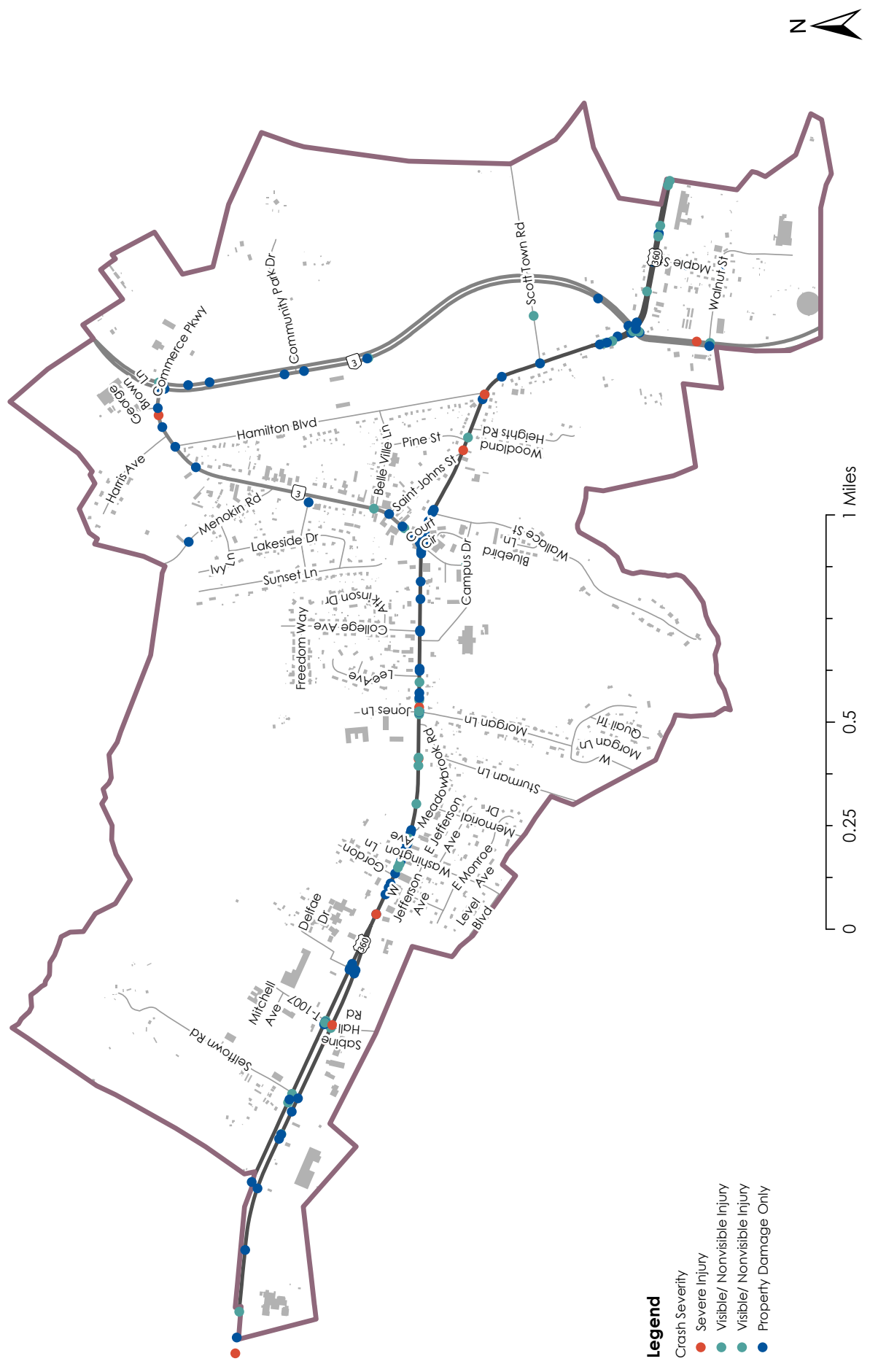
The Smart Charging Infrastructure Pilot Program offered by Dominion Energy supports EV adoption in Virginia by offering rebates to offset equipment and installation costs associated with EV charging stations. More information about the program can be found here: [EV Charging Incentives in Virginia — EV Connect](#). EV Connect provides a list of guides for developing EV charging stations that can be found on www.evconnect.com/guides.



Map 4.3: Traffic Crash Volume



Map 4.4: Traffic Crash Severity



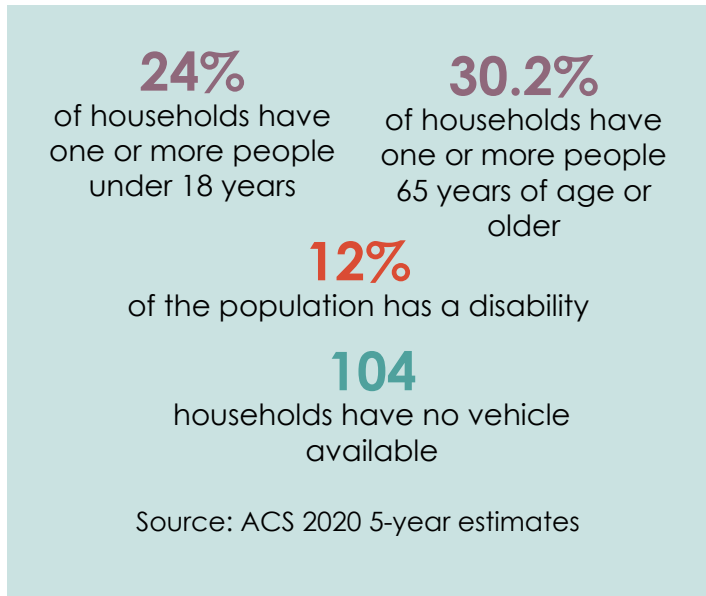


PLANNING FOR ALTERNATIVE MODES OF TRANSPORTATION

Active Transportation for All Ages & Abilities

Active transportation infrastructure for walking and bicycling is essential for a vibrant, healthy community. The Town of Warsaw has a significant percentage of young adults and families with kids, making it important to invest in active transportation infrastructure that provides safe, convenient opportunities for physical activity and recreation. By prioritizing the development of walkable, bikeable neighborhoods that conveniently connect to Main Street, the Town will simultaneously promote independent mobility for youth and accessibility for elderly and disabled populations.

Pedestrian and bicycle safety were high priorities expressed during the public workshop and through the public input survey. Specific needs include additional crosswalks, sidewalk improvements, and bike infrastructure, particularly to Town amenities and Parks (See Map 4.5). In addition to addressing safety concerns, these improvements will encourage more people to bike or walk downtown, thus decreasing car dependency and enhancing Main Street's vitality. Investing in active transportation will ensure that residents have access to a multimodal transportation system that is safe for all ages and abilities.



Public Transit

The Town is currently served by Bay Transit, which offers an on-call shuttle service. The Northern Neck Planning District Commission's Northern Neck Commuter Services is a free regional service to commuters of Virginia's Northern Neck; it works in partnership with Commute!VA to connect commuters with a variety of alternative transportation options, including carpooling, vanpooling, buses, biking, or telecommuting. Improving public transportation options through collaboration with regional partners should continue to be a focus of the Town.

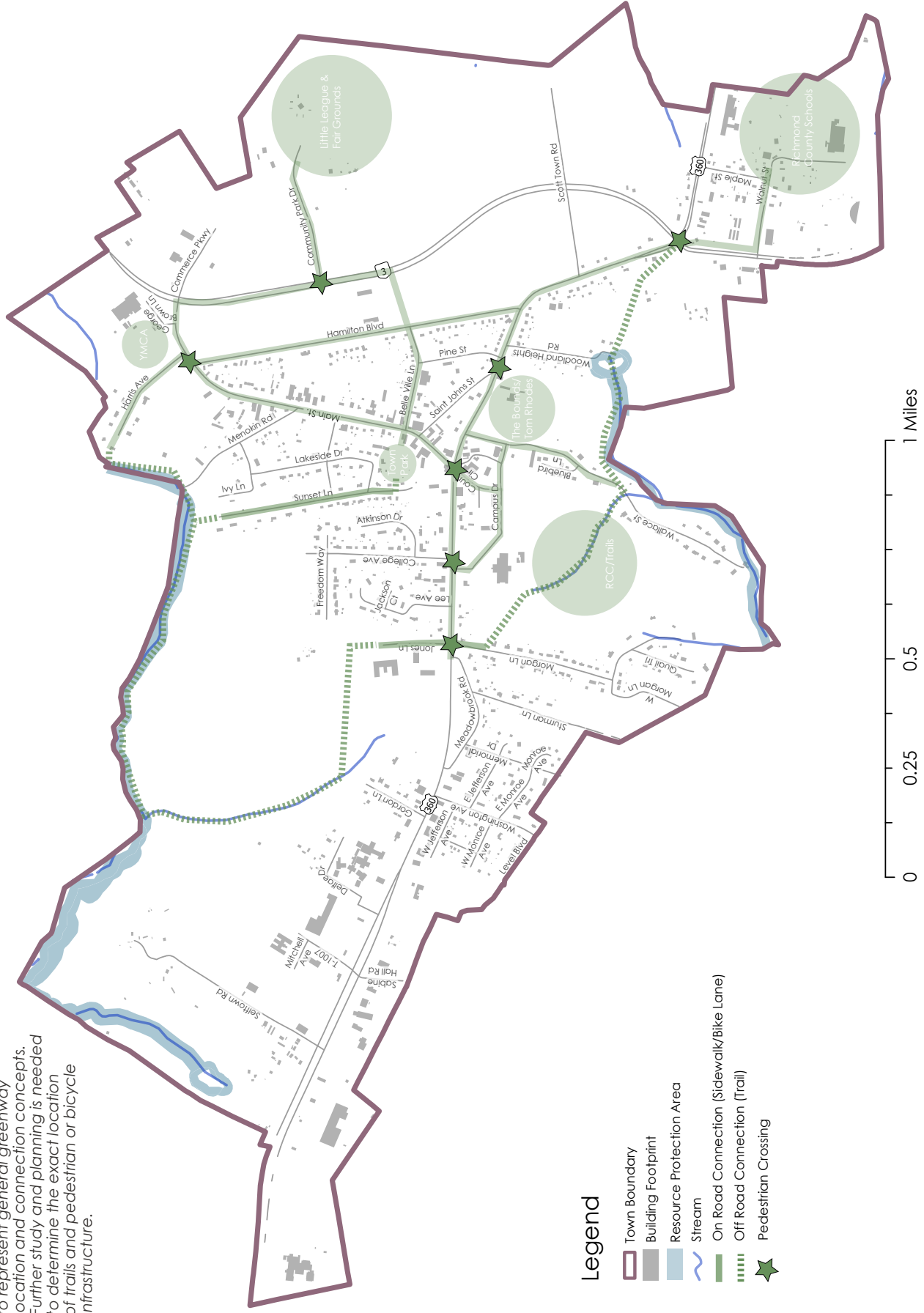
Trail Connectivity

Residents expressed appreciation for the existing trails in Warsaw, but also cited expanded trail systems and improved access as a top priority. Existing trails in Warsaw include Rappahannock Community College's nature trail and local favorite — the Enchanted Forest (Tom Rhodes Tree Carving Trail), which now connects to the newly completed trails at The Bounds Park. The Bounds' new trail system helps fill a recreational gap identified by Town residents and includes amenities such as a creekside observation deck for all to enjoy. The Town can explore working with Rappahannock Community College to complete a cohesive trail network by installing an extension connecting its nature trail to the Enchanted Forest trail. Land in Chesapeake Bay designated Resource Protection Areas (RPAs) can be utilized for trail networks to connect amenities throughout Town (See Map 4.5). ADA access can also be evaluated to ensure equitable recreational access for wheelchairs and strollers on all trails. Grants may be available to assist with these improvements.










Map 4.5: Greenway Connections

This map is diagrammatic and meant to represent general greenway location and connection concepts. Further study and planning is needed to determine the exact location of trails and pedestrian or bicycle infrastructure.



Legend

-  Town Boundary
-  Building Footprint
-  Resource Protection Area
-  Stream
-  On Road Connection (Sidewalk/Bike Lane)
-  Off Road Connection (Trail)
-  Pedestrian Crossing

COORDINATING LAND USE & TRANSPORTATION

Development Principles

Land use and transportation are integrally connected, and therefore, must be considered under a coordinated planning approach. Land use dictates the places where people and goods move. Simultaneously, the transportation system dictates how they move, how quickly they move from place to place, and which modes of travel are prioritized. As Warsaw considers new development and transportation investments, the following guiding principles will apply:

- Compact development and traditional neighborhood design alleviates the impacts of low density/single-use development on the transportation system.
- By locating residences and businesses closer together and in areas with existing infrastructure, new development requires less new system capacity and less overall maintenance.
- By mixing uses together, communities require shorter trips to access daily needs. More trips can be completed by walking and biking.
- Short blocks and interconnected streets provide better connectivity for walking, biking, and emergency access
- Increased street connectivity and interparcel connections provide alternate paths of access and egress during events and emergencies.
- Attractive streetscapes create a sense of place that bolsters economic development by drawing residents and visitors downtown.
- Creating walkable neighborhoods with connectivity to spaces for civic engagement, healthcare, and recreation is a priority for the Town.

Downtown Revitalization Plan

Warsaw's transportation system has a direct impact on the small-town character and sense of place that draws visitors and attracts business investment to the Town. As a historic Main Street community, the Town's streets, sidewalks, crosswalks, signage, and landscaping should reflect the cohesive, charming atmosphere of a traditional downtown. Therefore, transportation and streetscape improvements are a key focus of the Town's Downtown Revitalization Plan. Recommendations include narrowing travel lane widths to calm traffic, adding landscaping and street trees to improve appearance and increase safety for pedestrians, and reconstructing sidewalks, curb, and gutter. The Town has begun implementation of this Plan and will continue working with VDOT and Virginia Main Street to identify additional funding to fully realize the Plan's vision.

Urban Development Area Designation

Code of Virginia § 15.2-2223.1 states that any locality may designate one or more Urban Development Areas (UDA) in their Comprehensive Plan and defines them as "an area designated by a locality that is (i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area and (ii) to the extent feasible, to be used for redevelopment or infill development." VDOT prioritizes transportation investment in UDA areas and offers grants specifically applicable to these areas. The entire town meets this definition.



PLANNING FOR THE FUTURE

TRANSPORTATION IMPROVEMENTS

VTrans Transportation Projects

VTrans is the state’s multimodal surface transportation plan, developed by the Commonwealth Transportation Board in partnership with the Virginia Office of Intermodal Planning and Investment (OIP). The plan identifies mid-term needs, long-term risks and opportunities, and strategic actions to advance multimodal transportation in the state. VDOT allocates funds to projects based on how they align with the goals of the VTrans Plan. The transportation strategies developed as part of this Comprehensive Plan are guided by the priorities, goals, and objectives of VTrans.

VDOT Six-Year Improvement Program

The Commonwealth Transportation Board (CTB) allocates public funds to transportation projects over six fiscal years under the Six-Year Improvement Program (SYIP). The SYIP projects are listed in Table 4.1.

Table 4.1: Six-Year Improvement Projects FY23

Map ID	UPC	Description	Scope of Work	Estimate	Previous	FY 2023	FY24 - 28	Balance
A	105961	Town of Warsaw Sidewalks. From intersection of Main and Route 360 to .4 miles east of intersection of Main and Route 360 to .4 miles west of intersection	Pedestrian and bicycle facility improvements.	\$2,164*	\$2,046*	\$118*	\$0*	\$0*

*Dollar amounts listed are in thousands of US dollars.

Route 360 Realignment

To reduce crashes and injuries on Route 360, provide traffic calming, and improve mobility for pedestrians, the Virginia Department of Transportation has proposed installing a “road diet” on seven segments of this primary road at various locations in Northumberland, Richmond, and Westmoreland Counties, including within the Town of Warsaw. The “road diet” proposes to restripe the four-lane road to reduce lanes to two travel lanes for through traffic and a two-way left turn lane in the center. Road diets have a demonstrated ability to reduce crashes, especially rear-end, left-turn and angle crashes. Reducing the number of travel lanes also creates opportunities to establish dedicated left turn lanes, and to use paved shoulders for pedestrians, bicyclists, on-street parking or transit stops.

Two segments are proposed to be installed in the Town of Warsaw and Richmond County, in coordination with funded work to resurface the road and add new lane markings:

- Divided roadway west of Route 1019 (Gordon Lane) to West of Route 3 Business (Main Street)
- East of Route 3 Business (Main Street) to Route 3 (History Land Highway)

Potential future segments include:

- Route 3 (History Land Highway) to the divided roadway east of Route 628 (Cole Hill Lane)

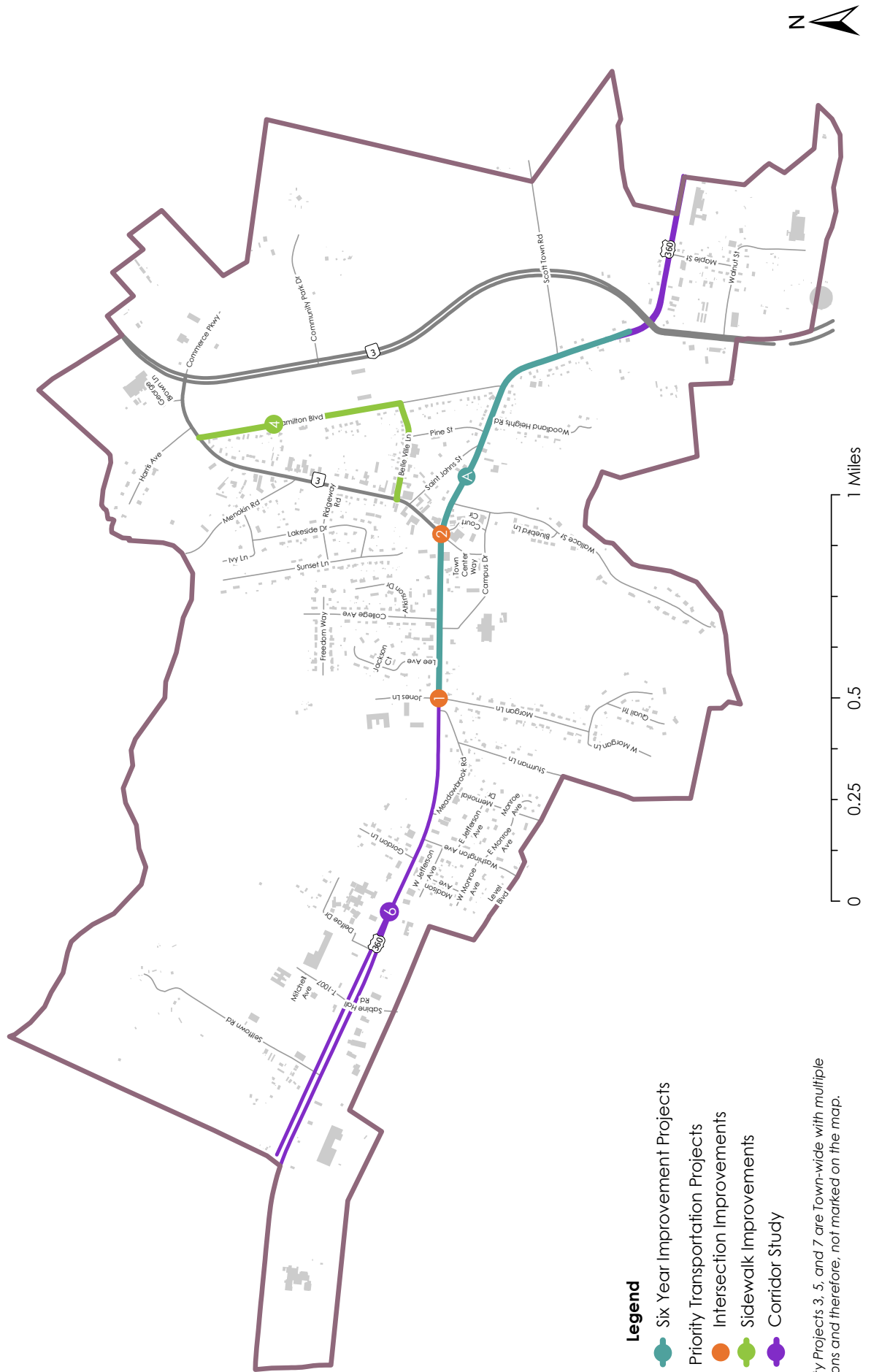
Priority Transportation Projects

Priority transportation projects are identified based on the Town of Warsaw's existing and future needs. The projects are identified by analyzing the current transportation system (traffic volume, traffic safety, alternate modes of transportation, etc.) along with community input gathered during public engagement efforts. Table 4.2 provides a list of priority projects that can help build a more accessible, equitable, safe, and sustainable transportation system in the Town of Warsaw. The approximate locations of the priority projects are illustrated in Map 4.6.

Table 4.2: Recommended Priority Transportation Projects

Map ID	Project	Description	Cost	Improvement Type	Source
1	Morgan Lane / Route 360 (Richmond Road) Intersection Improvements	Implement traffic control measures and traffic calming to improve road safety.	TBD	Traffic Safety	Richmond County
2	Main Street, Route 3, and Route 360 Intersection Improvement	This includes making Court Circle a one-way road from the traffic light to the courthouse.	TBD	Traffic Safety	2012 Northern Neck Area Day-Ride Special Report
3	Crosswalks on Route 3 and Route 360 for pedestrian safety	This includes new and improved crosswalks and traffic signage on Route 3 and Route 360	TBD	Traffic Safety	Public workshop
4	Sidewalk improvements at location such as Hamilton Blvd, 360 Near Scott Town Road, and Belle Ville Ln	This includes new and improved sidewalks on Hamilton Blvd and Belle Ville Ln.	TBD	Walkability	Public workshop
5	Trail expansion and connectivity	This includes a new extension connecting the RCC campus trails to the Enchanted Forest (Tom Rhodes Tree Carving Trail) and the new trails at The Bounds Park and coordinated sidewalk expansion to connect trails and destinations within Town.	TBD	Walkability	Public workshop, Town of Warsaw, Richmond County
6	Conduct a study of Route 360 within Town to determine appropriate intersection, and travel lane improvements.	This includes assessing the feasibility of additional signalization, roundabout conversion, and lane realignment to improve vehicular flow and safety.	TBD	Traffic Safety	Town of Warsaw, VDOT

Map 4.6: Transportation Improvements



*Priority Projects 3, 5, and 7 are Town-wide with multiple locations and therefore, not marked on the map.

GOAL: THE TOWN OF WARSAW PROVIDES A RESILIENT, SAFE, AND WELL-CONNECTED TRANSPORTATION NETWORK THAT IS ACCESSIBLE TO ALL AND PRESERVES COMMUNITY CHARACTER.

IMPROVING SAFETY & EFFICIENCY OF THE TRANSPORTATION NETWORK

1. Continue to work with VDOT to assess and improve safety and traffic issues along Route 360 and Route 3.
2. Continue to coordinate with Richmond County, the Northern Neck Planning District Commission, and neighboring communities to create a connected transportation network
3. Pursue opportunities to build out the street grid and promote interparcel connections to create a more connected, safe, and efficient transportation system.

PLANNING FOR ALTERNATIVE MODES OF TRANSPORTATION

4. Continue working with VDOT for improved maintenance of streets, sidewalks, and crosswalks, including the provision of ADA accessible connections.
5. Conduct a ped-bike infrastructure study to further assess the need for active transportation infrastructure such as sidewalks, bike lanes, and trails and prioritize investment based on study findings.

6. Partner with local and regional partners to expand alternative transportation options, including rideshare and public transportation.
7. Leverage grants such as the Smart Charging Infrastructure Pilot Program to build EV charging stations in the Town.
8. Improve interconnectivity of existing trails and expand the trail network, including assessing ADA accessibility.

COORDINATING LAND USE & TRANSPORTATION

9. Continue to leverage grants and resources from VDOT, DHCD, and other agencies for streetscape and accessibility improvements as outlined in the Town's Downtown Revitalization plan.

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CHAPTER 5

HOUSING & NEIGHBORHOODS



HOUSING & NEIGHBORHOODS

GOAL: THE TOWN OF WARSAW PROVIDES SAFE, ATTAINABLE, AND QUALITY HOUSING OPTIONS THAT ARE ACCESSIBLE TO PEOPLE OF ALL INCOME LEVELS, AGES, AND ABILITIES.

INTRODUCTION

Housing and neighborhoods are the building blocks of a vibrant and sustainable community. Affordable and quality housing is crucial to the well-being and economic vitality of residents and is often an important consideration for business attraction and retention. This chapter examines the existing housing conditions in Warsaw and recommends strategies to ensure the long-term availability of housing options that will meet the ongoing needs of all Warsaw residents.

The following planning and land use assumptions are likely to influence Warsaw's housing needs:

- As Richmond County's designated growth hub, Warsaw will experience increased population and housing needs.
- There are large developable parcels in Town that are anticipated to provide additional housing units.
- Current vacancy levels are very low, indicating that Warsaw is a popular place to live but can also indicate scarcity and lack of affordable and workforce housing options.



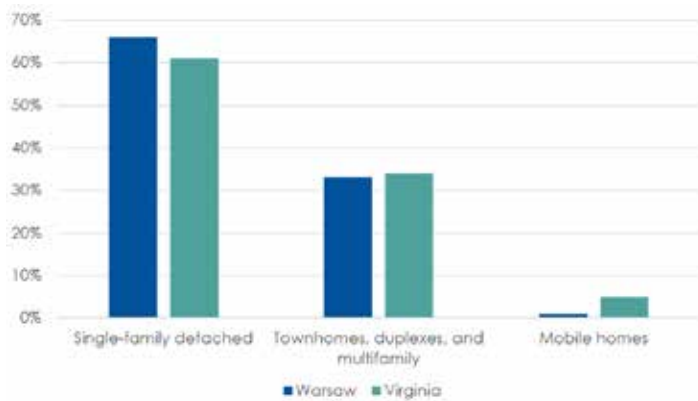
PROTECT THE EXISTING HOUSING STOCK

Housing Types

As of 2021, the Town of Warsaw contained 782 units, the majority of which (516 units or 66%) are single-family detached homes primarily situated in neighborhoods accessible from Route 360 and Main Street. Approximately 256 units (33%) are townhomes, duplexes, or multifamily apartments. Of the multifamily units, two complexes support income-qualified households and two are condo developments. The remaining 1% of units are mobile homes mostly occupying individual parcels rather than a codified neighborhood or rental park setting.

As shown in Figure 5.1, the distribution of housing types is consistent with state averages. Community engagement results indicate that Warsaw residents prefer most housing development to occur along Routes 3 and 360, including single-family, multifamily, and senior-oriented housing. Mixed-use buildings with residential units above commercial spaces are favored on Main Street.

Figure 5.1: Housing Unit Types



Source: American Community Survey 2021 5-Year Estimates

Housing Age

The housing construction trends in Warsaw indicate a pattern of development booms followed by periods of slower housing growth (see Figure 5.2). The largest concentration of housing units (32%) were built between 1940 and 1959 during the post-World War II housing boom. Significant numbers of new units were also constructed between 1980 and 1999 (28%). Between 2000 and 2019, Warsaw had a lower rate of new housing construction on par with the 1960s and 1970s. This may be partly attributed to the built-out nature of existing residential parcels within the Town. Zero units have been built after 2020, likely due to the COVID-19 pandemic, which effectively stopped all construction during 2020 and 2021.¹

The lower rate of new homes being constructed can constrain the available stock for potential buyers or renters, which creates pressure to keep older homes in service longer. With many of the existing homes well over 40-50 years old, the need for upkeep and maintenance can require investments in weatherization, energy efficiency, accessibility, and other building repairs. The Town and its residents can benefit from housing rehabilitation programs and initiatives, such as tax relief for seniors or substantial rehabilitation projects, that ensure the preservation and continued maintenance of residential structures.

Figure 5.2: Age of Existing Housing Stock



Source: American Community Survey 2021 5-Year Estimates

Housing Initiatives and Partnerships

Warsaw can benefit from many available housing initiatives and partnerships, and has already taken advantage of existing programs available through the Virginia Department of Housing and Community Development's (DHCD) Community Development Block Grant (CDBG) program. Warsaw received a \$3,000 assistance grant in 2021 from the Virginia Department of Housing and Community Development to help fund the Town's application for a \$50,000 planning grant that can be used toward housing rehabilitation for low-to-moderate income property owners. The proposed project area consists of Woodland Heights Road, Belleville Lane, St. John's Street, Hamilton Boulevard, and parts of Rt. 360.

Additionally, the U.S. Department of Agriculture (USDA) Section 504 Home Repair program provides loans to very-low-income homeowners to repair, improve, or modernize their homes as well as grants to elderly very-low-income homeowners to remove health and safety hazards. Other resources are listed in Table 5.1.

Table 5.1: Housing Related Program & Resources

#	Available Program	Organization	Link
1	Emergency Home and Accessibility Repair Program	Virginia Department of Housing and Community Development	dhcd.virginia.gov/eharp
2	Indoor Plumbing and Rehabilitation	Virginia Department of Housing and Community Development	dhcd.virginia.gov/ipr
3	Weatherization Assistance Program	Virginia Department of Housing and Community Development	dhcd.virginia.gov/wx
4	Weatherization Deferral Program	Virginia Department of Housing and Community Development	dhcd.virginia.gov/wdr
5	Virginia Livable Home Tax Credit	Virginia Department of Housing and Community Development	dhcd.virginia.gov/lhtc
6	Single Family Housing Repair Loans and Grants	USDA Rural Housing Service	rd.usda.gov/programs-services
7	Virginia Housing Plus Second Mortgage	Virginia Housing	virginiahousing.com/homebuyers/plus-second-mortgage
8	Down Payment Assistance Grant	Virginia Housing	virginiahousing.com/partners/lenders/down-payment-assistance-grant
9	Rental Unity Accessibility Modification Program	Virginia Housing	virginiahousing.com/renters/accessibility-grants
10	Low Income Tax Credit Program	Virginia Housing (Sponsored U.S. Treasury Department)	virginiahousing.com/partners/rental-housing/rental-housing-tax-credits
11	Home Equity Conversion Mortgage	U.S. Department of Housing and Urban Development	hud.gov/program_offices/housing/sfh/hecm



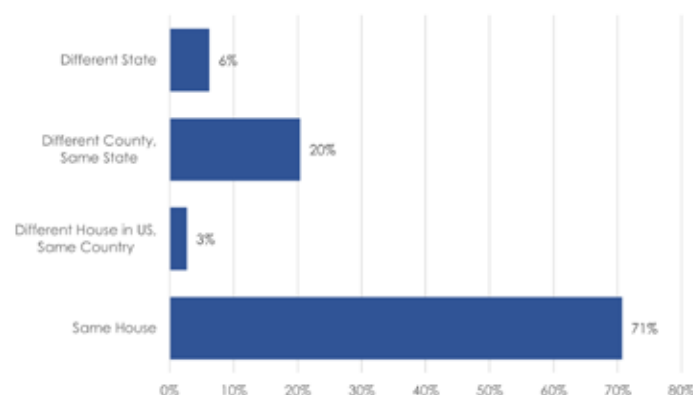
Occupancy Characteristics

Of the inhabited units in Warsaw, 44% are owner-occupied and 56% are renter-occupied, compared to 68% and 33% in Richmond County, respectively (see Figure 5.4). Approximately 71% of residents were living in the same house as the previous year (see Figure 5.5), and at least 19% of housing units have been occupied by the same primary residents for 20 years or more (see Figure 5.6). Of those who moved into their homes since 2019, 5% were owners and 95% were renters. The high percentage of renters who moved during this time-frame may point to impacts from the COVID-19 pandemic, such as the rise of remote work and increased housing costs.

Figure 5.3: Owner-and-renter Occupied Units

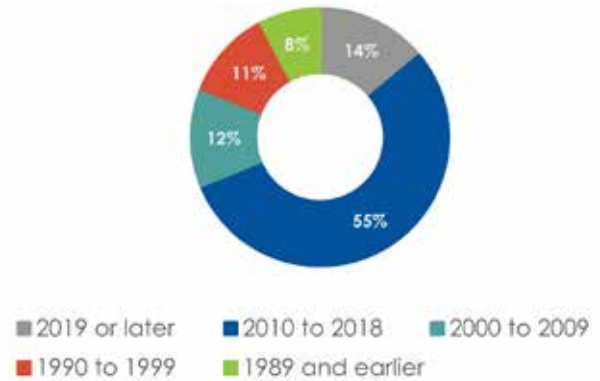


Figure 5.4: Where Residents Lived One Year Prior



Source: American Community Survey 2021 5-Year Estimates

Figure 5.5: Year Household Moved Into Unit



Vacancy

Out of 782 units, 743 housing units were occupied while the remaining 39 were vacant. 2021 American Community Survey data indicates that out of the 39 units considered vacant, 7 are potentially up for rent and 9 are used occasionally (such as vacation homes or short-term rentals), leaving 23 units that may be uninhabited or otherwise have an unknown status.

Generally, a vacancy rate of 2% for owner-occupied units and 8% for renter-occupied units is considered healthy and provides enough units for those seeking housing. As of 2021, Warsaw has a homeowner vacancy rate of 0% and rental vacancy rate of 1.6%, indicating that people want to live and stay in Warsaw. However, this also indicates that demand is outpacing supply and may correspond to increased housing costs.

Short Term Rentals

Short-term rentals (STRs) are a relatively new component of the housing market. They can offer positive economic impacts by providing a supplemental source of income to homeowners and supporting increased tourism activity in the community. However, when unregulated, STRs may negatively impact neighborhood character and destabilize the cost of housing in the local market. With Warsaw already experiencing low vacancy rates, contributing additional units for STRs can further shut out local buyers and renters from the market. Building additional lodging and accommodations in the Town may reduce the need for STRs and protect the housing market.

As the gateway to the Northern Neck, Warsaw and Richmond County are well-positioned for a growing tourism market that may benefit from STRs. With this in mind, Warsaw can continue to monitor and consider their impacts on the housing market and community. Adding performance standards for STRs in the Zoning Ordinance and requiring operators to obtain a business license and pay appropriate transient taxes will allow STRs to be a successful opportunity for Warsaw while mitigating negative impacts.



EXPAND HOUSING OPPORTUNITIES

Housing Affordability

As of 2021, the median gross rent is \$977 in Warsaw and \$861 in Richmond County. This represents a 51% increase for Warsaw between 2017 and 2021. Gross rent includes the monthly contracted rent and any payments made for electricity, gas, water, and sewer. The median owner-occupied home value in Warsaw is \$236,700, compared to \$195,600 in Richmond County. Of the owner-occupied households in Warsaw, 62% had a mortgage and 38% owned their homes without a primary mortgage or loan.

The availability of adequate affordable housing options is critical for sustaining the economic and social health of the community. Approximately 37% of Warsaw's renters and 25% of owners are considered cost-burdened, meaning that 30% or more of their income goes toward housing costs, including rent/mortgage and utilities. Existing affordable housing in Warsaw includes College Green I Apartments, which provides 32 affordable units for seniors 62 years and older. College Green II Apartments, last renovated in 2008, provides 16 affordable housing units to low-income and moderate-income individuals and families.

Housing Diversity



40%
of survey respondents
say there is a need for
more affordable housing

Figure 5.6: Median Gross Rent Trends

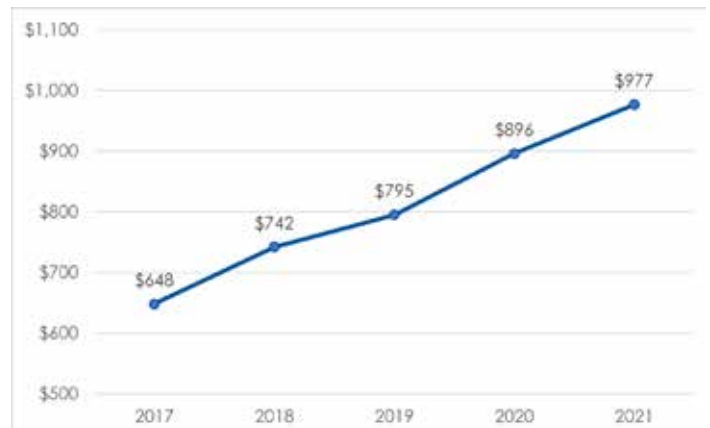
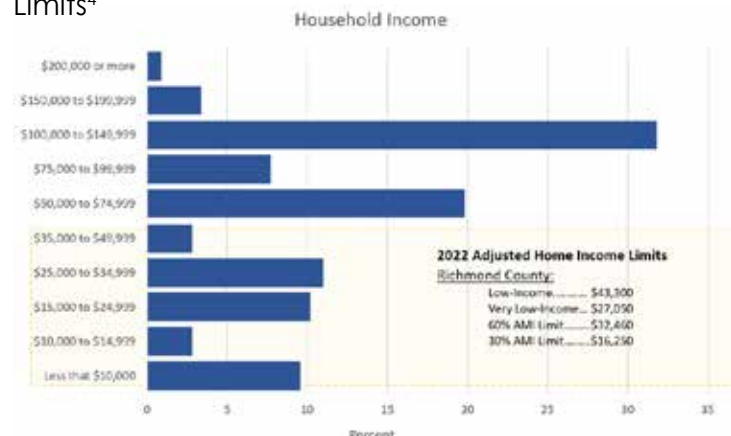


Figure 5.7: Owner-Occupied Home Value



Figure 5.8: Household Income & Adjusted Income Limits⁴



Source: 2021 American Community Survey 5-Year Estimates and Virginia Department of Housing and Community Development 2022 Adjusted Home Median Income Limits (based on 2-person household)



Adding housing units at varied price ranges can help alleviate cost burdens faced by residents. A tiered area median income (AMI) approach can provide a housing framework for new development moving forward in Warsaw, with affordable units planned alongside market-rate units. By providing a mixed-income approach, Warsaw can increase housing diversity for residents, improve housing quality, and complement the Town's ongoing urban revitalization. These considerations can be taken into account for future developments on currently undeveloped property.

The existing zoning regulations, which allow predominantly single-family housing by right, can be diversified to encourage additional housing types, with an emphasis on accessory dwelling units (ADUs) and "missing middle" housing. ADUs are an increasingly popular way to offer affordable rental opportunities that also supplement the income of homeowners and support aging in place. Missing middle housing is a range of house-scale buildings with multiple units, compatible in scale and form with detached single-family homes and located in a walkable neighborhood. Duplexes, triplexes, fourplexes, courtyard buildings, cottage courts, and townhomes can offer attainable multifamily housing opportunities that are more aesthetically pleasing than typical apartment buildings and will tie in to the existing urban scale of Warsaw's central core.

Accessory Dwelling Units (ADUs)

Accessory dwelling units (ADUs) are separate living quarters complete with a kitchen and full bathroom that can be located on the same lot as a single-family home or attached to it, such as a basement apartment. Warsaw currently allows attached ADUs with a conditional use permit in the R-12, Residential/Office District. Detached ADUs are allowed with a conditional use permit in the R-12 and R-1, Limited Residential Districts, and by right in the TT, Traditional Town Overlay District. Considerations for more by right permitting of ADUs that meet specific performance standards can help remove unnecessary hurdles for those who wish to construct ADUs.

Manufactured Homes

Manufactured homes can be an affordable pathway to homeownership. However, they are not without challenges, such as being less durable and energy efficient than permanent construction, and repairs and upgrades do little to build equity for their homeowners since they are considered personal property. Substandard units can be difficult to replace, as removal fees are often very expensive and can lead to unit abandonment on the property. Programs to promote replacement and refurbishment, combined with higher quality and permanent siting of manufactured units, can improve performance while maintaining affordability advantages.

Workforce Housing

Housing for essential workers, or workforce housing, is housing for individuals from low- to moderate-income households that do not require low-income housing assistance but need affordable homeownership and rental options. Currently, 62% of commuters drive into Warsaw from other localities. Meeting this housing need is important to attract a qualified workforce and retain workers that might otherwise relocate for better jobs and housing options.

Aging in Place

Planning for housing and neighborhood improvements that support aging in place allows older adults to live in a familiar setting where they have well-established social, medical, and family connections. The desire to age in place may also be an economical decision or attributed to health reasons in cases where physical mobility or mental capacity is limited. Organizations such as Bay Aging provide transportation, programs, and services that help people live independently for as long as possible. In addition to aging in place at home, continuing care retirement communities (CCRCs) provide environments for adults to live independently and transition to assisted care when needed, all within one community. There may be opportunities for additional CCRCs to capitalize on Warsaw's central location in Richmond County and provide housing options for seniors.



GOAL: THE TOWN OF WARSAW PROVIDES SAFE, ATTAINABLE, AND QUALITY HOUSING OPTIONS THAT ARE ACCESSIBLE TO PEOPLE OF ALL INCOME LEVELS, AGES, AND ABILITIES.

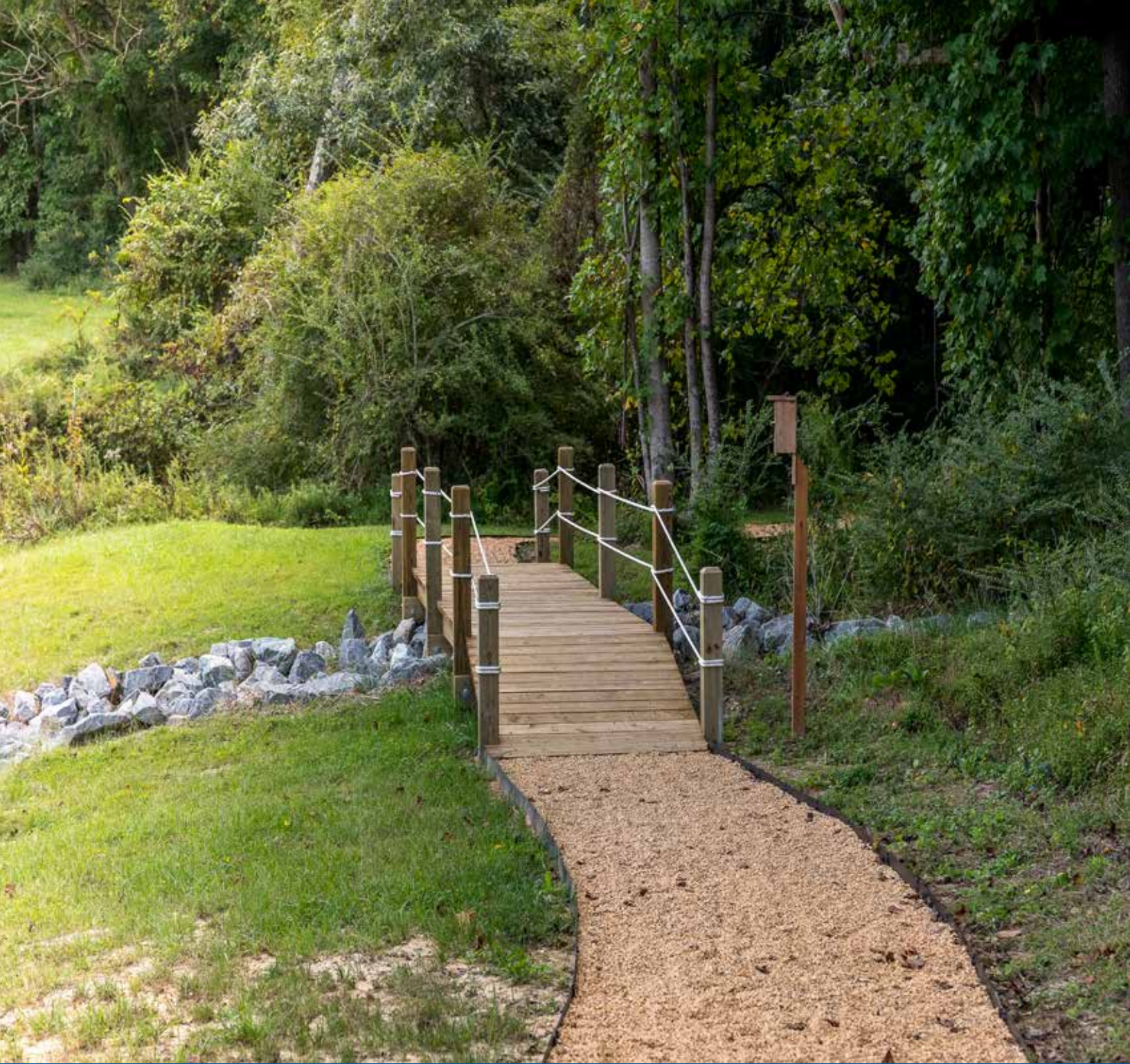
PROTECT THE EXISTING HOUSING STOCK

1. Continue pursuing grants and other funding available through state and federal programs for housing rehabilitation and maintenance.
2. Work with developers, non-profit agencies, and community groups to preserve and increase the supply of attainable housing.
3. Review and update ordinances to address short-term rentals, including performance standards, business licensing, and taxation.
4. Promote adaptive reuse and mixed-use opportunities in the Downtown core.

EXPAND HOUSING OPPORTUNITIES

5. Review and update the Zoning Ordinance to allow accessory dwelling units by right in residential districts, subject to performance standards.
6. Review and update the Zoning Ordinance to encourage and incentive “missing middle” housing that provides multifamily units at scales compatible with the surrounding area.
7. Encourage new housing developments to offer a mixture of housing types and sizes, including market-rate and affordable/workforce housing options.
8. In accordance with the Code of Virginia § 15.2-2223.5, ensure that manufactured homes remain a source of affordable housing by preserving existing manufactured housing communities or providing for the creation of new manufactured home communities.





CHAPTER 6

NATURAL & HISTORIC RESOURCES



NATURAL & HISTORIC RESOURCES

GOAL: THE TOWN OF WARSAW PROTECTS ITS UNIQUE NATURAL AND HISTORIC RESOURCES AS INTEGRAL COMPONENTS OF THE TOWN'S SUSTAINABLE GROWTH AND DEVELOPMENT.

INTRODUCTION

Warsaw's natural and historic resources are at the heart of its charm and quality of life, which generations have enjoyed and new visitors are discovering every day. The health of these resources reflects the Town's enduring pride in its home, community, and culture. This section addresses strategies to protect these valuable assets today to maintain their legacy for years to come.

The following land use and planning assumptions influence Warsaw's natural and historic preservation needs:

- As a community within the Chesapeake Bay Protection Area, the Town must meet specific standards and requirements to protect water quality and resources.
- The Town of Warsaw's unique natural and historic resources are a driver for economic growth and the backbone of its community identity.
- Increasing sustainability through Low Impact Development, increased tree canopy coverage, and renewable energy sources will help the Town meet Chesapeake Bay Protection Act (CBPA) requirements and beautify the Town.





EXISTING RESOURCES | KEY ISSUES AND OPPORTUNITIES

MINIMIZE IMPACTS TO THE NATURAL ENVIRONMENT

Topography

Warsaw lies within the Coastal Plain Physiographic Province of Virginia at an elevation of approximately 140 feet above sea level. Most of the Town was built upon two intersecting ridges, with most development occurring on the relatively flat high ground along Routes 3 and 360. The Town is bounded by Clark's Run to the north and Jugs Creek to the south, where the terrain drops into areas of steep slopes and ravines.

Climate

The Town of Warsaw has warm summers, relatively mild winters, and normally adequate rainfall. Table 6.1 reflects Warsaw's temperature and weather trends.

58.1 °F
Annual Average
Temperature

45.2
Annual
Precipitation
(Inches)

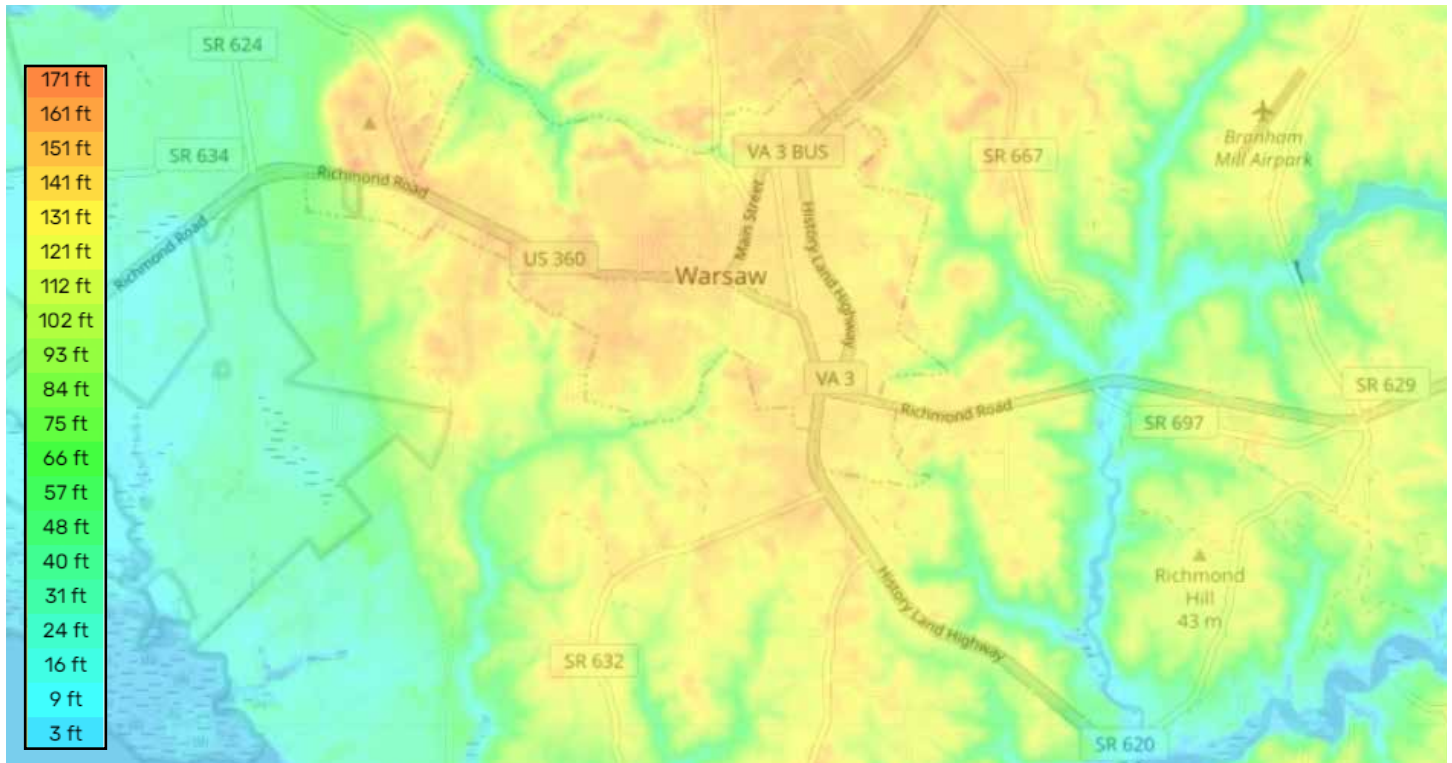
11.5
Annual
Snowfall
(Inches)

Table 6.1: Average Monthly Climate

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Average High in Fahrenheit	46.8	50.4	58.5	69.7	77.1	84.3	88.4	86.4	80.4	70.4	59.5	50.0
Average Low in Fahrenheit	28.5	30.2	36.5	45.8	55.3	63.5	68.1	66.1	59.8	48.6	39.1	32.3
Average Precipitation in Inches	3.02	2.60	3.66	3.18	3.90	4.37	4.73	5.01	4.15	3.98	3.29	3.30

Source: usclimatedata.com

Map 6.1: Topography



Soils

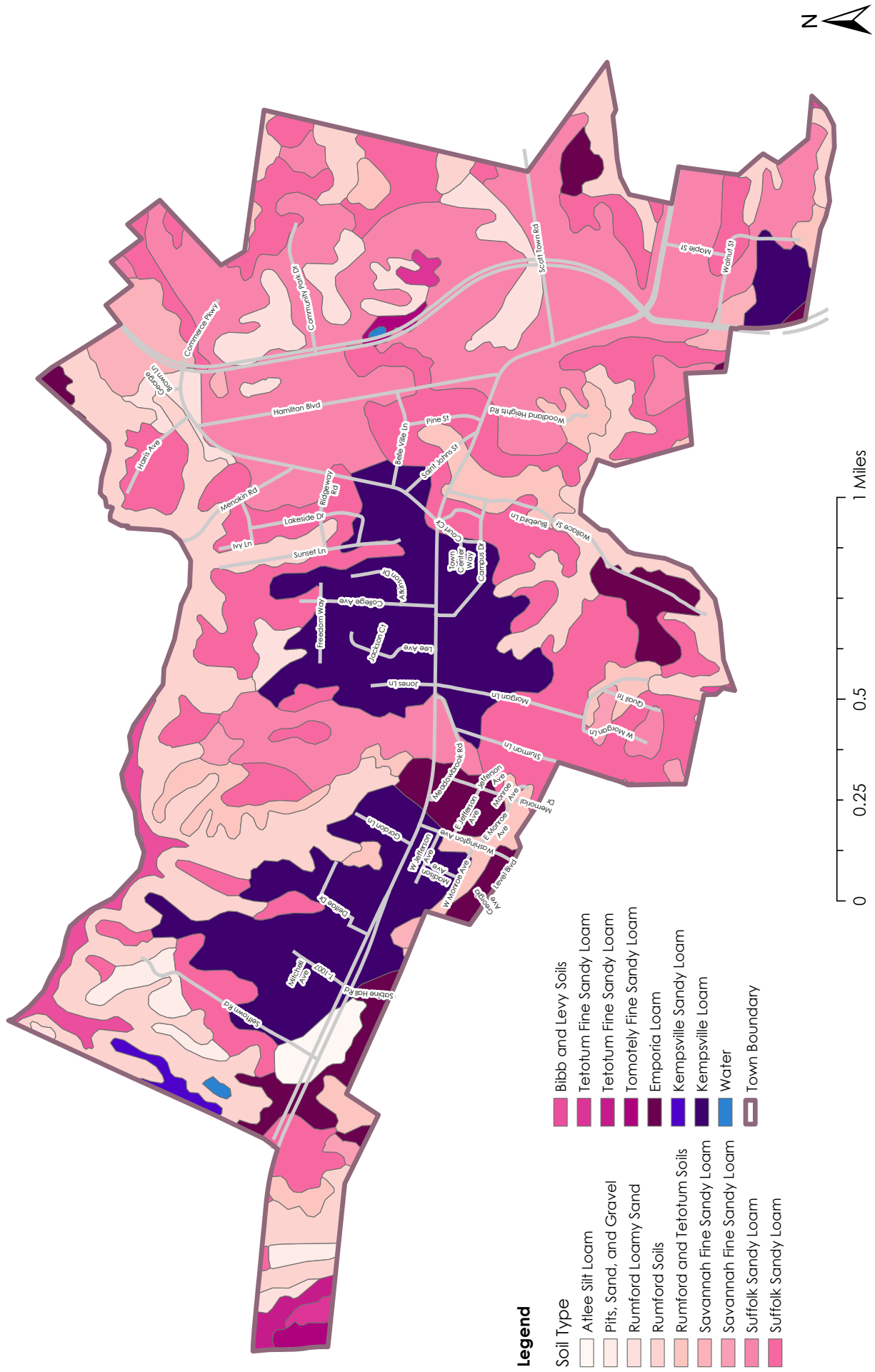
The soils in Warsaw have been mapped and described in the Soil Survey of Richmond County, VA. The soil survey delineates the different soil types and describes the characteristics of each – including slope, color, texture, structure, and drainage. These characteristics are then evaluated to determine each soil type's suitability for building-site development, onsite sewage disposal, recreation, wildlife habitat, and other uses.

The presence of certain soil types can increase the cost of – or limit development – due to permeability of the soil, slope of the land, and the depth to the water table. The slope, erodibility, and infiltration rate of a soil also determine the degree to which development will increase surface runoff, which leads to erosion, sedimentation, and other types of nonpoint source pollution. Other important soil considerations are slope and erodibility. Areas of high slope present constraints to grading, construction, and development, particularly on “loose” soils that are subject to erosion. Site soil surveys should be conducted prior to any potential development to determine suitability and identify constraints. Map 6.2 and Table 6.2 show the different soil types found within the Town and their characteristics.

Table 6.2: Soil Characteristics

Soil Type	Permeability	Erodibility	Septic Suitability
Atlee silt loam	Moderately Slow	High	Poor
Bibb and levy soils	Slow	Low	Poor
Emporia Loam, 2 to 6% slopes	Moderately Slow	Moderate	Poor
Kempsville sandy loam, 2 to 6% slopes	Moderately Rapid	Moderate	Moderate
Kempsville loam	Moderately Rapid	Moderate	Moderate
Pits, sand, and gravel	N/A	N/A	N/A
Rumford loamy sand, 0 to 6% slopes	Moderately Rapid	Moderate	Poor
Rumfords soils, 15 to 50% slopes	Moderately Rapid	High	Poor
Rumford and Tetotum soils, 6 to 15% slopes	Moderately Rapid	Moderate	Poor
Savannah fine sandy loam, 0 to 2% slopes	Moderately Slow	Moderate	Poor
Savannah fine sandy loam, 2 to 6% slopes	Moderately Slow	Moderate	Poor
Suffolk sandy loam, 0 to 2% slopes	Moderately Rapid	Low	Good
Suffolk sandy loam, 2 to 6% slopes	Moderately Rapid	Low	Good
Suffolk sandy loam, 2 to 6% slopes	Moderately Rapid	Low	Good
Tetotum fine sandy loam, 0 to 2% slopes	Moderately Rapid	Moderate	Poor
Tomotley fine sandy loam	Moderate	Low	Poor

Map 6.2: Soils

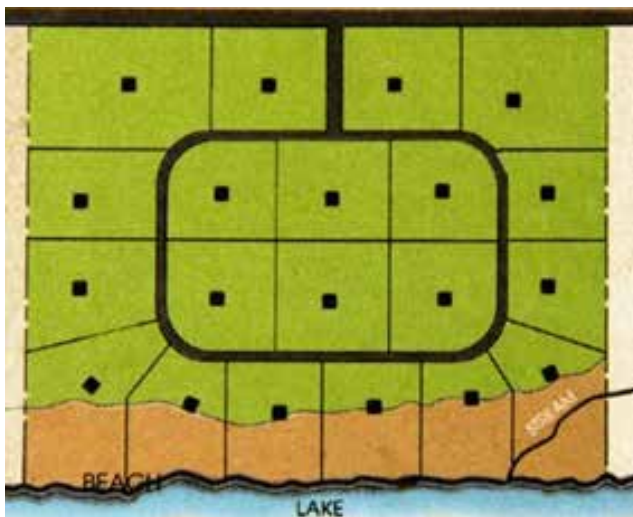




Open Space & Habitat

There are currently large tracts of undeveloped land within and just outside of Town limits. Much of this land has been identified as ecological cores, defined as large, unfragmented, natural habitats that are ranked based on their potential for biodiversity, ecological function, and landscape conditions. Cores within Warsaw have High and Very High value rankings and may be home to threatened/ endangered species such as the black rail bird and Virginia jointvetch. As the only incorporated town in Richmond County and the primary target for future growth to occur, development of these parcels and annexation of additional land within the Warsaw Growth Area may be inevitable. The presence of ecological cores should influence development patterns in a way that accommodates growth while preserving as much natural area as possible.

Residential demand can be met in a smaller footprint through cluster developments and infill. Cluster developments, which put residential housing in a cluster of smaller lots and preserve larger chunks of land as natural open space, may be an appropriate solution for adding housing without sacrificing environmentally sensitive areas. The extra open space leaves ample room for low impact stormwater management design, such as rain gardens and bioswales, to complement the native environment and improve water quality. Infill development in the urban portions of Town can also ease pressure on undeveloped lands. Along with initiatives to support compatible cluster and infill development, the Town should ensure that all new development protects and restores environmentally sensitive areas, enhances access to natural open space, and encourages non-vehicular connectivity between neighborhoods.



Traditional Development

Grid layout with little regard for natural and special features.



Cluster Development

Trees, wetlands, viewsheds and natural features are retained. Giving housing units access to views and green space. Single-loaded roads provide more privacy and view access. Trails make a pedestrian and recreation-friendly developments.

Source: Tip of the Mitt Watershed Council





PROTECT WATER QUALITY

Surface Waters

Clark’s Run and Jugs Creek, running along the northern and southern borders of the Town, are tributaries of the Rappahannock River and receive the bulk of Warsaw’s drainage. Totuskey Creek lies outside of Warsaw’s limits, but receives drainage from the eastern side of the Town as well as its wastewater discharge. Protecting these streambanks from erosion and environmental degradation is vital to the overall health of the Rappahannock River and ultimately the Chesapeake Bay. Potential erosion problems have been identified in the Jugs Creek watershed in an area known locally as “The Bottom.” Streambanks along Clark’s Run and Jugs Creek should be monitored periodically to identify new areas of erosion so that protective measures can be implemented.

Nonpoint source pollution from land development, such as soil erosion and pollutants carried by stormwater runoff or leaching, can contaminate surface waters and threaten the surrounding ecosystems. Pollutants can also derive from pet waste that gets washed into waterways. Implementing pet waste collection programs to encourage residents to properly dispose of pet waste can be an easy way for the community to improve water quality through simple daily actions.

Supported by Richmond County to assist with plan review and regulatory administration, the Town of Warsaw protects its surface waters through local ordinances and adherence to Chesapeake Bay Act regulations; the Town’s Chesapeake Bay Preservation Area (CBPA) ordinance was established in 1990. The CBPA ordinance contains regulations



on erosion and sediment control and development within Resource Protection Areas. The Town also has ordinances regulating stormwater management to maintain water quality and quantity during and after construction.

Groundwater

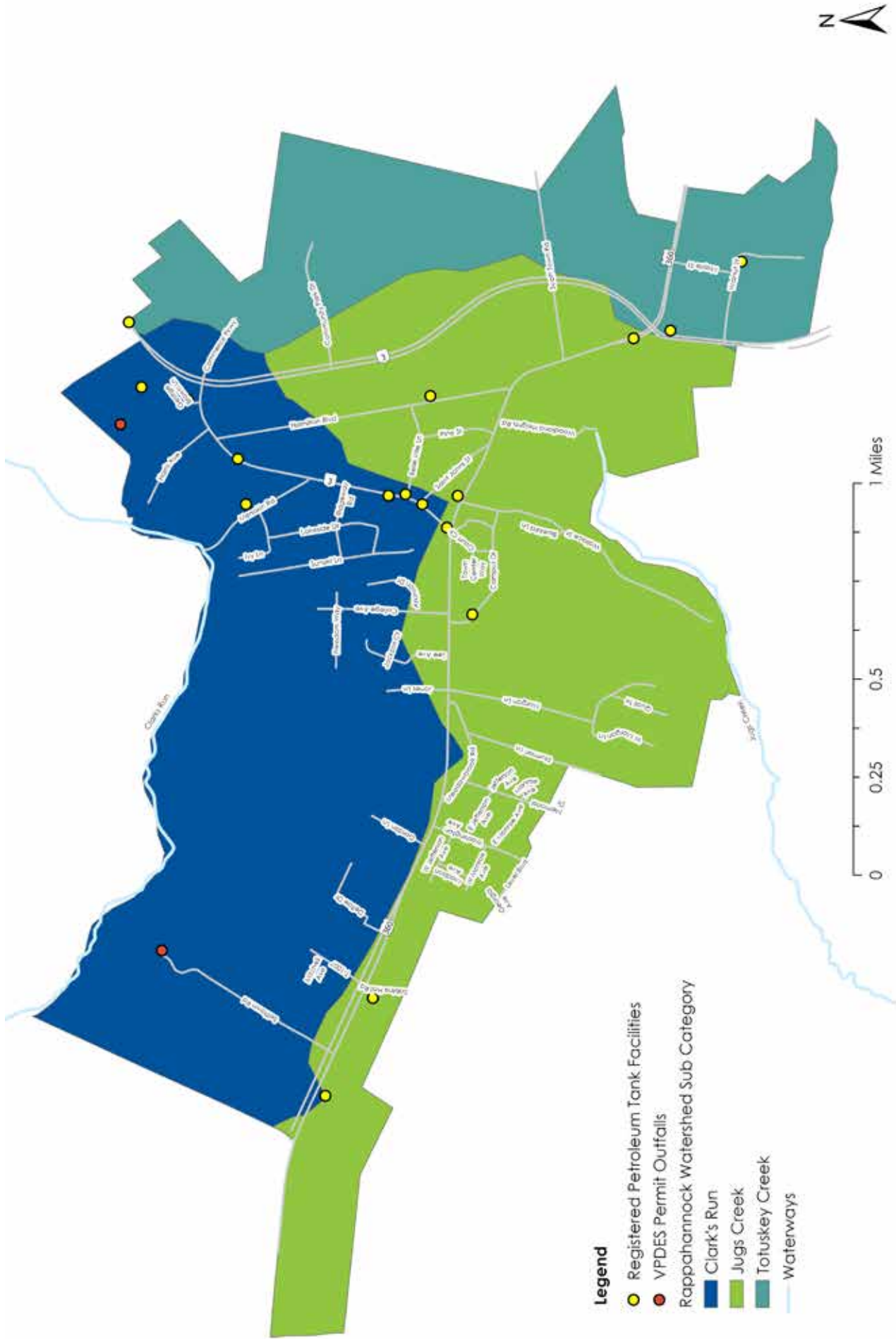
Pollutants to groundwater come in a variety of forms, but the predominate sources of pollution include septic system failure; boating pollution, including fuel leaks and sewage spills; industrial and sewage treatment plant pollution; and agricultural pollution from animal waste, sediment, nutrients, pathogens, pesticides, metals, and salts. The groundwater supply is also susceptible to threats from leaking underground storage tanks (USTs), septic tanks, and abandoned wells; abandoned wells can provide a direct channel for pollutants and salt water to enter the groundwater.

The greatest concentration of USTs in Richmond County is in Warsaw. If petroleum leaks are detected, State Water Control Law requires reporting to DEQ. Proper closure or removal of unused USTs and remediation of impacted soils is crucial to protecting the water supply. The Town requires new development to connect to the public water/sewer system, but older individual wells and septic tanks may still exist underground. Should an abandoned well or septic tank be found, it should be capped or removed immediately.

The Northern Neck Regional Water Supply Plan (WSP) was published in 2009 with a supplemental update in 2018. This report assessed the current and future water supply conditions of the Northern Neck region. The WSP found that the current supply is adequate for the region, but unforeseen variables such as drought and population growth can quickly change adequacy projections. Each locality in the Northern Neck can contribute to the longevity of the groundwater supply by promoting water conservation practices and identifying potential alternative water sources before a water emergency happens. The Town should continue to work with its regional partners and the NNPDC on future updates to the WSP and incorporate any recommended strategies in its ongoing water management operations.



Map 6.3: Watersheds, Waterways, and Potential Pollution Sources





Agricultural Impacts to Water Quality

Warsaw is unique in that there are active agricultural lands within the Town's boundaries. Agricultural activities generally introduce three types of contaminants into waterways: nutrients, sediments, and toxicants. Implementing best management practices, or BMPs, can help minimize negative impacts from agriculture to preserve the long-term health of local water resources. These can include nutrient management plans, conservation tillage, cover crops, erosion control measures, and more that can be catered to the needs of the site and operation. The Northern Neck Soil and Water Conservation District offers cost-share funding programs for over 70 agricultural conservation practices to support farmers who install agricultural BMPs on their properties.

What is the Chesapeake Bay Preservation Act?

The Chesapeake Bay Preservation Act (Bay Act or The Act) is mandatory for all Tidewater Virginia localities. Enacted to protect the water quality of the Chesapeake Bay and its tributaries, it requires the implementation of practices that minimize disturbance of environmentally sensitive areas, known as Chesapeake Bay Preservation Areas (CBPAs), which consist of a Resource Protection Area (RPA) and a Resource Management Area (RMA). RPAs include tidal and nontidal wetlands, water bodies with perennial flow, tidal shores, and a 100-ft. buffer. The RMA includes all areas of Warsaw not included in the RPA.

The Act requires certain criteria that local governments must adopt and implement in administering their Bay Act programs, including comprehensive plan elements, accompanying maps, and zoning and subdivision requirements. The Chesapeake Bay Preservation Act is enabled through the following legislation:

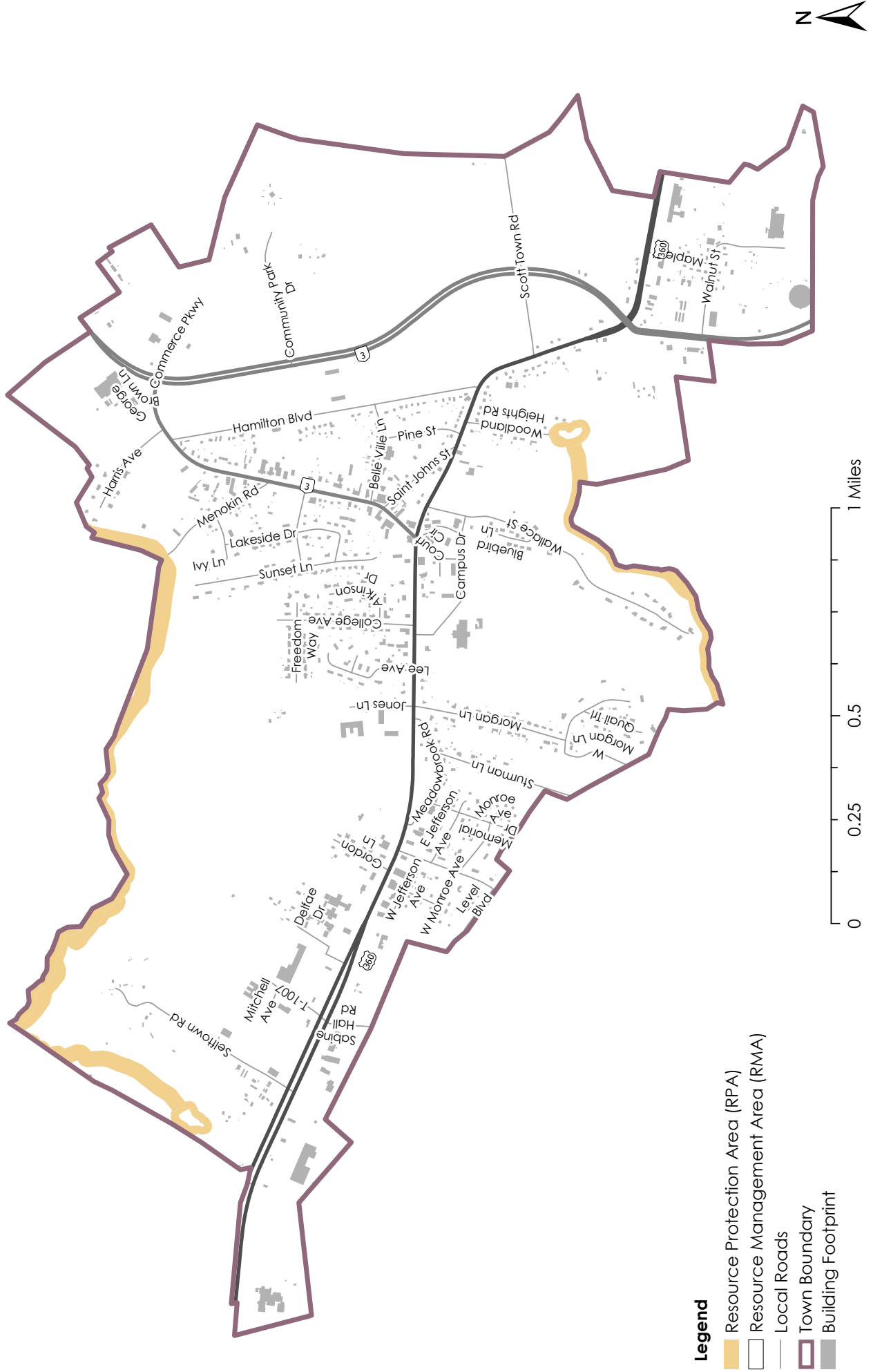
- Chesapeake Bay Preservation Act (§ 62.1-44.15:67-79, Code of Virginia)
- Chesapeake Bay Preservation Area Designation and Management Regulations (9VAC25-830, Virginia Administrative Code)

As an inland community, Warsaw does not contain the following Bay Act items within Town limits:

- Commercial fisheries (although recreational fishing may occur on Clarks Run and Jugs Creek)
- Waterfront access areas
- Docks and piers



Map 6.4: Chesapeake Bay Preservation Areas



Coastal Resource Management

While Warsaw is an inland community with no major shorelines, it is part of the coastal Northern Neck region and contributes to the overall health of the Rappahannock River and Chesapeake Bay. There are also sensitive wetland areas along Clark's Run and Jugs Creek; should there be a need to remediate these ecosystems in the future, incorporating best practices that align with coastal resource management (CRM) principles will be beneficial.

Coastal ecosystems reside at the interface between land and water and are naturally very complex. They perform a vast array of functions from which humans derive direct and indirect benefits by way of shoreline stabilization, improved water quality, and habitat for aquatic life. The science behind coastal ecosystem resource management has revealed that traditional CRM practices (such as bulkheads and revetments) limit the ability of the coastal ecosystem to perform many of these essential functions, and in fact can damage the ecosystem altogether.

The use of planted wetlands to provide natural shoreline erosion control is now preferred to large constructed installations. Today, a full spectrum of living shoreline design options is available to address shoreline issues. Depending on the site characteristics, they range from marsh plantings to the use of rock sills in combination with beach nourishment.

Research continues to support that these approaches combat shoreline erosion, minimize impacts to the natural coastal ecosystem and reinforce the principle that an integrated approach for managing tidal shorelines enhances the probability that the resources will be sustained. Therefore, adoption of new guidance and shoreline best management practices for coastal communities is now necessary to ensure that functions performed by coastal ecosystems will be preserved and the benefits derived by humans from coastal ecosystems will be maintained into the future.



Pursuant to Code of Virginia §15.2-2223.2:

This Comprehensive Plan incorporates Coastal Resource Management Guidance from the Virginia Institute of Marine Sciences (VIMS). The guidance cultivates long-term sustainability for shoreline resources with consideration of current resource condition, priority planning, and forecasting of projected sea level rise impacts into the future. Under this guidance, the use of living shorelines as a preferred approach for stabilization of tidal shoreline is encouraged. The "guidance" communicates to stakeholders (including local governments) the policy of the Commonwealth with respect to living shorelines, identifies preferred solutions for erosion control, and defines the risks and benefits of shoreline management strategies in an integrated comprehensive manner.

The coastal resource management strategies in this chapter are adapted from model language provided by VIMS. The VIMS website also offers a locality portal with additional risk tools, resources, and guidance specific to Richmond County.

PLAN FOR RESILIENCE & SUSTAINABILITY

Sustainable Design

There are many design techniques that can support Warsaw's long-term resilience and sustainability. To reduce emissions and promote healthy living, new development in Warsaw should be planned to encourage walking and biking, with consideration for amenities such as bike racks in multifamily and commercial uses. The Town should also promote the use of renewable energy (e.g., integrated solar, geothermal) and waste reduction measures (e.g., recycling, composting) to the extent feasible. Low Impact Development practices should be encouraged to protect water quality, including limiting impervious surfaces, maintaining tree canopy and riparian buffers, and integrating bioswales, rain gardens, rain barrel and other catchment systems, and green roofs.

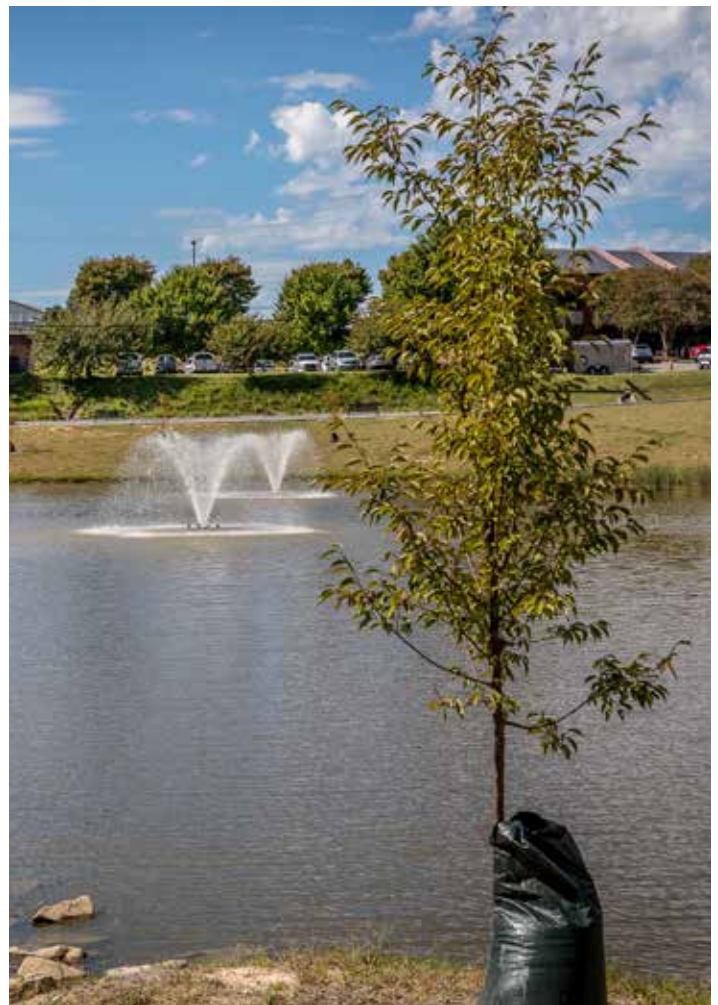
Tree Canopy

Tree canopy offers many benefits, including improving water quality, providing shade in areas prone to being heat islands, filtering toxins from the air, and adding beauty and dimension to important tourist corridors. Trees act as natural stormwater facilities by filtering stormwater and reducing overall runoff volume. According to the Green Infrastructure Center (GIC), a typical street tree's crown can intercept between 760 and 3,000 gallons of water per tree per year. GIC has identified methods for planting trees in existing urban areas such as along streetscapes and roadways, to maximize potential for survival, such as engineered soil structures, incorporation of bioswales, and installation of permeable pavers. These methods not only help trees survive to maturity, but also help prevent issues such as damage to sidewalks by guiding tree roots away from surfaces. Using native species will also facilitate long-term success – native plants are more resistant to disease and support pollinator insects.

The Town should actively work to preserve the existing tree canopy and implement trees as part of downtown streetscape and revitalization projects. Adoption of a landscaping and tree preservation ordinance can also be beneficial to maintaining local tree cover. Minimum canopy coverage for site development and incentives for using native plants can be required through ordinance regulations to ensure consistent, ongoing improvement of the tree canopy and local vegetation.

Virginia Conservation Assistance Program

Town residents and business owners can improve local water quality by taking advantage of the urban cost-share program offered through the Northern Neck Soil and Water Conservation District. The Virginia Conservation Assistance Program (VCAP) provides financial reimbursement to property owners who install specific conservation practices, including but not limited to rainwater harvesting, conservation landscaping, rain gardens, and permeable pavement installation. Residential, business, public, and private locations that are non-agricultural are eligible. Most practices are eligible for 75% cost share and some practices provide a flat incentive payment up to the installation cost.





Stormwater Management | The Bounds Park Redevelopment Project

While Warsaw does not lie in a flood hazard area, localized flooding from stormwater runoff was an ongoing concern, particularly along Main Street. To help mitigate this issue, the Town redeveloped an abandoned shopping center into a stormwater pond complemented by a recreational park, known as The Bounds. A drainage network was also installed in the downtown area to discharge stormwater into the pond. Stormwater ponds collect stormwater that runs over impervious surfaces such as parking lots, roads, and buildings. Construction activities and land disturbance can cause sediments and pollutants to get washed into waterways during rain events, which can be harmful to habitats and wildlife downstream if they are allowed into the ecosystem. With stormwater ponds in place, water can be cleansed of sediment and pollutants before being released back into the watershed. Grant funds totaling over \$800,000 from the National Fish & Wildlife Foundation and the Stormwater Local Assistance Fund were awarded and utilized to complete the project. The new two-acre stormwater pond can handle up to 200 acres of runoff.

Improvements, including trees, trails, and lighting, have been installed around the pond, with additional recreational amenities planned. The Bounds Park project should be a model and inspiration for other localities across the state, especially those of similar size and resources as Warsaw. To continue building on the success of The Bounds, the pond can be retrofitted with additional native plantings to create a wetlands environment promoting nutrient uptake and ecosystem development. In addition to water quality improvements, these vegetated areas provide habitats for frogs, dragonflies, and other small creatures who benefit the community by deterring pests such as mosquitoes. Retrofits of this type may be eligible for funding from DEQ's Stormwater Local Assistance Fund.

Resilience Adaptation Feasibility Tool (RAFT) Assessment

As all communities face growing threats of climate change, it is now more critical than ever to be responsible stewards of the environment and take action to enhance community resiliency. Building community resiliency will require adapting to climate change and mitigating the risks associated with flooding, dangerous storms, and other natural disasters. The Resilience Adaptation Feasibility Tool (RAFT) assesses coastal communities' environmental, economic, and social resilience. To build resilience, localities need capacities in areas of emergency management, infrastructure, planning, policy, and community well-being. Warsaw's RAFT Scorecard is 62%, which is classified as Moderate Resilience. Action items to improve the Town's resilience score include:

- Coordinate with Richmond County for the use of the CodeRED emergency alert system.
- Review Town ordinances, programs, and plans to encourage resilience through green infrastructure design.
- Evaluate The Bounds' stormwater infrastructure functionality to identify any improvement opportunities.
- Improve the Town's water infrastructure replacement plan and identify funding sources.
- Provide preparedness and success planning resources for local businesses.

Natural Hazards

Natural hazards such as severe storms, tornadoes, and flooding can occur with little warning. Climate change can exacerbate these issues with higher temperatures, stronger storms, and changing weather patterns. The impacts to resident safety, property, the economy, and quality of life can be overwhelming if not adequately prepared. Warsaw works with Richmond County to administer its Emergency Operations Plan (EOP), which details a plan of action and chain of command in the event of an emergency or disaster. Proper preparation, such as installing gas generators at critical facilities for use during power outages, will help Warsaw withstand natural hazard emergencies and quickly get the community back on its feet. The Town should regularly evaluate the condition of equipment and power sources at its facilities and allocate capital funds to make improvements where needed.

Regionally, Warsaw collaborates with the Northern Neck Planning District Commission (NNPDC) on the Northern Neck Regional EOP and the Northern Neck Regional Hazard Mitigation Plan (HMP). The HMP identifies five goals for the Town of Warsaw citing past damage, existing exposure to risk, community goals, and local knowledge of regional needs. Based on past data and experience, the greatest risks to the area are tornadoes, severe storms, wildfire, and coastal/riverine flooding.



Northern Neck Regional Hazard Mitigation Plan 2023 Update

Mitigation Action Plan for the Town of Warsaw:

1. Support mitigation projects that conform to the requirements of the FEMA Hazard Mitigation Assistance (HMA) program in terms of eligibility for participation and projects.
2. Integrate mitigation plan requirements and actions into other appropriate planning mechanisms such as resiliency and comprehensive plans, and capital improvement plans.
3. Expand upon current and create new public outreach activities. Utilize the jurisdiction's website to advise citizens and visitors of local natural hazard risks, encourage citizen-based mitigation efforts and disaster preparation. Consider creating a "Program for Public Information" (PPI) Committee to assist with educating, distribution, and management. (*PPI is a suggestion under Activity 322 in the CRS Manual). Boost increased exposure and awareness to visitors, tourists, and part-time residents.
4. Develop a resident emergency preparedness plan that identifies risks and needs, including knowledge of water safety.
5. Seek funding for and implement early warning signal systems and emergency warning tools for residents (especially vulnerable populations).



PROTECT HISTORIC & CULTURAL RESOURCES

Public feedback consistently cited Warsaw's small-town feel as one of its greatest assets. At the heart of Warsaw's charm is its impressive inventory of historic resources, some of which date to its pre-Revolutionary founding. Protection and revitalization of these historic resources will be critical to maintaining the charm that residents value so highly.

Downtown

Warsaw's Main Street is home to a bustling downtown that houses an eclectic mix of restaurants, shops, and places to stay, reflecting its origins as a commercial hub for the area over the last three centuries. The Town participates in the Virginia Main Street Program to help grow businesses, create jobs, increase tourism, and improve the quality of life for its residents. The heart of Main Street's historic core contains a variety of older structures situated in a traditional downtown urban arrangement. The 2017 Downtown Revitalization Plan recommended revitalizing this historic urban core (roughly defined as the Richmond County Courthouse area through Town Park Drive) through façade, pedestrian, and landscaping improvements, complemented by transportation improvements in the adjacent transitional zone from Town Park Drive through Hamilton Boulevard.



Historic Districts

While the Town has several historic structures and sites, it does not have a designated historic district to protect these resources. As a result, buildings in the urban core have been demolished over time and could continue to be at risk.

Community engagement feedback indicated overwhelming support for Warsaw's Main Street corridor. According to the 2017 Downtown Revitalization Plan, establishing a state and nationally designated historic district is a crucial step toward realizing a fully revitalized downtown. The Plan has already identified "Historic Core Phase 1" to focus efforts for further study. The Town should work with stakeholders and the Department of Historic Resources to begin a formal survey of this area to determine eligibility for a District. Towns of similar size and resources have successfully procured grants to help fund this process.

Historic sites listed on the Virginia Landmarks Register and/or the National Register of Historic Places may be eligible for grants and tax relief to support building maintenance and rehabilitation. Historic structures located outside of district boundaries can also be considered for their own historic register applications, which will open them up to the related grants and tax relief incentives. It is important to note that historic district designations are honorary and do not automatically provide regulatory protection of individual structures. Should a state or federal historic designation be granted, the Town should pursue adopting a zoning ordinance amendment to formally designate a historic district overlay to provide regulatory protection. Furthermore, Warsaw can also consider becoming a Certified Local Government through the VA Department of Historic Resources, which would provide opportunities for additional technical assistance and grants from the state. Unlisted historic properties located outside of a potential historic district can be considered for their own historic register applications as well.





Historic Register Listings

Warsaw is home to two historic structures that are listed on both the Virginia Landmarks Register and National Register of Historic Places.

Richmond County Courthouse

The Richmond County Courthouse is the fourth-oldest courthouse in Virginia, constructed in 1748 by Landon Carter. The citizens of Richmond County expressed their patriotic sentiments here in 1774 when they adopted resolutions against taxation without representation. The courthouse remains in use today and is the Town's principal historic landmark.

Chinn House

The Chinn House is a two-story hipped-roof Colonial Revival dwelling dating to 1908, originally built for Judge Joseph W. Chinn, his wife Sarah Douglas, and their five children. It is one of the best examples of Colonial Revival domestic architecture in Richmond County. Today, the Chinn House figures prominently as the entrance to Rappahannock Community College's Warsaw campus, where it is used as an administrative building for staff.

Other Important Sites

The Richmond County Museum, Saddlery building, and St. John's Episcopal Church are important to Warsaw's local heritage but not currently listed on any historic registers. Confirming their eligibility and applying for historic designations should be encouraged. Menokin, while not located within Town limits, is an important contributor to local heritage and is listed on historic registers.

Richmond County Museum

The Richmond County Museum is located on the Courthouse Green in the old jail structure dating to 1872. The museum contains several permanent and special exhibits documenting the area's history from the original Native American inhabitants to the modern era. These include the Native American Rappahannock Tribe, English settler Colonel Moore Fauntleroy, founder of Old Rappahannock County (1656), the African American legacy and contributions, Declaration of Independence Signer Francis Lightfoot Lee of Menokin, and Congressman William Atkinson Jones.

The Saddlery

The Saddlery is a brick structure dating to 1832-33. It originally sat at the corner of present-day Route 360 and Main Street. In 1931, the building was relocated a few hundred feet west to allow for the construction of a new grocery store, where it remained for the next 87 years. The building was relocated again in 2018 after concerned citizens organized to save the building from demolition. The current location by Warsaw Town Park was recommended by the 2017 Downtown

Revitalization Plan to contribute to a "Town Square" atmosphere within the historic core. The building currently houses the Northern Neck Visitor's Center and Rappahannock Outdoor Adventures.

St. John's Episcopal Church

Built in 1835, this church replaced the Lunenburg Parish Lower Church (ca. 1732), abandoned after the American Revolution and the disestablishment of the Anglican Church. The brick structure features a Flemish bond and Classical Revival style. Its churchyard contains the grave and memorial of Congressman William Atkinson Jones, author of the 1916 Philippine Autonomy Act that eventually guaranteed independence to the Philippines after the Spanish American War.

Menokin

Though not located within the Town's limits, Menokin is an important historic resource that adds to the cultural identity of Warsaw. Menokin was home to Francis Lightfoot Lee, a signer of the Declaration of Independence. Dating to 1775, today the structure exists in ruins but it is actually one of the best documented 18th century houses in the United States. The original architectural drawings survive in the Tayloe papers at the Virginia Historical Society. The house was abandoned in the 1940s and the woodwork was removed in the 1960s to protect it from theft. In 1995 the ruins, original woodwork, and 500 acres of the original plantation were presented by T. Edgar Omohundro to the Menokin Foundation to be used as a field school for architectural conservation and archaeological study. Plans call for the phased reconstruction of the house. It is recognized on the Virginia Landmarks Register, National Register of Historic Places, and as a National Historic Landmark.





Richmond County Museum, circa 1872



Menokin, circa 1775



St. John's Episcopal Church, circa 1835



Richmond County Courthouse, circa 1748



Chinn House, circa 1908





PLANNING FOR THE FUTURE | STRATEGIES

GOAL: THE TOWN OF WARSAW PROTECTS ITS UNIQUE NATURAL AND HISTORIC RESOURCES AS INTEGRAL COMPONENTS OF THE TOWN'S SUSTAINABLE GROWTH AND DEVELOPMENT

MINIMIZE IMPACT TO THE NATURAL ENVIRONMENT

1. Ensure new development protects valuable open space, habitat, and sensitive lands by adopting and implementing tools such as cluster development ordinances, infill development, and Low Impact Development.
2. Explore partnering with the Northern Neck Planning District Commission, Friends of the Rappahannock, Virginia Main Street Program, Green Infrastructure Center, and similar organizations for assistance identifying resources and funding opportunities to install street trees in the downtown core; consider pursuing Tree City USA status to access additional grant funding.
3. Adopt a landscaping and tree protection ordinance that protects existing vegetation, specifies minimum tree canopy for site development and incentivizes the use of native species for new plantings.
4. Consider preserving available open spaces adjacent to marsh lands to allow for inland retreat of the marshes under rising sea level.

PROTECT WATER QUALITY

5. Encourage property owners to work with the Northern Neck Soil and Water Conservation District's urban and agricultural cost-share programs to implement best management practices and conservation plans suited for their sites.
6. Continue to enforce Chesapeake Bay Preservation Act (CBPA) requirements of the Zoning Ordinance and continue to amend ordinances to reflect updates and changes as needed.
7. Expand on the success of The Bounds redevelopment project by exploring funding options to retrofit the stormwater pond with additional native wetland plantings.
8. Limit the extent of impervious surfaces that degrade water quality by considering reductions to minimum parking requirements and encouraging the use of pervious surfaces in development projects.
9. Implement a pet waste campaign to reduce residential nonpoint source pollution in local waterways.
10. Utilize VIMS Decision Trees for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices.
11. Condition approval of operations utilizing underground storage tanks (USTs) on assurances guaranteeing proper closure or removal of unused USTs and remediation of impacted soils.





PLANNING FOR THE FUTURE | STRATEGIES CONTINUED

GOAL: THE TOWN OF WARSAW PROTECTS ITS UNIQUE NATURAL AND HISTORIC RESOURCES AS INTEGRAL COMPONENTS OF THE TOWN'S SUSTAINABLE GROWTH AND DEVELOPMENT

PLAN FOR RESILIENCE & SUSTAINABILITY

12. Continue to work with Northern Neck Planning District Commission, Richmond County, and other regional partners on updating and implementing Hazard Mitigation Plan and Water Supply Plan strategies.
13. Review and implement RAFT strategies to improve resilience score.
14. Review existing ordinances to add requirements and incentives for sustainable, low impact designs for new site developments and existing site redevelopments.
15. Evaluate the status of backup generators at critical facilities and allocate capital funds for upgrades as needed. During discretionary approvals, consider requiring essential facilities (e.g., gas stations, community facilities) to install backup generators to improve community resilience.

PROTECT HISTORIC & CULTURAL RESOURCES

16. Consider pursuing historic district designation status for the Main Street through the Virginia Landmarks Register and National Register of Historic Places. If approved, follow up with adoption of a historic district overlay zone for regulatory protections.
17. Consider pursuing Certified Local Government status through the Virginia Department of Historic Resources for access to additional funds and resources.
18. Encourage owners of historic sites to apply for individual register status through education and outreach programs that provide information on tax credits and incentives available to rehabilitate designated structures.



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CHAPTER 7

ECONOMIC GROWTH & DEVELOPMENT



ECONOMIC GROWTH & DEVELOPMENT

GOAL: THE TOWN OF WARSAW WILL GROW A THRIVING LOCAL ECONOMY THAT ATTRACTS DIVERSIFIED JOB CREATORS, SUPPORTS A QUALIFIED WORKFORCE, AND VALUES LOCAL BUSINESSES.

INTRODUCTION

A healthy economy is fundamental to a community's opportunities and quality of life. Attracting quality employers and a qualified workforce contributes to a stable residential base that supports local schools, emergency responders, parks and recreation, and other desirable amenities. Warsaw recognizes economic development as a key priority for the Town's future and strives to capitalize on existing strengths while also pursuing new opportunities for growth. This chapter discusses existing conditions among the workforce and industry today and addresses strategies to continue growing a balanced, sustainable economy.

The following land use and planning assumptions are likely to influence Warsaw's economic development needs:

- Warsaw is the commercial and industrial center of Richmond County, including the Richmond County Commerce Park, and has ample space for additional business growth.
- The Town is strategically located as the gateway to the Northern Neck, bringing opportunities for tourism and major employers.
- The Downtown revitalization efforts are reinvigorating Main Street and bringing new opportunities for small business growth in the historic commercial core.
- The presence of Rappahannock Community College provides opportunities for workforce development and training programs.



EXISTING WORKFORCE & INDUSTRY | KEY ISSUES & OPPORTUNITIES

SUPPORT TODAY'S WORKFORCE

Workforce Characteristics

As of 2021, 39% of Warsaw's population aged 16 and over were actively in the workforce, with an average commute time of 31.4 minutes. Most workers within the Town (62%) are in-commuters, meaning they commute in from other localities, while 36% are considered out-commuters because they live in Warsaw and commute elsewhere. The remaining 2% live and work within the Town, not including remote workers. Of those who live in town and are active in the workforce, 72% work in the private sector, 18% work in the public sector, and 10% are self-employed (see Figure 7.2). Employment by industry is further broken down in Figure 7.1. Commercial spaces are favored on Main Street.

Figure 7.1: Employment by Industry

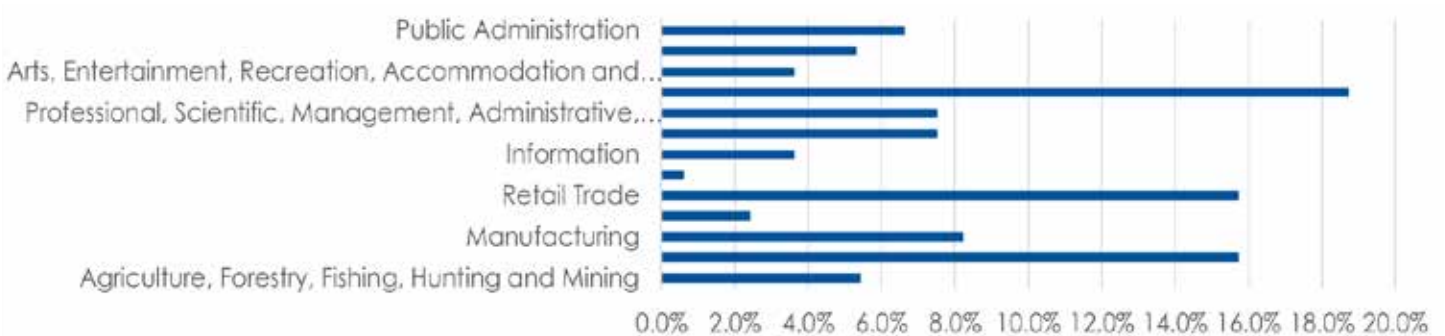


Figure 7.2: Employment by Sector



Source: 2021 American Community Survey 5-Year Estimates

Educational Attainment

Warsaw residents have easy access to Rappahannock Community College within Town limits and the University of Mary Washington located in Fredericksburg and Dahlgren. Approximately 82% of residents aged 25 and older have a high school diploma or higher and 32% of residents have an Associate's degree or higher.

Figure 7.3: Educational Attainment within Warsaw

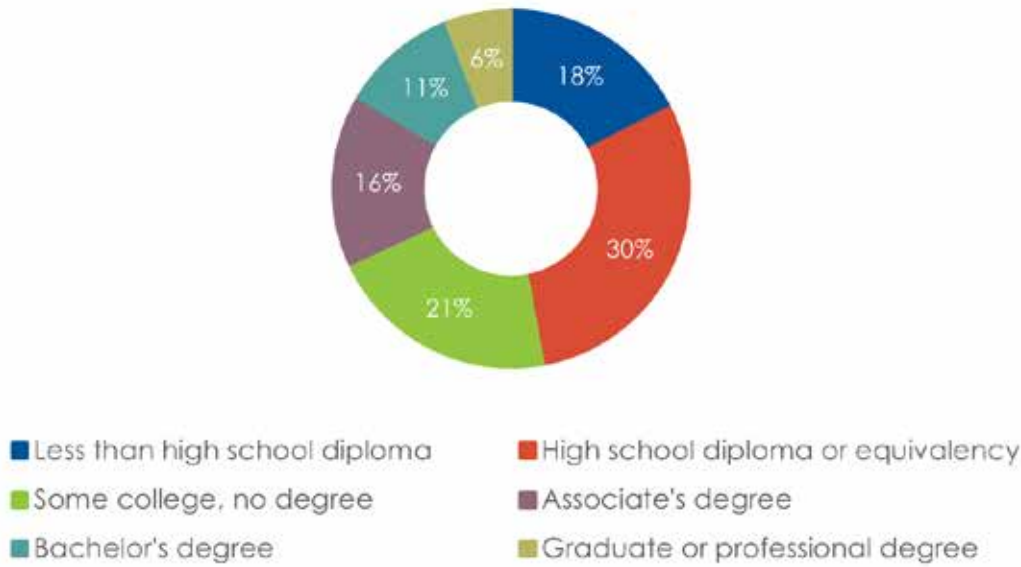
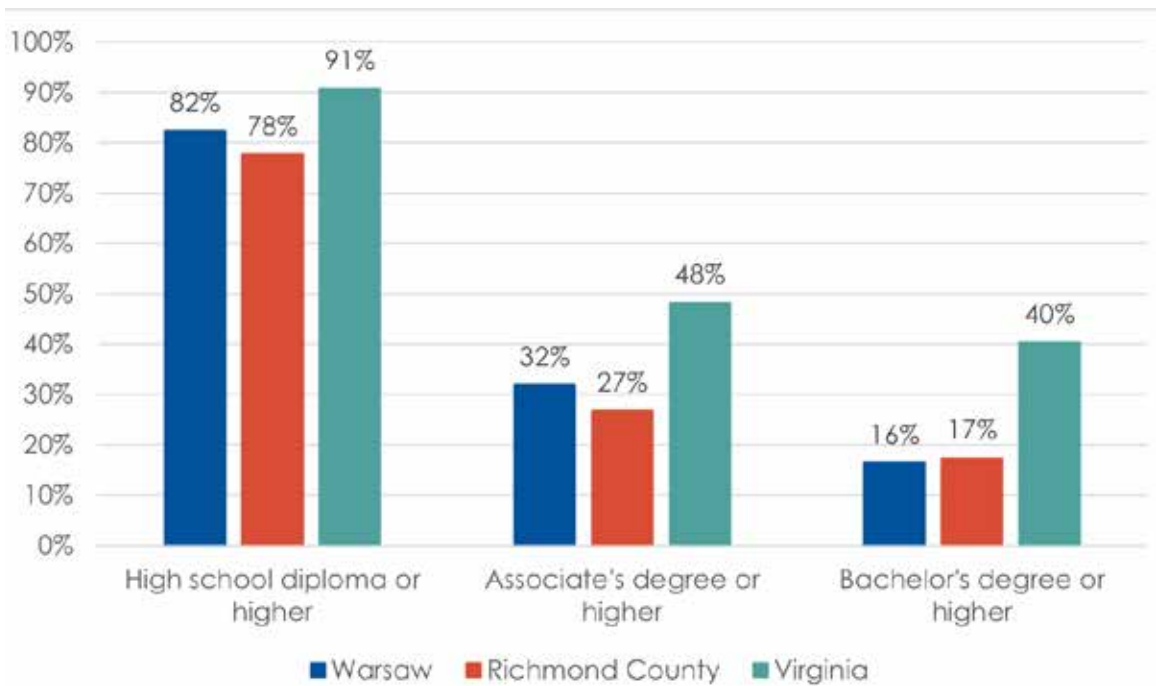


Figure 7.4: Educational Attainment County and State Comparison



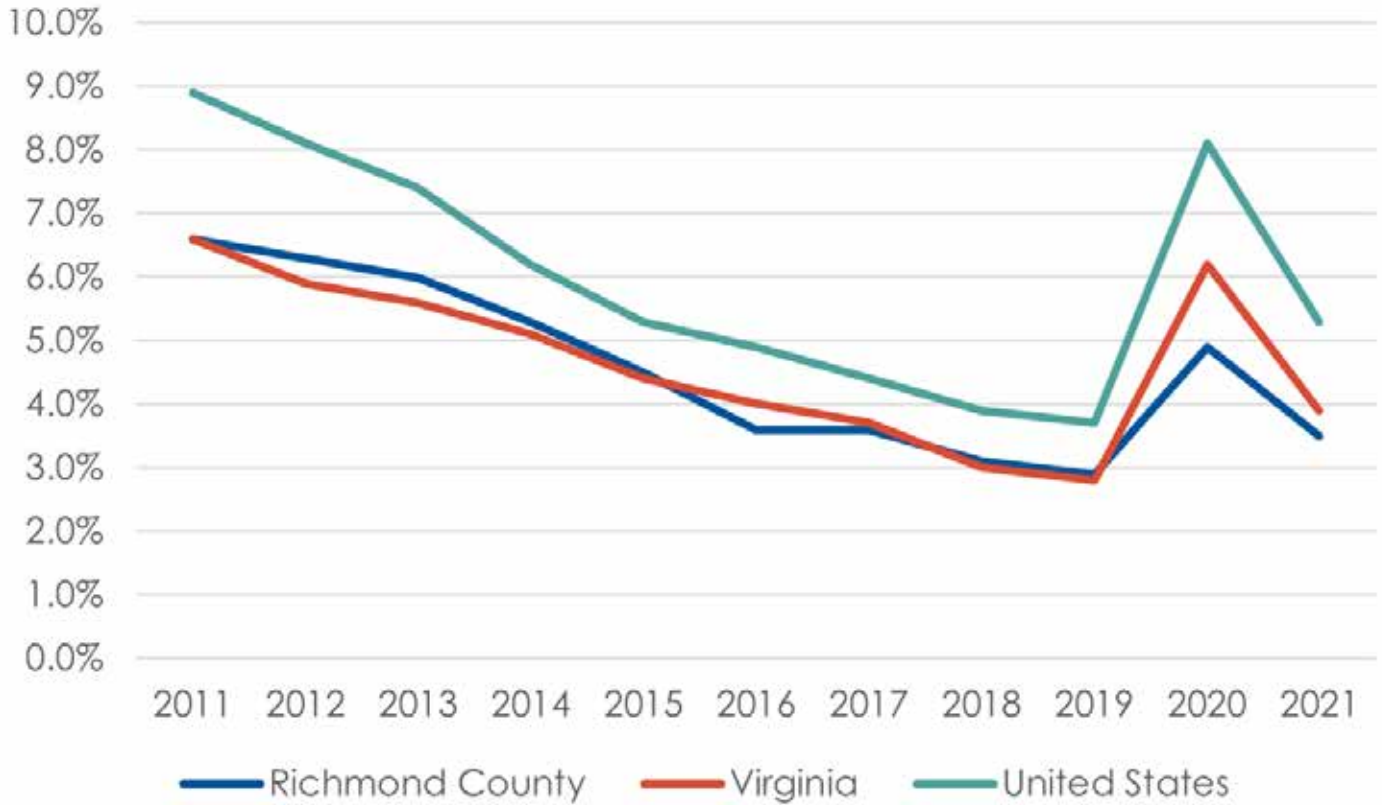
Source: 2021 American Community Survey 5-Year Estimates



Unemployment

Unemployment for Richmond County has steadily declined from a high of 6.6% in 2011 to a low of 2.9% in 2019. While there was a notable increase in 2020 (likely due to the COVID-19 pandemic), unemployment has since decreased to 3.5% in 2021. The County's unemployment rate has consistently been under the national average since 2011, and under both national and state averages since 2016.

Figure 7.5: Unemployment Trends



Source: Virginia Employment Commission, Economic Information & Analytics, Local Area Unemployment Statistics (Note: Data not available for Town of Warsaw)



Household Income & Weekly Wages

Average weekly wages are \$899 among all industries; a breakdown by industry is shown in Table 7.1. As shown in Table 7.2, median household income ranks second-highest among nearby localities at \$62,321. This is about 22% lower than the state median of \$80,615. With 62% of the Town's workforce commuting in from other localities, pursuing opportunities for affordable and workforce housing can provide options for employees to live within their means closer to their work.

Table 7.1: Weekly Wages by Industry

Industry	Organization
Agriculture, Forestry, Fishing, Hunting and Mining	*
Utilities	*
Construction	\$1,152
Manufacturing	\$1,044
Wholesale Trade	\$800
Retail Trade	\$442
Transportation and Warehousing	\$749
Information	*
Finance and Insurance	\$994
Real Estate and Rental and Leasing	\$605
Professional, Scientific, and Technical Services	\$1,597
Management of Companies and Enterprises	*
Administrative and Support and Waste Management	\$914
Educational Services	\$990
Health Care and Social Assistance	\$709
Arts, Entertainment, and Recreation	\$569
Accommodation and Food Services	\$393
Other Services, except Public Administration	\$709
Federal Government	\$1,482
State Government	\$1,039
Local Government	\$870

Source: Virginia Employment Commission, Economic Information & Analytics, Local Area Unemployment Statistics (Note: Data not available for Town of Warsaw)

*Indicates non-disclosable data

Table 7.2: Regional Median Household Incomes

Locality	Median household Income
Lancaster County	\$64,460
Town of Warsaw	\$62,321
Northumberland County	\$61,291
Richmond County	\$57,697
Essex County	\$54,375
Westmoreland County	\$53,113

Source: 2021 American Community Survey 5-year estimates





Remote Work

Remote work has risen steadily since 2016, with the largest increases occurring during 2020 and 2021 as a result of the COVID-19 pandemic. Notably, there was also a pre-pandemic increase in remote workers in 2019. This may be representative of Warsaw's access to broadband internet compared to more rural areas of Richmond County and an overall high quality of life.

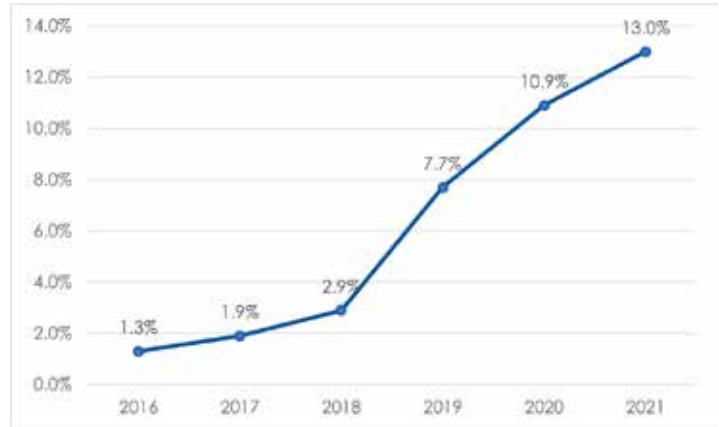
According to Virginia Realtors, places that attract a solid base of remote workers offer reliable high-speed internet, provide recreation and cultural amenities, and have quality local schools. As the central hub of Richmond County, Warsaw is well-positioned to continue attracting residents who work remotely and seek the convenience of an urban core at the scale of a small town with easy access to the countryside. Opportunities for a central coworking space in the downtown area may be attractive for telecommuters and freelancers.

Workforce Development

Workforce development in Warsaw is supported by the Bay Consortium Workforce Development Board (BCWDB), which administers federally funded employment and training programs that serve both adults and youth who are socioeconomically disadvantaged. The BCWDB also supports public-private partnerships involving local government, business and industry, labor, education and training institutions, employment services, and community support organizations. Additionally, the Virginia Workforce Credential Grant through Virginia Career Works provides low-cost opportunities for students to receive training in a high demand field and receive an industry-based certification or state licensure.

Rappahannock Community College (RCC) provides a variety of programs ranging from traditional education and college transfer options to workforce development and training. RCC's Office of Career and Transition Services helps connect students to employment in the labor market. Programs and services include career coaches, youth and tutoring services, and work-readiness training. RCC also offers the Virginia Career Readiness Certificate, indicating to possible employers that a potential employee is competent in workplace skills.

Figure 7.6: Remote Work Trends



Source: 2016-2021 American Community Survey 5-Year Estimates



ENHANCE ECONOMIC DEVELOPMENT OPPORTUNITIES

Existing Businesses

Warsaw is home to over 175 businesses providing retail, dining, medical, professional, and industrial services to the community. While the Town's historic commercial core lies along Main Street, newer commercial development has occurred along Route 360. Industrial development is largely targeted toward the Route 3 corridor within the Richmond County Commerce Park.

The Commerce Park is currently home to Helena Chemicals, Holtzman Propane, Healthy Harvest Food Bank, and Bay Aging. The Richmond County Fairgrounds and Richmond County Department of Emergency Services anchor this area as well. Nearby, the former Levi Strauss plant houses an Amazon Fulfillment Center and Herbalife Nutrition. The Town is also home to the headquarters for the Northern Neck Electric Cooperative and a new regional office for All Points Broadband.

Diversifying the Economic Base

As Warsaw looks to the future, diversifying core industries and businesses will provide more opportunities for residents. Diversification also supports a resilient economy that is better able to withstand, prevent, or quickly recover from major unforeseen events, such as natural disasters and pandemics. Feedback from the community engagement survey indicates that the most desired jobs and services are in the medical and retail sectors. Remote work, local businesses and startups, and light manufacturing were also identified as desirable assets.

Periodically reviewing the Zoning Ordinance to ensure permitted uses are consistent with the Town's economic vision will make it easier to attract those businesses when opportunities arise. This process can also be used to identify uses that may not be a good fit for the Town or would need additional performance standards to mitigate impacts. This can be particularly helpful for emerging industries that are often undefined in traditional ordinances, such as data centers and solar energy facilities.

Most Desired Jobs

1. Medical Services
2. Retail, Wholesale, and Shopping
3. Remote Work
4. Entrepreneurial Businesses and Startups
5. Light Manufacturing and Warehousing





Local Support Services

Warsaw and the greater Northern Neck region are served by the University of Mary Washington Small Business Development Center (SBDC). The SBDC provides assistance to the small business community through management training, industrial and demographic research, and consulting services. The Warsaw-Richmond County Chamber of Commerce provides support to local business members and serves as the voice of the business community to local governments and state legislature. Through participation in the Northern Neck Planning District Commission (NNPDC), the Town also has access to grant and funding opportunities, technical assistance, and regional planning studies such as the Northern Neck Comprehensive Economic Development Strategy (CEDS). Strategies from the CEDS plan should be considered alongside the Comprehensive Plan to develop a cohesive economic landscape; topics covered include infrastructure, business attraction and retention, tourism, agriculture and aquaculture, and workforce development.

Through the Virginia Economic Development Partnership (VEDP), the state offers a variety of incentives for competitive projects interested in a Virginia location. These incentives target the needs of businesses as well as the development plans of localities and the Commonwealth. Financial assistance is also available for a variety of needs, including infrastructure, small businesses financing, and jobs investment programs. Warsaw is also part of GO Virginia Region 6, also known as the Mary Ball Washington Regional Council. GO Virginia is a statewide initiative for economic growth and opportunity focusing on private sector growth and diversification through collaboration with regional and state partners.

Economic Incentive Program

The Town's Economic Incentive Program is an application-based grant program that encourages new businesses to locate in vacant commercial buildings. The program subsidizes rent for one year and provides free training and resources from the University of Mary Washington Small Business Development Center and Warsaw-Richmond County Chamber of Commerce.

Northern Neck Loan Program

The Northern Neck Loan Program offers low interest loans to local small businesses through a revolving loan fund. The goals of the loan program are stimulating job growth, providing access to capital and credit for new or expanding businesses, and promoting an economically viable region. The program is administered through the Northern Neck Planning District Commission.





Incentive Zones

Warsaw currently participates in the Virginia Enterprise Zone and Opportunity Zone programs. There may be additional opportunities to establish a Technology Zone as well.

Virginia Enterprise Zone

The Virginia Enterprise Zone (VEZ) program is a partnership between state and local governments that encourages job creation and private investment. VEZ accomplishes this by designating Enterprise Zones throughout the state and providing two grant-based incentives, the Job Creation Grant and the Real Property Investment Grant, to qualified investors and job creators within those zones, while the locality provides local incentives.

Opportunity Zone

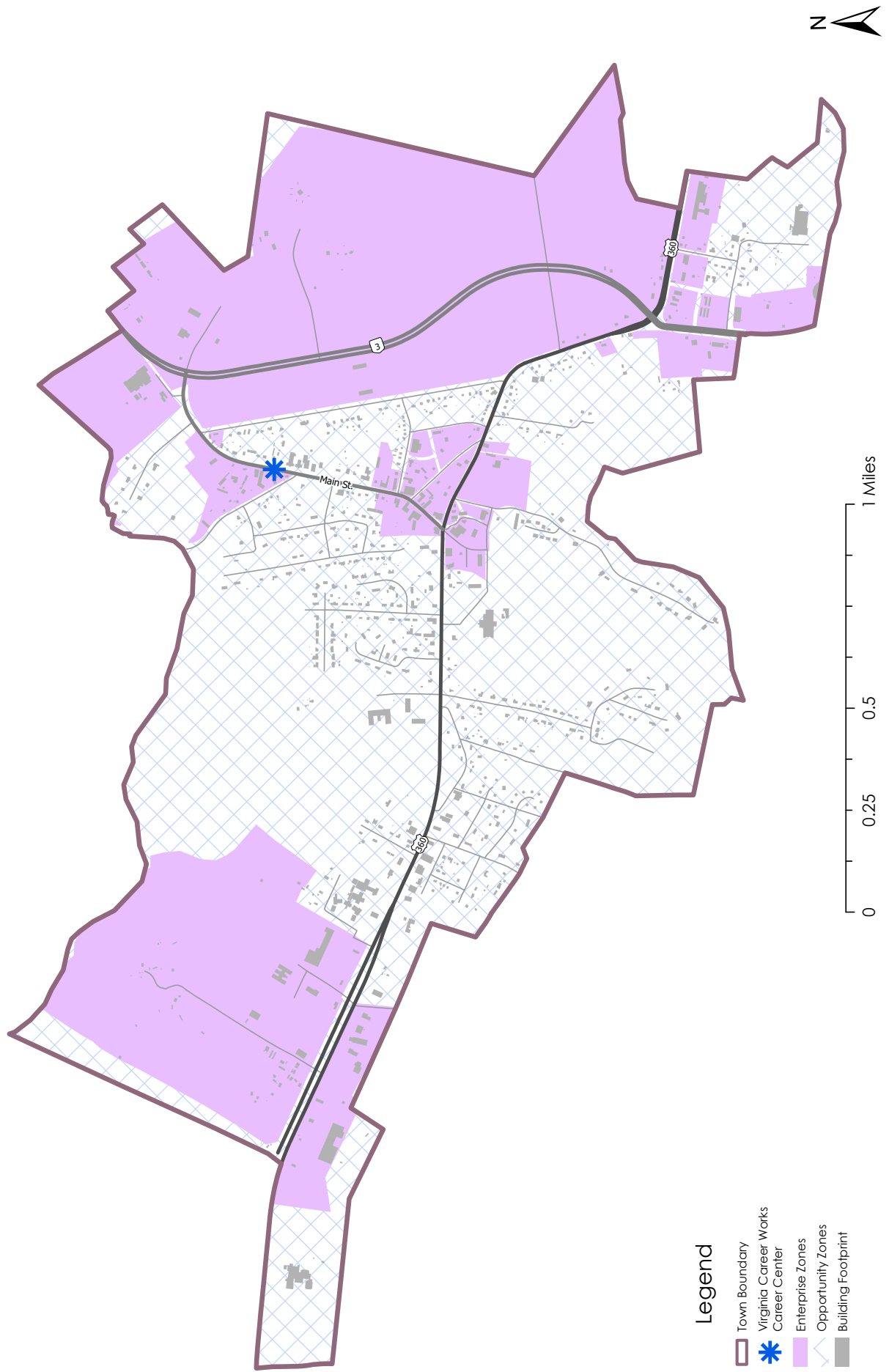
Opportunity Zones are a federal economic development and community development tax benefit established as part of the 2017 Tax Cuts and Jobs Act. In these zones, the tax benefits available to investors with capital gains are designed to encourage long-term private investment in low-income urban, suburban, and rural census tracts. The designation is current through December 31, 2028.

Technology Zones

Technology Zones encourage development of commercial and industrial businesses engaged in technological research, development, and/or manufacturing. Establishment of a Technology Zone allows a locality to create incentives for qualified businesses that locate or expand their operations into a Technology Zone. These incentives may include a reduction of permit and user fees, streamlined permit processes, and special zoning regulations, among other benefits to industries.



Map 7.1: Incentive Zones





Downtown Revitalization

Warsaw's downtown is the economic and cultural heart of the community. Like many small towns throughout the state, the Main Street area has periodically struggled with business closures and vacant buildings in need of repair. Renewed energy to reinvest in the downtown core sparked a revitalization effort that organized in 2015. With the aid of a planning grant from the Virginia Department of Housing and Community Development (DHCD), the 2017 Downtown Revitalization Plan was developed to help direct economic restructuring and provide meaningful action items to revitalize the downtown area through marketing and streetscape improvements.

Tourism

Ideally situated in the heart of the Northern Neck near the Rappahannock River, Warsaw is part of a National Heritage Area attracting numerous outdoor and small-town enthusiasts every year. Capitalizing on the area's natural beauty and idyllic charm can boost economic development through active event promotion efforts, focusing on outdoor recreation and natural assets, with an emphasis on family-friendly events and amenities, and improved branding and marketing of local programs and destinations. Increasing the number of hotel rooms can also increase expenditures by tourists and add to economy. Building off the momentum of the downtown revitalization and its positive impact on the thriving small business community will further draw tourists visiting for recreation, shopping, and dining.

Additional Economic Drivers

Internet Access

Warsaw is well-served with broadband and wireless internet. Quality broadband connectivity is a crucial asset for modern economies. Reliable access to high-speed internet is lucrative to both workers and businesses, particularly with the rise in remote work, education, and training opportunities. Tourists also rely on wireless connections for route guidance and in-app experiences that complement in-person visits, such as historical site programming. Staying up to date with technological advancements will continue adding to Warsaw's attractive qualities.

Distribution & Logistics

Distribution-based businesses are expanding across the U.S., up 20% post-COVID. With proximity to Richmond, Washington, D.C., and the Chesapeake Bay along with access to Routes 3 and 360, Warsaw is uniquely positioned to provide strategic connectivity from the Northern Neck to Interstate 95 and the entire East Coast corridor. The Town has successfully pursued opportunities in the distribution and logistics industry with the addition of an Amazon Fulfillment Center near the Richmond County Commerce Park. Continuing to support this industry wherever possible will provide a solid job base providing a valuable service for the community and region.





GOAL: THE TOWN OF WARSAW WILL GROW A THRIVING LOCAL ECONOMY THAT ATTRACTS DIVERSIFIED JOB CREATORS, SUPPORTS A QUALIFIED WORKFORCE, AND VALUES LOCAL BUSINESSES.

SUPPORT TODAY’S WORKFORCE

1. Support workforce development and training programs through regional partners including but not limited to Rappahannock Community College, the University of Mary Washington, and the Bay Consortium Workforce Development Board.
2. Explore opportunities for a central coworking space to accommodate remote and freelance workers.
3. Support opportunities for affordable and workforce housing to bolster the working residential base. Promote adaptive reuse and mixed-use opportunities in the Downtown core.

ENHANCE ECONOMIC DEVELOPMENT OPPORTUNITIES

4. Promote adaptive reuse and mixed-use opportunities in the Downtown core.
5. Periodically review the Zoning Ordinance to update and incorporate commercial/industrial uses that may be advantageous for the Town.
6. Continue participating in regional planning initiatives with the Northern Neck Planning District Commission and implement recommendations from the regional Comprehensive Economic Development Strategy plan.
7. Continue implementing the Downtown Revitalization Plan and periodically review it to incorporate updated strategies and needs.
8. Explore the feasibility of establishing a Technology Zone to encourage development of commercial and industrial businesses.
9. Continue incentivizing businesses to locate in vacant downtown buildings through the Economic Incentive Program.
10. Protect and improve the Town's natural and built assets that attract and support tourism and other economic development opportunities.
11. Continue identifying and pursuing major employers to locate in the Richmond County Commerce Park.



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CHAPTER 8

COMMUNITY FACILITIES & INFRASTRUCTURE



COMMUNITY FACILITIES & INFRASTRUCTURE

GOAL: THE TOWN OF WARSAW PROVIDES EXCEPTIONAL COMMUNITY FACILITIES, SERVICES, AND INFRASTRUCTURE THAT REFLECT THE HIGH QUALITY OF LIFE ENJOYED BY ALL RESIDENTS AND SUPPORT THE TOWN'S EVOLVING NEEDS.

INTRODUCTION

A community's quality of life is reflected in its facilities and infrastructure. Access to great schools, parks, public safety services, and essential infrastructure help define Warsaw's current accomplishments and ongoing potential as a well-rounded, livable community. This chapter takes a closer look at the community facilities and services available to Town residents and cites areas of need that should be addressed by the Town as it looks forward.

The following land use and planning assumptions are likely to influence Warsaw's community facilities needs:

- The Town of Warsaw and Richmond County cooperate to support key facilities and services such as education, fire and emergency response, and social services.
- Town-owned administrative facilities are adequate for current needs but could benefit from additional storage space.
- Water and sewer system capacity is sufficient to accommodate current usage and future growth.
- Public engagement feedback confirmed that residents value recreational amenities and seek new and/or expanded access to both indoor and outdoor recreation opportunities.





EXISTING FACILITIES & SERVICES | KEY ISSUES & OPPORTUNITIES

SUPPORT COMMUNITY FACILITIES THAT ENHANCE QUALITY OF LIFE

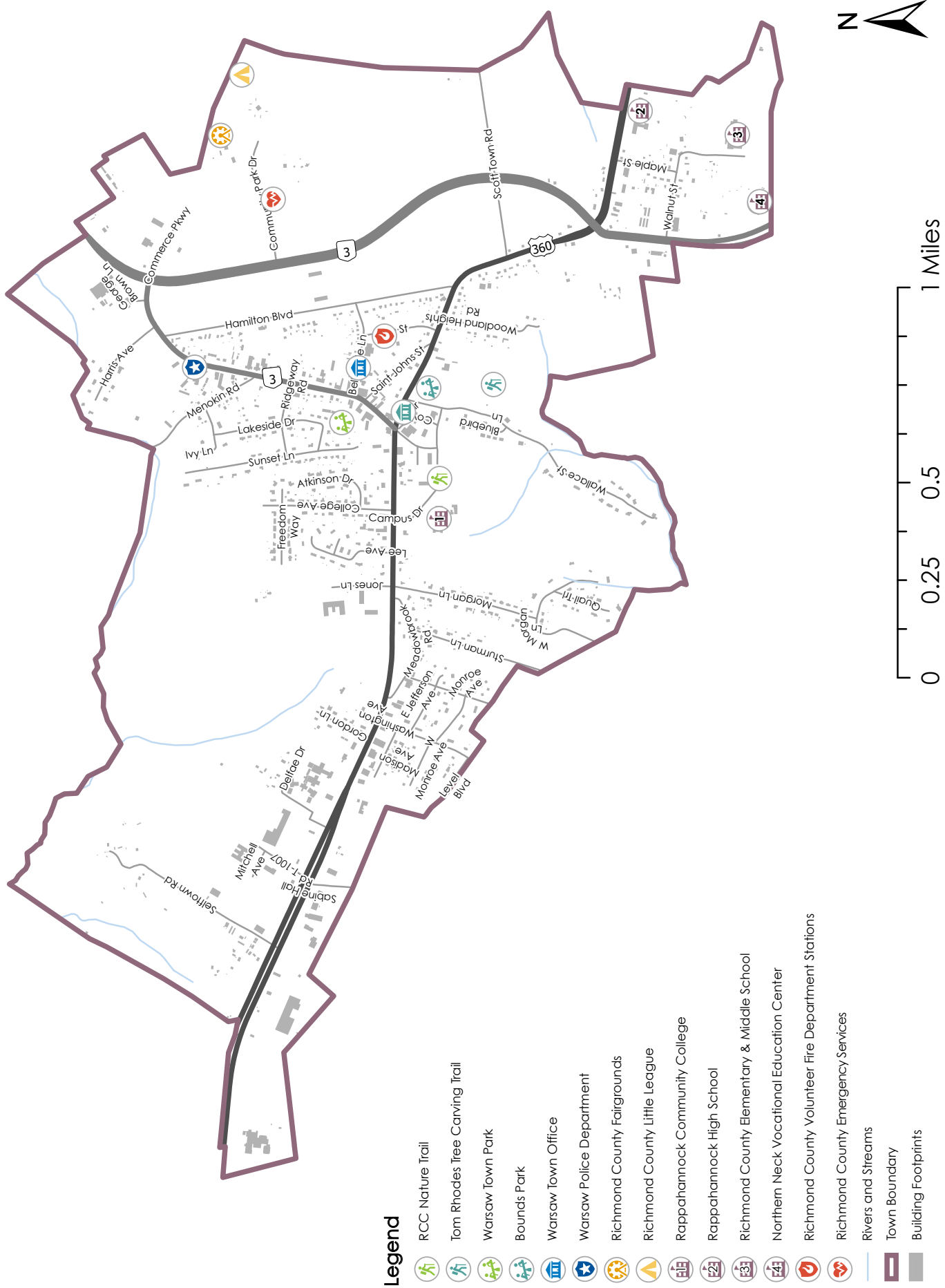
Essential services, such as police protection and refuse collection, are provided by the Town while most other services such as schools, fire and rescue, and social services are provided in conjunction with Richmond County. Table 8.1 inventories the Town-owned facilities in Warsaw, along with the anticipated improvements needed in the immediate future. Additional public and private assets that contribute to the community's quality of life are discussed in the sections that follow.

Table 8.1: Town-Owned Facilities and Needs

Town Facility	Address	Improvement Need
Robert W. Lowery Municipal Building (Town Hall and Council Chambers)	78 Belle Ville Lane	<ul style="list-style-type: none"> • Storage space • Staff break room • Maintenance/repair and energy saving measures for Public Works' garage/shop area
Wastewater Treatment Plant	743 Wellfords Wharf Road	<ul style="list-style-type: none"> • Storage space
Water System, Lines, Meters, Appurtenances	Throughout Town limits	<ul style="list-style-type: none"> • Well #4 replacement • Remote meter reading system upgrade
Police Department	549 Main Street	<ul style="list-style-type: none"> • Storage space
Town Park	171 Main Street	<ul style="list-style-type: none"> • ADA equipment
The Bounds	5972 Richmond Road	<ul style="list-style-type: none"> • Additional recreational amenities – ziplining, disc golf, adventure course, trail connections
74 Main Street	74 Main Street	<ul style="list-style-type: none"> • Event space • Community market space



Map 8.1: Community Facilities



Legend

- RCC Nature Trail
- Tom Rhodes Tree Carving Trail
- Warsaw Town Park
- Bounds Park
- Warsaw Town Office
- Warsaw Police Department
- Richmond County Fairgrounds
- Richmond County Little League
- Rappahannock Community College
- Rappahannock High School
- Richmond County Elementary & Middle School
- Northern Neck Vocational Education Center
- Richmond County Volunteer Fire Department Stations
- Richmond County Emergency Services
- Rivers and Streams
- Town Boundary
- Building Footprints





Town Hall

Warsaw's principal administrative center, the Robert W. Lowery Municipal Building, is located at 78 Belle Ville Lane. Town Administration, Public Works, and the Town Council chambers are all housed here. Office space is adequate, but there is a need for more storage space and a break room area for staff. An exterior building used as a garage and workshop space by Public Works could also benefit from maintenance and energy-saving measures.

Police

The Town of Warsaw operates its own police force consisting of a Chief of Police, three full-time officers, and a part-time administrative assistant. The fleet includes four radio-equipped vehicles. The Police Department's headquarters at 549 Main Street includes 1,250 square feet of administrative space that was recently renovated. There is room for expansion should there be a future need. While office accommodations are adequate, exterior storage space is needed.

Northern Neck Regional Jail

Northern Neck Regional Jail (NNRJ) opened its current location at 3908 Richmond Road in 1995. Following expansions in 1996 and 2000, the NNRJ currently employs a staff of 100 with an inmate capacity of 460.

Fire and Emergency Services

All fire and emergency management services are administered through Richmond County, with physical locations within Town limits.

The Richmond County Volunteer Fire Department services 205 square miles with three stations throughout the County. Located at 123 Pine Street, Station 1 serves as the Department's headquarters, housing one pumper carrying 1,000 gallons of water and two tankers with a combined water capacity of 4,250 gallons. Station 1 is also home to a light duty rescue truck and 40 volunteer members.

The Richmond County Department of Emergency Services is headquartered at 152 Community Park Drive and serves citizens in two capacities – The Division of Emergency Medical Services (EMS) and the Office of Emergency Management (OEM). EMS provides round-the-clock emergency medical response services to the community with two Advanced Life Support ambulances for transport to local hospitals. OEM is responsible for pre-planning, response, and mitigation of large-scale events, as well as general oversight of all emergency services for Richmond County.



Parks & Recreation

Warsaw residents identified expanded recreational opportunities as a top priority, including trails, large outdoor game and adventure courses, and indoor facilities for a gym or community center. In recent years, the Town has taken steps to address these needs through The Bounds stormwater park redevelopment project as well as the purchase of 74 Main Street, a vacant commercial building with an adjacent parking lot, in 2022. Richmond County is working with Rappahannock Community College to add trail extensions connecting RCC's existing trails to the adjacent network leading to The Bounds. Additional outdoor recreational opportunities may be possible at the 600-acre Strawberry Hill tract on Wellfords Wharf Road, located south of Town limits next to the wastewater treatment plant. While some proposals have been considered for Strawberry Hill, the parcel remains undeveloped at this time. The Town should continue to explore public-private partnerships that could provide both recreational and economic development opportunities on the property.



Survey Respondents:

52% want more trails for biking, walking, hiking

32% want large outdoor recreation (frisbee, golf, driving ranges)

27% want indoor recreation (gyms, community center)

Town-owned recreational facilities that can currently be enjoyed by the public include:

- Warsaw Town Park, 171 Main Street, is equipped with a playground, gazebo, dog park, and restroom facilities. The historic Saddlery building was moved to the park's entrance in 2018. ADA-compatible equipment is slated to be installed in Spring 2023.
- The Bounds, 5972 Richmond Road, began as a redevelopment project that converted an abandoned shopping center into an 11-acre recreational park anchored by a 2-acre stormwater pond. Recreational amenities include park benches, picnic areas, walking trails, nature observatories, native horticulture, and connectivity to the Enchanted Forest. Future planned amenities include ziplining, disc golf, and/or an adventure course.
- The Former Boy Scout Lot, corner of Meadowbrook Lane and Route 360, is a quarter-acre shaded picnic area owned by the Town.
- 74 Main Street was recently purchased by the Town to address needs for community event space. Current plans envision using the outdoor space for a community farmers market while the indoor space can function as a multi-use community center.

Additional recreational opportunities are available to Town residents through private providers:

- Pleasant Valley Pool, 1736 Menokin Road, is located approximately 1.5 miles north of Town and also has tennis courts onsite.
- Richmond County YMCA, 45 George Brown Lane, offers a gymnasium, group exercise classes, strength/cardio equipment, and child watch services.
- Rappahannock Community College offers athletic fields, tennis and volleyball courts, and walking trails.
- The Enchanted Forest, also known as the Tom Rhodes Tree Carving Trail, is a local favorite featuring trees with colorful fictional characters hand-carved by resident Tom Rhodes. This private trail is open to the public and connects to trails at The Bounds.



Education and Libraries

The Richmond County Public School (RCPS) system provides public education for both Town and County residents, with the majority of its facilities located within Town limits. Public feedback indicated that the school system is one of the community's most valued assets – full accreditation, small class size, and low staff turnover contribute to RCPS's ongoing success. Due to level growth within the Town and Richmond County, schools remain at an even capacity and there is no present need for additional facilities.

Richmond County Elementary-Middle School houses grades K-7 and is adjacent to the Rappahannock High School campus housing grades 8-12. Just outside of Town limits is the Mackey-Thomas Learning Center, which offers Head Start and early learning programs. The Northern Neck Technical Center is located on the Town border and serves six Northern Neck Counties' high schools, including Rappahannock High School. Programs include agriculture- and maritime-based STEM (science, technology, engineering, and mathematics) programs, as well as skill-based trades such as cosmetology and automotive technology.

Rappahannock Community College's (RCC) Warsaw campus offers post-secondary, workforce, and skill-based education and training. RCC also houses the Richmond County Public Library (RCPL). The RCPL is made possible through partnerships between the Town of Warsaw, Richmond County, Rappahannock Community College, the Commonwealth of Virginia, and the RCC Friends of the Library. While the library is physically shared with RCC, it remains open to the public and offers library lending services, internet access, and meeting spaces. Being the only library within Richmond County, future planning should include modern partnerships and programs that increase 21st-century library services, such as increased internet access, technology rentals, robust online archives and catalogs, and virtual events and services.



Rappahannock Community College

Health Care

The Richmond County Health Department, headquartered in Warsaw, is part of the Virginia Department of Health's Three Rivers Health District along with nine other counties. The Health Department is staffed by a health director, environment health specialist, dentist, and nurse. Services include mother-child health care, preschool/school-age healthcare, teen/adolescent healthcare, family planning, immunizations, and health screenings. Various informational and preventative health clinics are held throughout the year. Senior living facilities in Town include Northern Neck Senior Care Facility and River Meadows by American Retirement Homes.

Warsaw is served by two regional hospitals, VCU Health Tappahannock Hospital (approx. nine miles west) and Bon Secours Rappahannock General Hospital in Kilmarnock (approx. 30 miles southeast). VCU Health Tappahannock Hospital is a 100-bed facility offering general surgery and emergency care. Bon Secours Rappahannock General Hospital is a 78-bed facility offering similar services.

While the Town is served by several private practitioners, community input indicated a need for increased medical services, in particular urgent care facilities, pediatricians, dentists, and family practices that accept local insurance plans.



VCU Health™

Richmond County PUBLIC SCHOOLS





PROVIDE INFRASTRUCTURE TO SUPPORT SUSTAINABLE GROWTH & DEVELOPMENT

Essential utilities are impacted by the evolving needs of growth and development. Warsaw's infrastructure is well-positioned to maintain adequate levels of service while also accommodating future growth.

Water

The Town of Warsaw owns and operates its own public water supply and distribution system, utilizing four Town-owned wells with a permitted withdrawal limit of 550,00 gallons per day. The present water consumption averages around 191,000 gallons per day. Water storage is provided in two elevated tanks with a combined capacity of 700,000 gallons, which exceeds the domestic storage requirements of the Virginia Department of Health and can adequately handle the Town's fire protection needs. Planned maintenance includes replacement of Well #4 and upgrades to the remote meter reading system. All new developments are required to construct and connect water lines to the Town system and then turn the lines over to the Town for operation and maintenance. Based on current capacity and usage trends, the Town's system can support considerable growth.

Sewer

Warsaw's sewage system was established in 1972 and currently serves 99% of the Town's population and businesses. Sewage is collected in a series of nine pumping stations and carried to the wastewater treatment plant located three miles south of Town on Wellfords Wharf Road. The facility is designed and permitted to treat and discharge 300,00 gallons per day; currently it treats approximately 190,00 gallons per day. No major upgrades are planned at this time; however, ongoing maintenance and replacement of equipment is earmarked in the Town's Capital Improvements Program.

Stormwater

Drainage on Main Street was cited as a concern among public engagement attendees. As part of The Bounds redevelopment project, drainage infrastructure was installed along St. John's Street from Main Street to Route 360 to carry runoff from rain events to the new two-acre stormwater pond. Localized flooding from runoff in the downtown area has been greatly reduced since the installation of the new stormwater system. The Town should continue to monitor areas of poor drainage and leverage funding opportunities such as DEQ's Stormwater Local Assistance Fund (SLAF) to install additional mitigation measures as needed.

To complement the Town's ongoing stormwater improvements, private development and redevelopment in the downtown area should continue to be required to address stormwater mitigation to the maximum extent allowed in Town Code, and should also be encouraged to utilize Low Impact Development measures whenever possible. Passive stormwater management methods in urban areas can include permeable pavement, rain gardens, and street trees. Ensuring that new private development works harmoniously with the existing public infrastructure will help alleviate localized flooding and prevent new areas of concern from emerging.

Refuse and Recycling

The Town utilizes a two-truck fleet to provide twice-weekly refuse pickup for residents and businesses. Town residents can also use any of Richmond County's three convenience centers to drop off trash and recycling, the closest of which is the Indianfield center located at 135 Recycling Road. The Indianfield location accepts recyclables, bagged yard waste, tires, and certain types of appliances. Town Hall also provides trash and recycling receptacles for quick drop off.

Electricity

Town residents are primarily served by Dominion Energy for electricity. A small portion may be served by Northern Neck Electric Coop, which is headquartered on St. John's Street.

Broadband & Wireless

While broader Richmond County is in need of consistent broadband and wireless access, the Town of Warsaw is well-served in both areas.

Cable and high-speed internet service is provided by Breezeline (formerly Metrocast). Town-wide 4G LTE wireless service is also available through a variety of carriers.





PLANNING FOR THE FUTURE | STRATEGIES

GOAL: THE TOWN OF WARSAW PROVIDES EXCEPTIONAL COMMUNITY FACILITIES, SERVICES, AND INFRASTRUCTURE THAT REFLECT THE HIGH QUALITY OF LIFE ENJOYED BY ALL RESIDENTS AND SUPPORT THE TOWN'S EVOLVING NEEDS.

SUPPORT COMMUNITY FACILITIES THAT ENHANCE QUALITY OF LIFE

1. Evaluate storage space needs at Town-owned administrative facilities (Town Hall, Police Department, Wastewater Treatment Plant) and allocate funding for any improvements in the Capital Improvements Program.
2. Evaluate the need for automatic generators in critical Town-owned facilities and allocate funding in the Capital Improvements Program to install necessary equipment and upgrades for continuous operation during power outages.
3. Continue partnering with Richmond County to provide exceptional facilities and services, including education, libraries, fire/emergency response, and social services.
4. Continue working with local and regional partners, such as the Three Rivers Health District, for shared services and facilities.
5. Continue expanding recreational opportunities at The Bounds; support Richmond County and Rappahannock Community College on projects connecting existing trails to The Bounds trail network.
6. Provide community-based uses at 74 Main Street, such as an exterior farmers market and interior event space.
7. Explore public-private partnerships that could provide both recreational and economic development opportunities on the Strawberry Hill tract.
8. Encourage and incentivize medical, dental, pediatric, urgent-care, and eye care providers to establish new practices within Town limits.

PROVIDE INFRASTRUCTURE TO SUPPORT SUSTAINABLE GROWTH & DEVELOPMENT

9. Maintain water and sewer infrastructure and incorporate necessary upgrades into the Capital Improvements Program.
10. Coordinate with Richmond County for any plans to expand the water/sewer system to provide service to areas outside of current Town limits.
11. Continue to monitor areas of poor drainage in the downtown area and leverage funding opportunities, such as DEQ's Stormwater Local Assistance Fund (SLAF), to install additional mitigation measures as needed.
12. Ensure that new development or redevelopment incorporates adequate stormwater mitigation infrastructure that complements the existing drainage system; encourage and incentivize LID measures that are best suited for the site.
13. Place all utilities underground wherever possible to improve service reliability and appearance.



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CHAPTER 9

PLAN IMPLEMENTATION



PLAN IMPLEMENTATION

USING THE WARSAW COMPREHENSIVE PLAN

The Comprehensive Plan is the Town of Warsaw's guiding document for growth and development. This section details the recommended strategies from each element of the Plan. The Planning Commission and Town Council should refer to the Comprehensive Plan and consider its vision prior to making recommendations and decisions. Code of Virginia §15.2-2223 states that the Comprehensive Plan "shall control the general or approximate location, character, and extent of each feature shown in the plan." Proper implementation of the Plan depends on a consistent measure of each land use application and budgetary decision against the long-range vision of the Comprehensive Plan.

The Town of Warsaw should review and assess the effectiveness of the Plan by periodically reviewing and monitoring specific issues that impact the goals, objectives, and action strategies outlined within this document. When necessary, the Plan may be amended if the Town Council considers specific amendments to be congruent with the Plan's overarching vision.

TOOLS FOR IMPLEMENTATION

A variety of tools should be utilized to ensure that Warsaw's long-range vision becomes a reality. The following tools are the most important to ensuring the successful implementation of this Plan:

Annual Budget

Town Council and staff should consider the recommendations of the Comprehensive Plan when preparing the annual budget. The budget works in conjunction with the Comprehensive Plan to move the Town toward a thriving and productive future. Communities can strengthen the link between the annual budget and Comprehensive Plan by documenting how the budget and proposed capital projects align with the Plan.

Capital Improvement Plan

A Capital Improvement Plan (CIP) is a planning and fiscal management tool that coordinates the location, timing, and financing of capital improvements over a multi-year period. Capital improvements refer to major, non-recurring physical expenditures such as land, buildings, public infrastructure, and equipment. The CIP should be reviewed and updated annually to reflect community needs, priorities, and funding opportunities. The community benefits and the long-range vision is achieved when the priorities of the CIP align with the Comprehensive Plan.

Zoning & Subdivision Ordinances

Zoning and subdivision ordinances are important tools through which the Town of Warsaw implements its Comprehensive Plan. While the Plan serves as a guide for future development, zoning and subdivision ordinances are the regulations that directly control the location, form, and character of development. Ordinance updates, zoning map amendments, and the approval of new developments should aim for consistency with the overarching vision of the Comprehensive Plan.





REVIEW AND UPDATE

Continuous review and progress monitoring keeps everyone accountable to the community's long-range vision. The Code of Virginia § 15.2-2230 requires that Comprehensive Plans be reviewed, and updated if needed, every five years. In addition to the five-year review and update, annual reviews and revisions of ordinances and plans should be considered as best practice. Reviewing the Plan provides an opportunity to propose and integrate strategic initiatives and policy changes that can be incorporated into the annual budget process. This annual review helps set budgetary priorities that are consistent with the community's vision and ensures that monitoring is systematic and planned.

IMPLEMENTATION MATRIX

The implementation matrix provides the specific direction to help achieve the vision of the plan and execute the related recommendations. The matrix builds on the objectives and strategies included in each section of this plan by identifying tools, responsible parties, and anticipated timeframes for completion. The matrix also correlates the strategies with the specific goals, policies, and objectives set forth in the Plan. The implementation matrix should be reviewed annually as part of the Town's budgeting process to set priorities and to also measure progress toward the plan's vision for the Town of Warsaw.

The Implementation Matrix provided in this chapter is the roadmap forward for the Warsaw community. Listed below are the step-by-step directions to achieve the vision for the Town of Warsaw. A proactive approach by the Planning Commission in cooperation with the Town Council, Town departments and boards, residents, businesses, and community institutions and organizations are critical for the success of this plan.

The matrix includes the following information:

Implementation Strategy

Each implementation strategy is grouped by the planning element and specific objective as outlined in each section of the Plan:

- Specific action item

Type of Implementation

Categories that describe the specific action item and how it will be implemented. All categories assume there may be a need to contract with professionals in planning, engineering, architecture, and other consulting firms for implementation. Categories include:

- Regulation Updates and Enforcement
- Community Outreach and Education
- Partnerships
- Capital Projects
- Programs and Services
- Plans and Studies
- Development Application Review

Responsible Agency

The organization(s) responsible for partnering, administering, managing, and/or implementing the specific action item. These organizations include:

- Town of Warsaw Staff/Town Council
- Richmond County
- State and Federal Agencies
- Regional and Institutional Partners
- Nonprofit Organizations
- Local Business Partners

Schedule

- Short-term (1-3 years) — short-term actions can be completed within three years of the Plan's adoption.
- Medium-term (3-5 years) — medium-term actions may be initiated within three years but will be completed by five years from the Plan's adoption.
- Long-term (5+ years) — long-term actions may be initiated between three and five years from the plan's adoption but will be completed beyond the first five years of the plan's adoption.
- Ongoing — ongoing actions should continue for the life of the plan.



Community Character and Development

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
3.1	Facilitate creative residential, commercial, and mixed-use development, infill, and redevelopment that enhance the community's sense of place and character.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Ongoing
3.2	Encourage mixed use in the downtown, including residential or transient lodging units on upper floors of commercial buildings.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Ongoing
3.3	Continue to implement the Downtown Revitalization Plan.	Plans and Studies	Town of Warsaw Staff/Town Council	Ongoing
3.4	Prioritize capital improvements such as wayfinding, streetscaping, and undergrounding utilities in designated Gateways and Corridors.	Capital Projects	Town of Warsaw Staff/Town Council	Medium-term
3.5	Pursue detailed small area plans, economic development plans, and redevelopment strategies for identified Opportunity Areas.	Plans and Studies	Town of Warsaw Staff/Town Council	Medium-term
3.6	Create connections between parks, recreation fields, opens space, commercial areas, Main Street, and adjacent neighborhoods through sidewalks, bicycle infrastructure, pedestrian paths, and trails.	Capital Projects	Town of Warsaw Staff/Town Council	Ongoing
3.7	Evaluate existing residential and commercial zoning districts and regulations for compatibility with the goals, strategies, and Pattern Area principles of this Plan and identify necessary or desirable amendments, including affordable housing options such as accessory dwelling units and mixed-use structures.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Short-term

Community Character and Development, Continued

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
3.8	Evaluate existing industrial zoning district regulations and amend with appropriate uses and buffering requirements.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Short-term
3.9	Incorporate community design standards such as parking, signs, lighting, and landscaping into the zoning ordinance that are compatible with the vision, goals, strategies, and planning principles of this Plan.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Short-term
3.10	Coordinate Town growth and boundary line adjustments along with subsequent Future Land Use Map and Zoning Map amendments with Richmond County.	Partnerships	Town of Warsaw Staff/Town Council Richmond County	Ongoing
3.11	Coordinate with Richmond County on appropriate land uses, redevelopment, and development standards near the Town boundary and along the Route 360 and 3 corridors.	Regulation Updates and Enforcement Partnerships	Town of Warsaw Staff/Town Council Richmond County	Ongoing
3.12	Continue communication and coordination between Town and County planning staff and long-range plans to achieve regional land use goals.	Partnerships	Town of Warsaw Staff/Town Council Richmond County	Ongoing

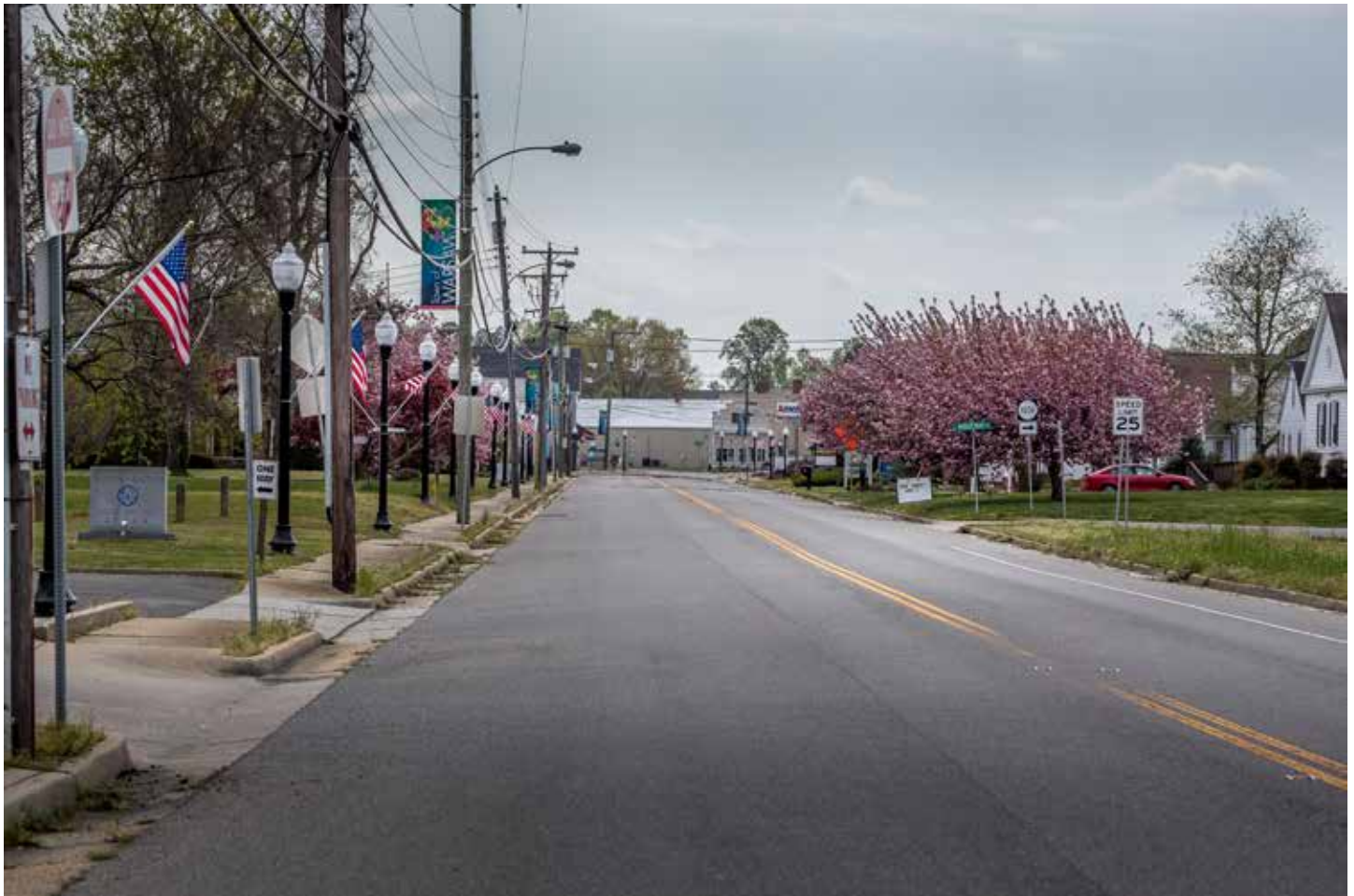


Transportation & Connectivity

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
4.1	Continue to work with VDOT to assess and improve safety and traffic issues along Route 360 and Route 3.	Partnerships Plans and Studies	Town of Warsaw Staff/Town Council State and Federal Agencies	Short-term
4.2	Continue to coordinate with Richmond County, the Northern Neck Planning District Commission, and neighboring communities to create a connected transportation network.	Partnerships	Town of Warsaw Staff/Town Council Richmond County Regional and Institutional Partners	Ongoing
4.3	Pursue opportunities to build out the street grid and promote interparcel connections to create a more connected, safe, and efficient transportation system.	Partnerships Capital Projects	Town of Warsaw Staff/Town Council State and Federal Agencies	Long-term
4.4	Continue working with VDOT for improved maintenance of streets, sidewalks, and crosswalks, including the provision of ADA accessible connections.	Partnerships Capital Projects	Town of Warsaw Staff/Town Council State and Federal Agencies	Ongoing
4.5	Conduct a ped-bike infrastructure study to further assess the need for active transportation infrastructure such as sidewalks, bike lanes, and trails and prioritize investment based on study findings.	Plans and Studies	Town of Warsaw Staff/Town Council State and Federal Agencies	Short-term
4.6	Partner with local and regional partners to expand alternative transportation options, including rideshare and public transportation.	Partnerships Programs and Services	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Medium-term
4.7	Leverage grants such as the Smart Charging Infrastructure Pilot Program to build EV charging stations in the Town.	Capital Projects Programs and Services	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Long-term

Transportation & Connectivity, Continued

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
4.8	Improve interconnectivity of existing trails and expand the trail network, including assessing ADA accessibility.	Capital Projects	Town of Warsaw Staff/Town Council	Ongoing
4.9	Continue to leverage grants and resources from VDOT, DHCD, and other agencies for streetscape and accessibility improvements as outlined in the Town's Downtown Revitalization plan.	Partnerships Capital Projects	Town of Warsaw Staff/Town Council State and Federal Agencies	Short-term



Housing & Neighborhoods

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
5.1	Continue pursuing grants and other funding available through state and federal programs for housing rehabilitation and maintenance.	Programs and Services	Town of Warsaw Staff/Town Council State and Federal Agencies	Ongoing
5.2	Work with developers, non-profit agencies, and community groups to preserve and increase the supply of attainable housing.	Partnerships	Town of Warsaw Staff/Town Council Nonprofit Organizations Local Business Partners	Ongoing
5.3	Review and update ordinances to address short-term rentals, including performance standards, business licensing, and taxation.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Short-term
5.4	Promote adaptive reuse and mixed-use opportunities in the Downtown core.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council Local Business Partners	Ongoing
5.5	Review and update the Zoning Ordinance to allow accessory dwelling units by right in residential districts, subject to performance standards.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Short-term
5.6	Review and update the Zoning Ordinance to encourage and incentive “missing middle” housing that provides multifamily units at scales compatible with the surrounding area.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Medium-term
5.7	Encourage new housing developments to offer a mixture of housing types and sizes, including market-rate and affordable/workforce housing options.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
5.8	In accordance with the Code of Virginia § 15.2-2223.5, ensure that manufactured homes remain a source of affordable housing by preserving existing manufactured housing communities or providing for the creation of new manufactured home communities.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council	Ongoing

Historic & Natural Resources

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
6.1	Ensure new development protects valuable open space, habitat, and sensitive lands by adopting and implementing tools such as cluster development ordinances, infill development, and Low Impact Development.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
6.2	Explore partnering with the Northern Neck Planning District Commission, Friends of the Rappahannock, Virginia Main Street Program, Green Infrastructure Center, and similar organizations for assistance identifying resources and funding opportunities to install street trees in the downtown core; consider pursuing Tree City USA status to access additional grant funding.	Partnerships	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Long-term
6.3	Adopt a landscaping and tree protection ordinance that protects existing vegetation, specifies minimum tree canopy for site development and incentivizes the use of native species for new plantings.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Medium-term
6.4	Consider preserving available open spaces adjacent to marsh lands to allow for inland retreat of the marshes under rising sea level.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Ongoing
6.5	Encourage property owners to work with the Northern Neck Soil and Water Conservation District's urban and agricultural cost-share programs to implement best management practices and conservation plans suited for their sites.	Community Outreach and Education Programs and Services	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Ongoing
6.6	Continue to enforce Chesapeake Bay Preservation Act (CBPA) requirements of the Zoning Ordinance and continue to amend ordinances to reflect updates and changes as needed.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council State and Federal Agencies	Ongoing

Historic & Natural Resources, Continued

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
6.7	Expand on the success of The Bounds redevelopment project by exploring funding options to retrofit the stormwater pond with additional native wetland plantings.	Capital Projects	Town of Warsaw Staff/Town Council	Medium-term
6.8	Limit the extent of impervious surfaces that degrade water quality by considering reductions to minimum parking requirements and encouraging the use of pervious surfaces in development projects.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
6.9	Implement a pet waste campaign to reduce residential nonpoint source pollution in local waterways.	Community Outreach and Education	Town of Warsaw Staff/Town Council	Short-term
6.10	Utilize VIMS Decision Trees for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Ongoing
6.11	Condition approval of operations utilizing underground storage tanks (USTs) on assurances guaranteeing proper closure or removal of unused USTs and remediation of impacted soils.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
6.12	Continue to work with Northern Neck Planning District Commission, Richmond County, and other regional partners on updating and implementing Hazard Mitigation Plan and Water Supply Plan strategies.	Partnerships Plans and Studies	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Ongoing
6.13	Review and implement RAFT strategies to improve resilience score.	Plans and Studies	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Ongoing
6.14	Review existing ordinances to add requirements and incentives for sustainable, low impact designs for new site developments and existing site redevelopments.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Short-term

Historic & Natural Resources, Continued

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
6.15	Evaluate the status of backup generators at critical facilities and allocate capital funds for upgrades as needed. During discretionary approvals, consider requiring essential facilities (e.g., gas stations, community facilities) to install backup generators to improve community resilience.	Capital Projects Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
6.16	Consider pursuing historic district designation status for the Main Street through the Virginia Landmarks Register and National Register of Historic Places. If approved, follow up with adoption of a historic district overlay zone for regulatory protections.	Regulation Updates and Enforcement Plans and Studies	Town of Warsaw Staff/Town Council State and Federal Agencies	Short-term
6.17	Consider pursuing Certified Local Government status through the Virginia Department of Historic Resources for access to additional funds and resources.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council State and Federal Agencies	Long-term
6.18	Encourage owners of historic sites to apply for individual register status through education and outreach programs that provide information on tax credits and incentives available to rehabilitate designated structures.	Community Outreach and Education	Town of Warsaw Staff/Town Council State and Federal Agencies	Ongoing



Economic Growth & Development

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
7.1	Support workforce development and training programs through regional partners including but not limited to Rappahannock Community College, the University of Mary Washington, and the Bay Consortium Workforce Development Board.	Community Outreach and Education Partnerships	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Ongoing
7.2	Explore opportunities for a central coworking space to accommodate remote and freelance workers.	Plans and Studies Development Application Review	Town of Warsaw Staff/Town Council Local Business Partners	Short-term
7.3	Support opportunities for affordable and workforce housing to bolster the working residential base.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
7.4	Promote adaptive reuse and mixed-use opportunities in the Downtown core.	Regulation Updates and Enforcement Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
7.5	Periodically review the Zoning Ordinance to update and incorporate commercial/ industrial uses that may be advantageous for the Town.	Regulation Updates and Enforcement	Town of Warsaw Staff/Town Council	Ongoing
7.6	Continue participating in regional planning initiatives with the Northern Neck Planning District Commission and implement recommendations from the regional Comprehensive Economic Development Strategy plan.	Partnerships Plans and Studies	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Ongoing
7.7	Continue implementing the Downtown Revitalization Plan and periodically review it to incorporate updated strategies and needs.	Plans and Studies	Town of Warsaw Staff/Town Council	Ongoing

Economic Growth & Development, Continued

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
7.8	Explore the feasibility of establishing a Technology Zone to encourage development of commercial and industrial businesses.	Plans and Studies	Town of Warsaw Staff/ Town Council	Medium-term
7.9	Continue incentivizing businesses to locate in vacant downtown buildings through the Economic Incentive Program.	Programs and Services	Town of Warsaw Staff/Town Council Local Business Partners	Ongoing
7.10	Protect and improve the Town's natural and built assets that attract and support tourism and other economic development opportunities.	Regulation Updates and Enforcement Capital Projects	Town of Warsaw Staff/Town Council Local Business Partners	Ongoing
7.11	Continue identifying and pursuing major employers to locate in the Richmond County Commerce Park.	Partnerships	Town of Warsaw Staff/Town Council Richmond County	Ongoing



Community Facilities & Services

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
8.1	Evaluate storage space needs at Town-owned administrative facilities (Town Hall, Police Department, Wastewater Treatment Plant) and allocate funding for any improvements in the Capital Improvements Program.	Capital Projects	Town of Warsaw Staff/Town Council	Medium-term
8.2	Evaluate the need for automatic generators in critical Town-owned facilities and allocate funding in the Capital Improvements Program to install necessary equipment and upgrades for continuous operation during power outages.	Capital Projects	Town of Warsaw Staff/Town Council	Long-term
8.3	Continue partnering with Richmond County to provide exceptional facilities and services, including education, libraries, fire/emergency response, and social services.	Partnerships Programs and Services	Town of Warsaw Staff/Town Council Richmond County	Ongoing
8.4	Continue working with local and regional partners, such as the Three Rivers Health District, for shared services and facilities.	Partnerships Programs and Services	Town of Warsaw Staff/Town Council Regional and Institutional Partners	Ongoing
8.5	Continue expanding recreational opportunities at The Bounds; support Richmond County and Rappahannock Community College on projects connecting existing trails to The Bounds trail network.	Partnerships	Regional and Institutional Partners Richmond County	Ongoing
8.6	Provide community-based uses at 74 Main Street, such as an exterior farmers market and interior event space.	Partnerships	Town of Warsaw Staff/Town Council	Ongoing

Community Facilities & Services, Continued

Strategy #	Implementation Strategy	Implementation Type	Responsible Agency	Schedule
8.7	Explore public-private partnerships that could provide both recreational and economic development opportunities on the Strawberry Hill tract.	Partnerships	Town of Warsaw Staff/Town Council Local Business Partners	Medium-term
8.8	Encourage and incentivize medical, dental, pediatric, urgent-care, and eye care providers to establish new practices within Town limits.	Programs and Services	Town of Warsaw Staff/Town Council	Ongoing
8.9	Maintain water and sewer infrastructure and incorporate necessary upgrades into the Capital Improvements Program.	Capital Projects	Town of Warsaw Staff/Town Council	Ongoing
8.10	Coordinate with Richmond County for any plans to expand the water/sewer system to provide service to areas outside of current Town limits.	Partnerships	Town of Warsaw Staff/Town Council Richmond County	Ongoing
8.11	Continue to monitor areas of poor drainage in the downtown area and leverage funding opportunities, such as DEQ's Stormwater Local Assistance Fund (SLAF), to install additional mitigation measures as needed.	Capital Projects	Town of Warsaw Staff/Town Council State and Federal Agencies	Ongoing
8.12	Ensure that new development or redevelopment incorporates adequate stormwater mitigation infrastructure that complements the existing drainage system; encourage and incentivize LID measures that are best suited for the site.	Development Application Review	Town of Warsaw Staff/Town Council	Ongoing
8.13	Place all utilities underground wherever possible to improve service reliability and appearance.	Capital Projects	Town of Warsaw Staff/Town Council	Ongoing

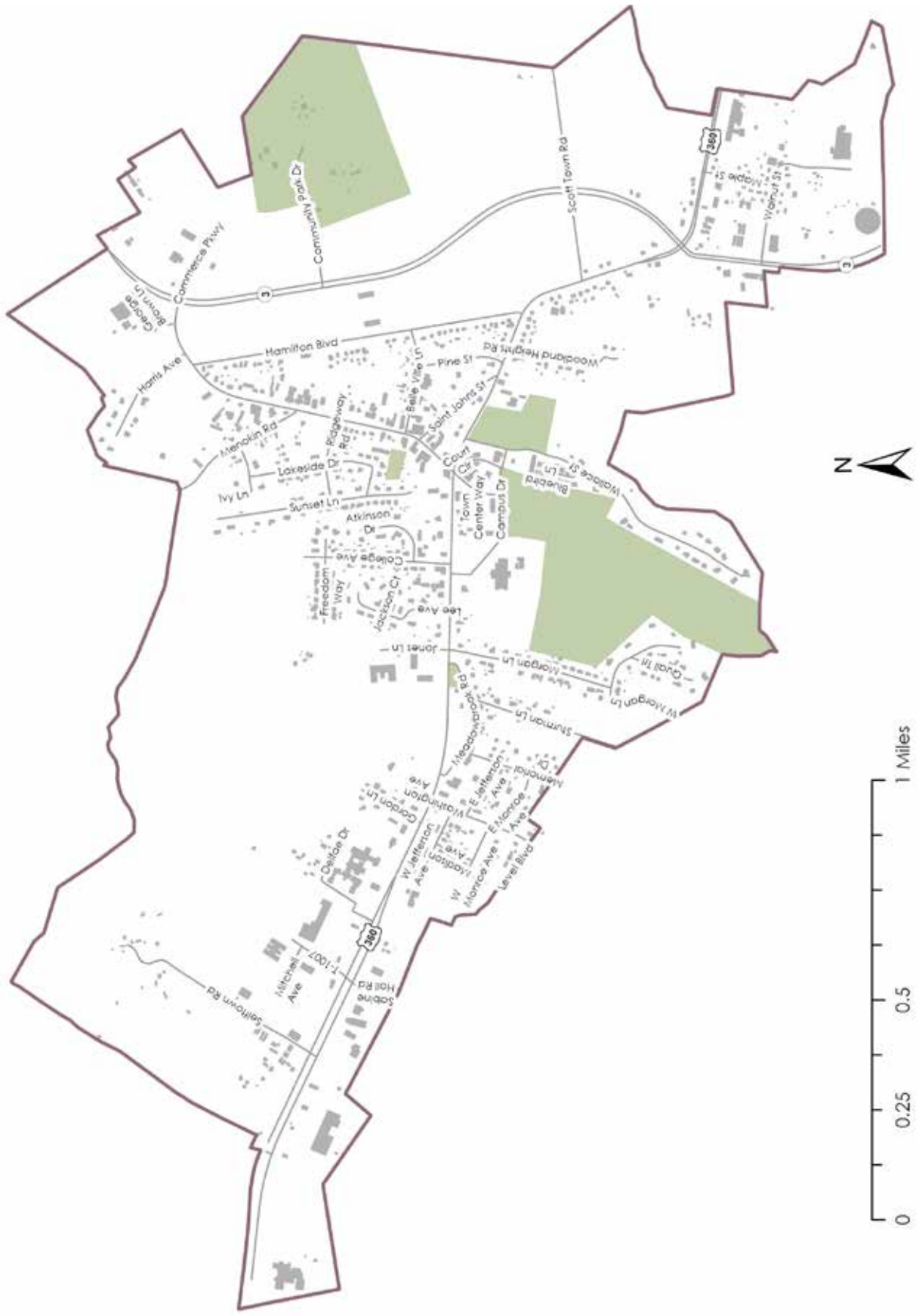
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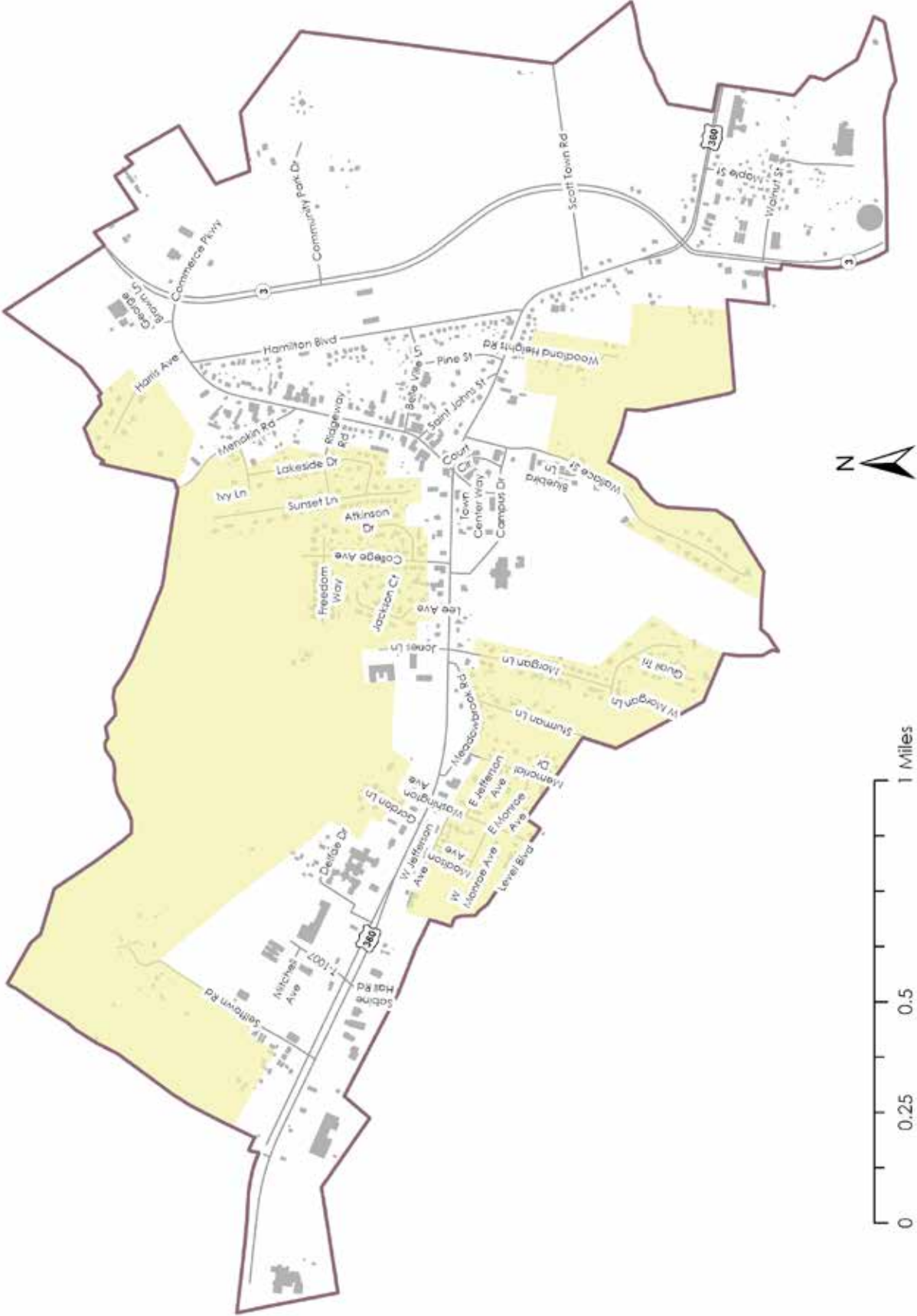
APPENDIX A
LAND USE MAPS



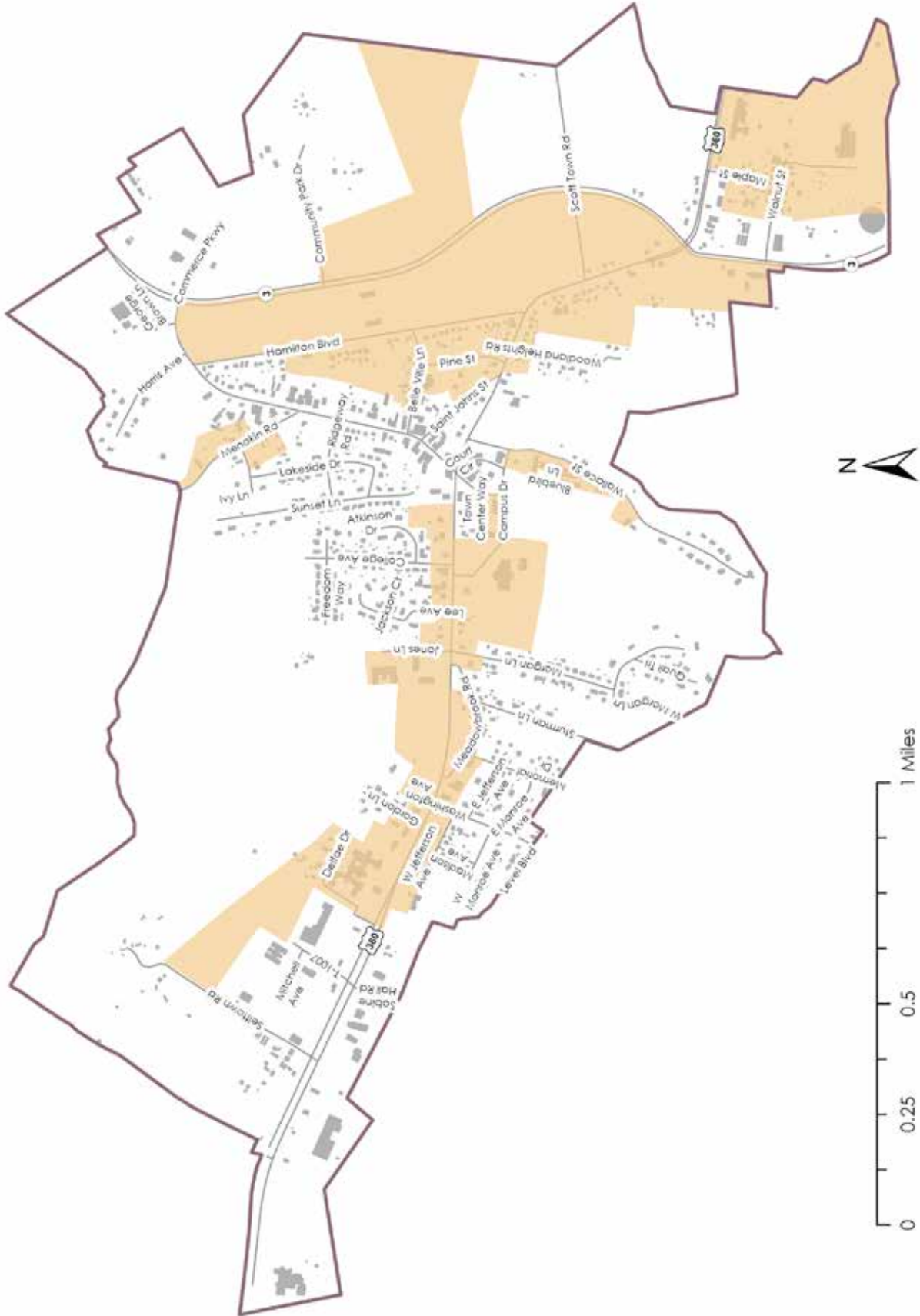
Pattern Areas: Open Space & Greenways



Pattern Areas: Neighborhood Residential

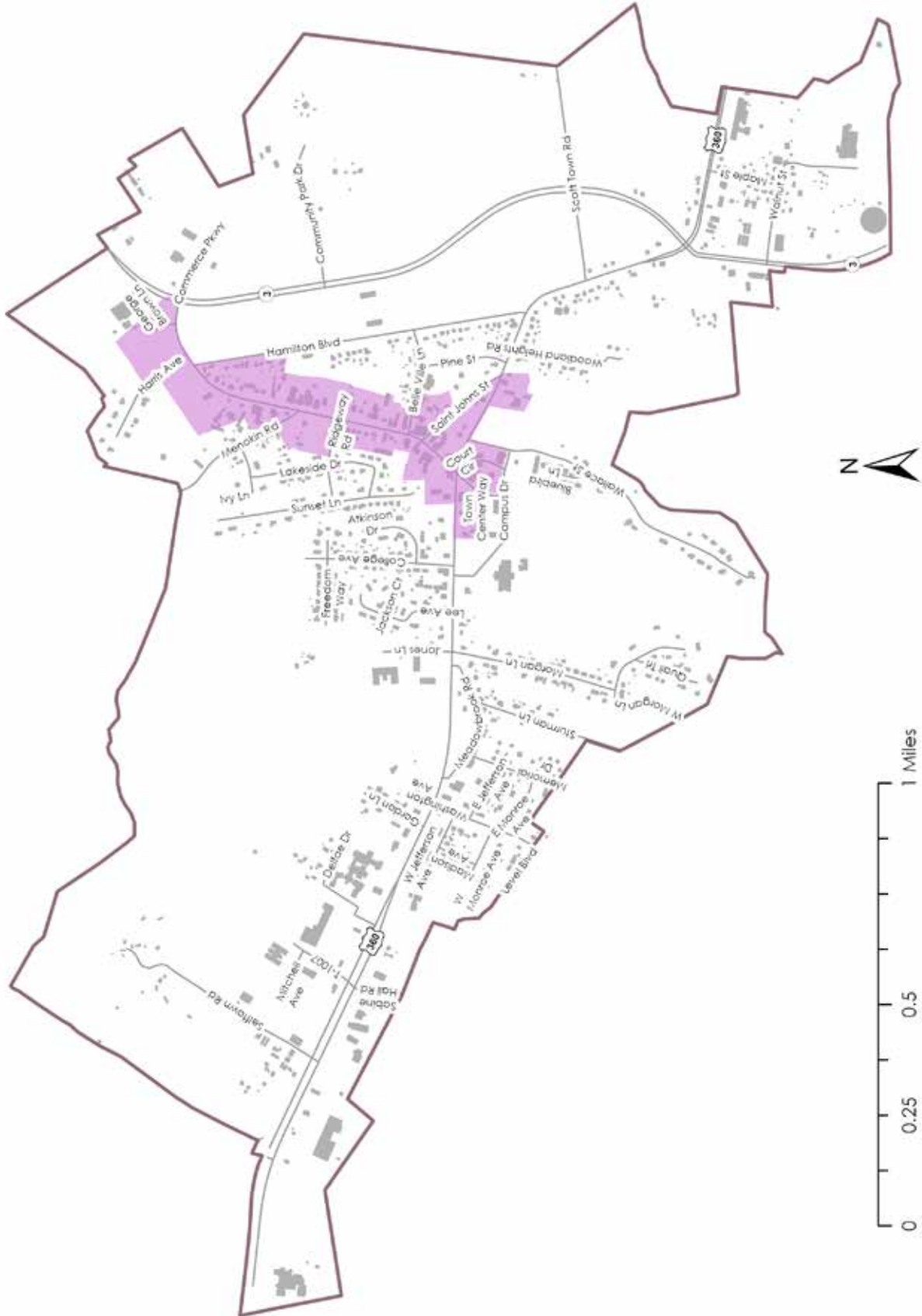


Pattern Areas: Neighborhood Mixed Use

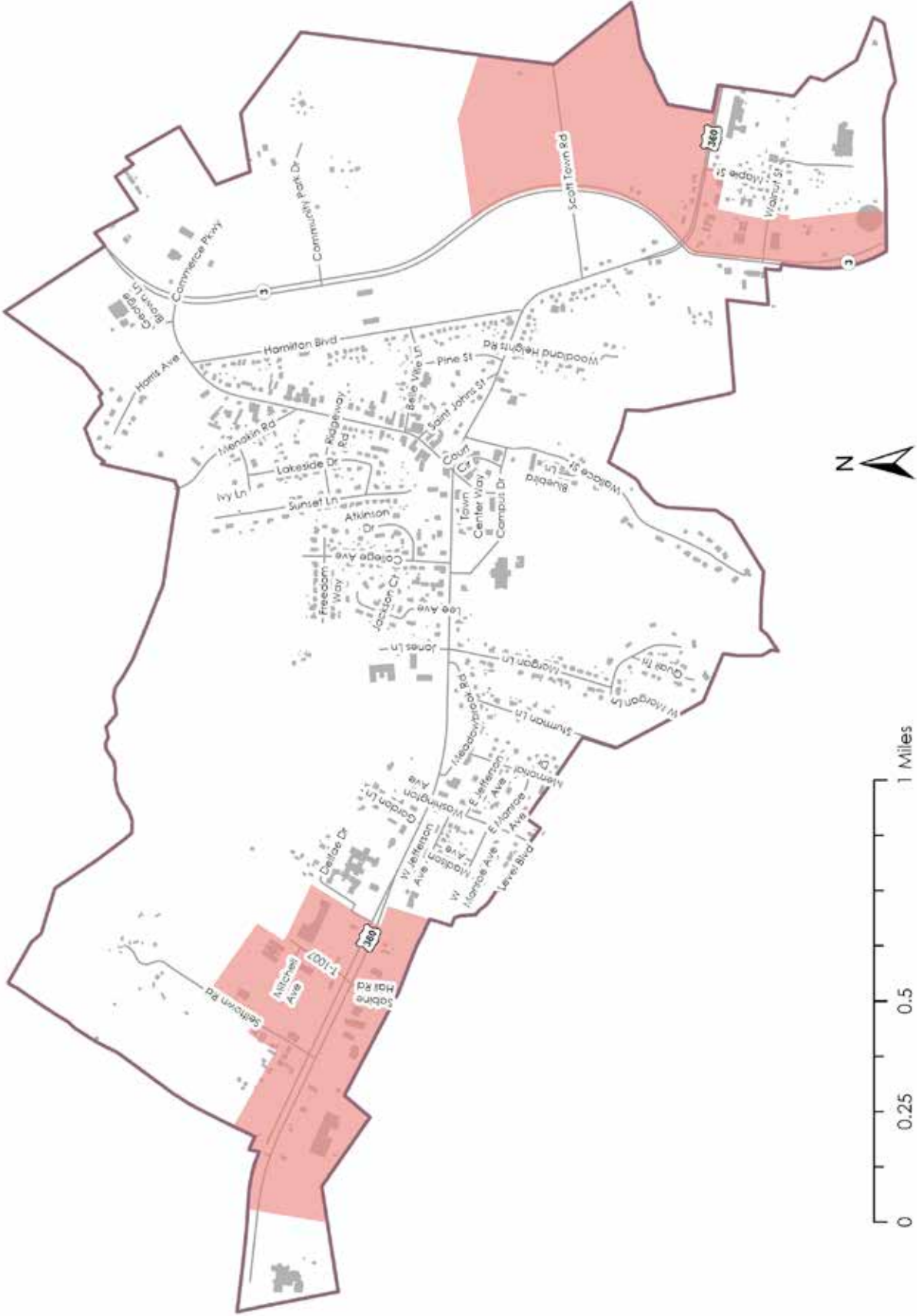




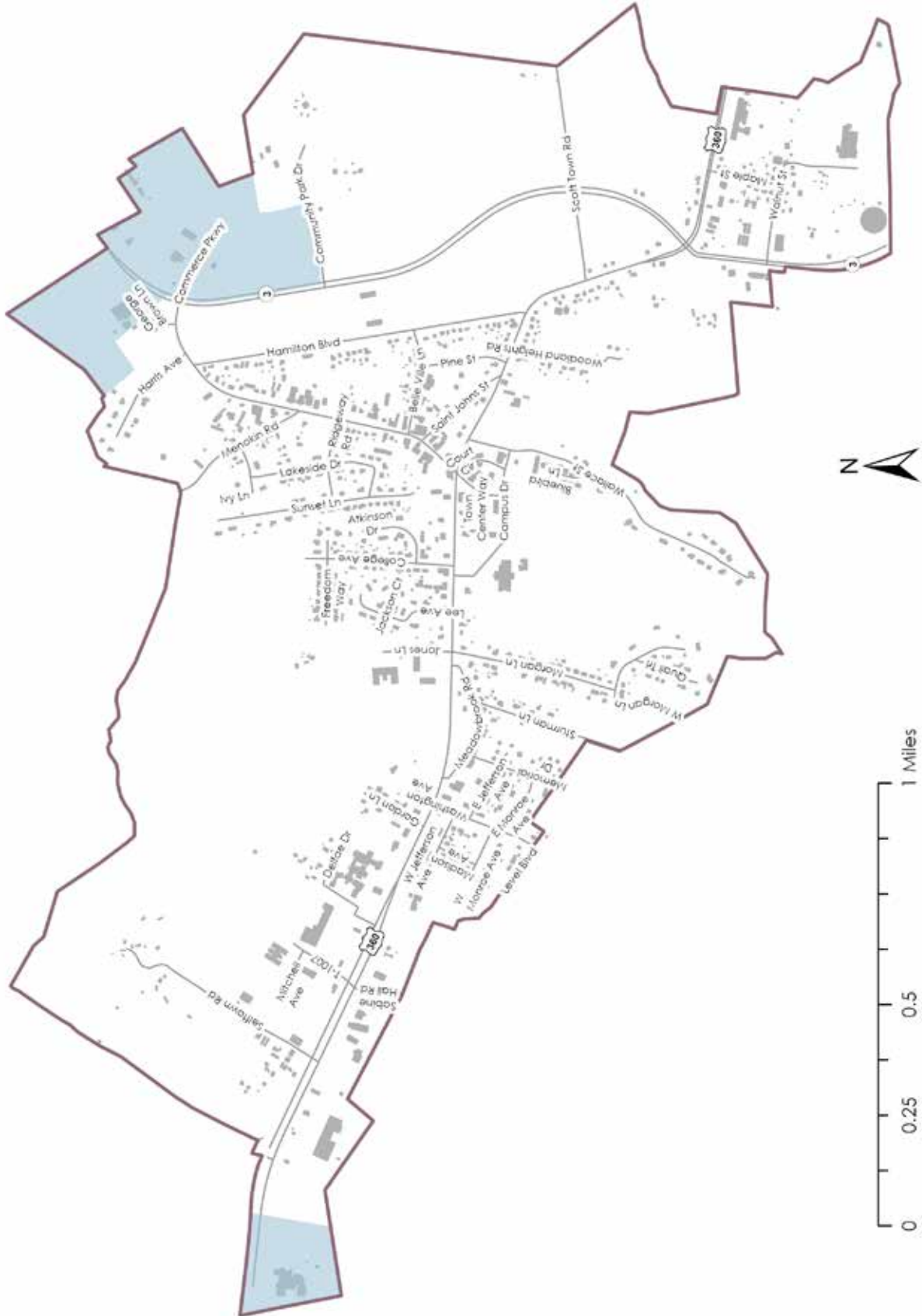
Pattern Areas: Main Street



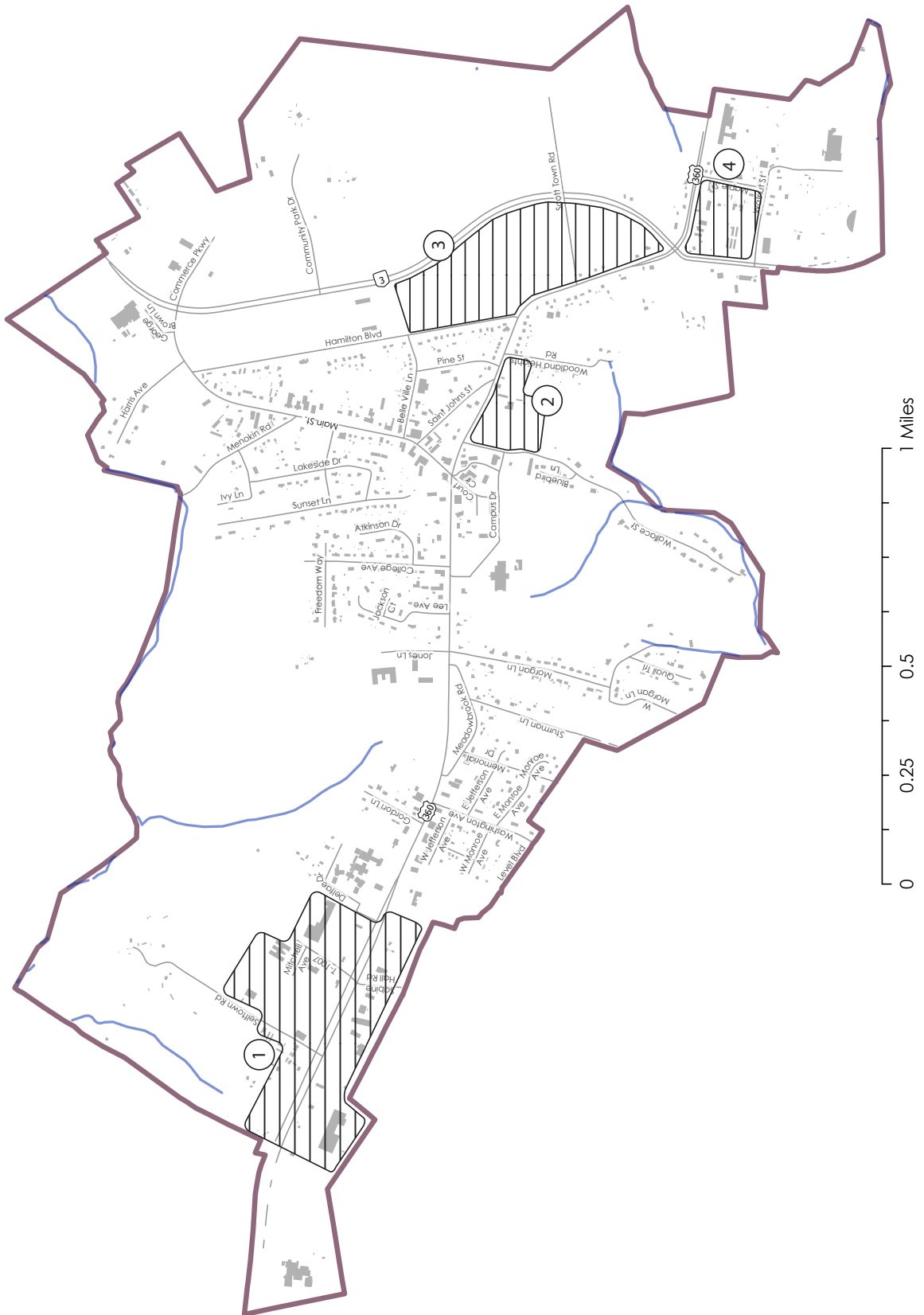
Pattern Areas: Town Commercial



Pattern Areas: Business, Technology, Industry



Opportunity Areas





Gateways & Corridors

