

Community Facilities

“Over the past 10 years, Warren County has made significant strides in addressing its capital facilities needs. The Board of Supervisors has provided leadership and vision in ensuring that we plan for a 20 year horizon.” - Douglas P. Stanley, County Administrator



Introduction

Community Facilities are the institutions, services, and land intended for general use, for the benefit of the community as a whole. Ensuring that community services and facilities are phased with the demand or need is a major growth management component. Community facilities and public services are those minimum facilities and services the county provides for the common good. The quality of public facilities contributes to the County's quality of life.



Section 1: Historic Preservation

Background



Fairview Farm - Samuel Shakelford House

In 1990, the Virginia Department of Historic Resources awarded a grant to Warren County to conduct a study of the County's historic sites and structures. The Warren County Board of Supervisors, with a matching grant, hired an Architectural Historian to complete this project in conjunction with the Warren County Heritage Society. This survey was the Warren County government's first comprehensive attempt to catalog its historical sites and structures. This survey is on file in the Warren County Planning Department and includes ten historical buildings listed on both the state and national historic registers (Table 5.1).

Table 5.1 Historical Buildings Listed on State and National Historic Registers

National and State Historic Register	National Historic Register
Erin	Riverton Historic District
Mt. Zion	Skyline Drive Historic District
Rose Hill	Front Royal Historic District
Fairview Farm	Front Royal Recreational Park Historic District
Killahevin	Thunderbird Archaeological District (which includes Fifty Site and Fifty Bog, Flint Run Archaeological District)
Long Meadow	
The Riverside House in Riverton	
The Balthis House on Chester Street	
Warren County Courthouse	Milford/Overall Battlefield
Sonner Hall at Randolph Macon Academy	Cedar Creek Battlefield

Since the adoption of the 2005 Comprehensive Plan, Warren County has continued to mitigate the impact on historic structures and properties imposed by new development. Through the rezoning proffers for Riverton Commons Shopping Center, the County preserved a 50 foot buffer between the shopping center and Country Club Road to shield the development from the Front Royal Golf Club, a local historic landmark. Also through rezoning proffers, the County has preserved the ruins of the Robert McKay, Jr. home, the oldest home in Warren County, and has preserved the home owned by Thomas McKay located along Rt. 340/522. The County is working with the Warren Heritage Society to identify grants to renovate the Thomas McKay home to plan for future uses that would maintain the home's historical significance.



Thomas McKay House

The County's historical assets are being preserved to maintain the County's character. A recent preservation project was the original Warren County High School which opened in 1940 and is a local landmark for the Civil Rights

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movement. It recently went through a major renovation which preserved the basic structural and architectural elements and the façade of the original school. It reopened in 2010 as the Warren County Middle School.

Goals and Objectives

Goal I: To mitigate the impact on historic structures and properties imposed by new development.

Objectives:

- A. Design standards for new developments should accommodate the historic character of the area. Methods relevant to the historic setting should be incorporated in new development that will protect, enhance, preserve, and resemble the historic sites to include, but not be limited to building materials, architectural features, open space, historic markers, etc.
- B. Request input from the Warren County Heritage Society on development proposals presented to the County Planning Commission.

Goal II: To maintain the Warren County historical assets that preserve the County's character.

Objectives:

- A. Maintain an inventory of historical sites and structures and incorporate a layer in the County GIS system.
- B. Seek state and federal funds to rehabilitate the historical sites the County has obtained.
- C. Preserve the heritage, contributions, and interests manifested by the Native American Cultures.
- D. Provide opportunities for County residents and visitors to interact with historic and cultural influences that would enhance their appreciation of these County life qualities.

Implementation

Awareness of Existing Tools - Support educational efforts by promoting awareness of existing tools as is done in *A Property Owner's Guide to Resource Protection*, the Virginia Department of Conservation and Historic Resources publication.

Citizen Participation - Include County residents on committees and advisory boards that provide additional input and comment to the Planning Commission and/or Board of Supervisors.

Civil War Battlefields—Preserve Civil War battlefields through existing County land use protection tools for open space preservation and agricultural support such as the purchase or donation of development rights, conservation or scenic easements, and expansion or creation of Agricultural and Forestal Districts in battlefield areas where productive farms are located. Consider potential impacts, including viewsheds, with proposed future development, land use and/or zoning change on or within close proximity to the battlefield sites.

Education - Encourage school system and community wide participation in a historical resources management program through education and public awareness.

Ensure Compatibility - Provide architectural guidelines for new development, thereby ensuring compatibility with existing historic structures.

GIS Layer - Develop a GIS layer for historical sites identified in the 1991 Rural Historic Resources Survey.

Historically Significant Open Spaces - Encourage and assist property owners to voluntarily place scenic easements on lands associated with historic buildings, sites, and archaeological resources representing all of the County’s historical time periods and cultures.

“I find it so wonderful that Warren County- the fifth smallest County in the Commonwealth of Virginia-has such a deep and rich history. The student of history finds in Front Royal and Warren County a microcosm of American history, and entire research careers can be made looking into the areas storied past.”
Patrick Farris, Executive Director, Warren Heritage Society

Local Historic Districts - Establish historic overlay districts, located throughout the County, as part of the County's zoning ordinance. These districts would provide protection over and above the regular zoning regulations for such areas. Local historic overlay districts are established by the Board of Supervisors after required public hearings and may be proposed by any property owner, neighborhood organization, or by any County Board or Commission.

Review Development Proposals - Review development proposals which might adversely affect historic resources when granting permits for development or other forms of land alteration, such as grading and mining. Negotiate mitigation measures where possible.

Rural Historic Resources Survey - Continue to follow the policies and recommendations set forth by the 1991 Rural Historic Resources Survey Report of Warren County. Regulate and control development activities to prevent impairment to historical sites.

State and Federal Programs - Support state and federal programs, such as the National Register of Historic Places, which fosters incentives for structures’ protection or restoration.

Support Archaeological Research - Support archaeological research through preservation and through encouraging developers to allow archaeologists a limited time to excavate the proposed site before development begins.

Support Organizations - Support the efforts of the County’s preservation and cultural organizations and encourage open communications between these organizations.

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Support Owners - Encourage and assist property owners to pursue state and national register designation. Consider including tax incentives for major structural or exterior renovation, or for the donation of protective historic easements.

Tourism - Promote the County's historic sites through cooperation with the Town's tourism department, via such items as pamphlets distributed by the Chamber of Commerce and by other organizations.

Summary

Warren County has a rich local history, including pre-colonial, colonial, and Civil War periods. Supporting preservation of these assets, educating residents, and expanding rehabilitation and preservation efforts, will enable County residents to pass on this heritage to their children and to tourists.

Section 2: Parks and Recreation

Background

Outdoor recreation contributes to both the physical fitness and mental well-being of County residents and visitors. Recreation sites, facilities, and open space are important components of Warren County's quality of life. The acquisition and development of outdoor recreation sites and facilities, in line with the County's growing population, is necessary to meet future demands.



Front Royal Golf Club

In planning for Warren County's recreation and open space, an important distinction must be kept in mind. Recreation areas, such as community parks and boat landings, are used actively for recreation, while open space areas are managed for natural resources protection. These two uses are often compatible. Combined with creative land planning and management programs these uses could strengthen their respective objectives.

In 2000, Warren County assumed the operation of all park facilities and recreational programs from

the Town of Front Royal. **Map 5.1**, shows existing park facilities in the County. Most of the current park facilities are located within the limits of the Town, but during the 2005 Comprehensive Plan update, residents revealed they would like parks established in other areas of the County instead of only in and around the Town. Over the past several years, the County has been working on expanding park facilities within the Town and County limits as well.

In November 2006, the County adopted a Comprehensive Parks and Recreation Facilities Master Plan. The plan for management of parks and recreation outlines policies and actions that should be implemented to ensure that Warren County's Parks and Recreation system continues to meet the needs of the community. The plan provides a framework for implementing new programs, facilities, and funding in the short-term and long-term future.

The Mission of the Warren County Parks and Recreation Department is to acquire, develop, operate and maintain a park and recreation system which will improve the quality of life for all residents of Warren County through educational, park, recreational, cultural and leisure opportunities. It is the goal of the Department to provide the highest quality service experience possible with individual, personalized attention to each and every participant.

Map 5.1: Parks and Recreation Facilities



Bing Crosby Stadium

In some County areas, small scale recreational facilities were built for residents' use by individual home owner and property owner associations. These small recreational areas, scattered throughout the County, are inadequate for the current population and they are not equipped for the residents' diverse needs. It is important to look at the feasibility of establishing parks in outlying areas in the county, i.e. Linden, Browntown, Reliance, Rivermont, Rockland, etc. In 2010, the County established a community park/playground in the Linden area on Dismal Hollow Road, along with a school bus

turn around and a walking trail. This land was donated through the rezoning of this property in 2007. Several homeowners' associations have contacted the Parks and Recreation Department about partnering/managing/recommending recreational areas in their subdivisions. The associations are requesting assistance due to the lack of funding, maintenance issues, updating existing facilities or expanding facilities.

In January 2006, the Warren County Parks and Recreation Department conducted a mail survey to obtain citizen input for the establishment of the County Parks and Recreation Facilities Master Plan. The survey covered questions concerning utilization of the current parks and recreation facilities, citizen interest in recreational and leisure time activities, suggestions for new parks and facilities and how to fund the facilities, and demographic information. When asked what types of new parks and facilities the respondent and their household would like to see offered in Warren County, the most common response was trails, including walking, running, and bicycling (29 responses). The next highest response was a skatepark (21 responses), followed by indoor recreation, including an indoor pool (16 responses).

The Comprehensive Plan Citizen Survey reveals that an expansion of recreational facilities is desired. When citizens were asked which types of recreational facilities they would most like to see, the most frequently answered item was nature parks with walking and biking trails. When asked what types of ball fields or courts the respondent would most like to see included at the recreational facilities, the responses were spread out over the five options listed, with soccer fields having the most responses (61%) and football fields having the least responses (38%).

It is important that additional facilities, such as basketball, volleyball, and baseball courts, as well as soccer and track areas be a recreational budget priority. It is also important to locate these new facilities in County areas where the largest number of children live. **Map 5.1**, shows the existing parks and facilities.

Many children cannot take part in the Warren County Parks and Recreation Department programs due to a lack of transportation. Bus and shuttle service from specified County locations would provide many children the opportunity to participate in the Warren County Recreation Department sponsored programs. By increasing the Parks and Recreation Department's staff and by

providing transportation services, the needs of the community's children can be met. Additional funding could be obtained from church and civic organizations' sponsorship of child/children in recreation activities.

Projected development in Front Royal and Warren County indicates a growing need for parks and sports related facilities. Recreation demand is at such a level that additional revenue-producing activities and facilities should be considered to help support future development and maintenance of a sophisticated park system.

Bikepaths

Bikepaths are areas either adjacent to, or very close to, the highway. There are an increasing number of people riding bicycles for long distances. For cyclists' safety, as well as that of the motorists, it is important to develop bikepaths along existing major roads. Additionally, providing bikepaths on future road widening, or rebuilding projects, must be a County commitment. Bikepaths were included on the recent widening of the North Fork Bridge and are planned for the South Fork Bridge.

Consideration should be given to the most reasonably accessible sides of highways or roads. Whenever possible, all planned bikepaths should be constructed on state rights-of-way, thereby avoiding purchasing land. Signs reminding motorists that a bikepath is present and warning signs where the bikepath must cross the road by necessity would be part of the path construction. Signs alerting bicyclists to road crossings also would be necessary.

Many cyclists are seen each week along U.S. Route 55; therefore it would appear that this is the logical place to start. A bikepath should be from the Warren County line at Linden, to Front Royal's town limits. The second phase of this path would be from the Warren/Shenandoah County line to Front Royal's town limits.

Outlined below are suggestions for Warren County bikepaths:

- Town/County line along Route 55 East to Linden.
- Town/County line along Route 55 West to Shenandoah County.
- Town Limits on Route 340/522 South to 4-H Educational Center and to the Smithsonian Conservation Biology Institute.
- Town Limits on Route 340/522 North to Fairground Road.
- Town/County line on Happy Creek Road to Dismal Hollow Road, along Dismal Hollow Road to Route 55 East.
- Junction of Happy Creek Road and Dismal Hollow Road, to Morgans Ford Road, to Milldale Road, to Fairgrounds Road, to Bowling Green and Shenandoah Golf Course.
- Route 340 South to the Raymond R. "Andy" Guest Shenandoah River State Park.
- Route 340/522 North from the intersection at Country Club Road east along the entire length of Country Club Road.

Several of these paths would connect with proposed paths within the Town of Front Royal. Completion of some paths would make loops or circles for local residents' pleasure. Additionally, where feasible, these paths would provide connections to the Appalachian Trail, the Big Blue Trail, and

other established trails associated with the federal park land located within Warren County.

These paths also could serve double-duty as walking paths. Where feasible, the paths could be landscaped and also could be used as nature trails. Where feasible, the walking and biking paths should connect to future residential and commercial growth.

Greenways

Greenways are corridors of protected open space managed for conservation and recreation purposes. Greenways often follow natural land or water features, linking nature preserves, parks, cultural features, and historical sites with each other and with populated areas. Greenways preserve natural habitats and provide wildlife migration routes. Greenways provide a vast network linking our Nation's special places, from the hills and mountains, to the beaches and barrier islands.

Greenways' benefits:

- Preserve biological diversity of plant and animal species by maintaining the connections between natural communities.
- Soften urban and suburban landscapes with ribbons of green that improve the quality of life and enhance property values.
- Help protect the quantity and quality of water, a natural resource vital to people, plants, and wildlife.
- Direct development and growth away from important natural resource areas.
- Provide alternative transportation routes that connect people, communities, and the countryside.
- Greenways are often major tourist attractions which generate expenditures on lodging, food, and recreational facilities. Greenways also improve a community's overall appeal to perceptive tourists.
- Greenways often provide business opportunities: locations and resources for commercial activities such as recreation equipment rentals and sales, lessons, and other related businesses.
- Money spent by users of Greenway related activities can help support recreation oriented businesses and employment, as well as other businesses patronized by Greenway and trail users.
- Greenways and trails increase property values. In turn, increased property values can increase local tax revenues and help offset acquisition and maintenance costs.
- The conservation of rivers, trails, and Greenways can help local governments and other public agencies reduce costs resulting from flooding and other natural hazards.



Eastham Park

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In 2009, the Community Design Assistance Center of Virginia Polytechnic Institute and State University was asked by the Front Royal Tree Stewards, in conjunction with the Town of Front Royal, to develop a conceptual master plan for a greenway (the Royal Shenandoah Greenway) that would utilize the constructed portion of the Happy Creek Trail in the Town and create a loop connecting Burrell Brooks, Jr. Community Park, Samuels Public Library, Ressie Jeffries Elementary School, Skyline High School, and Eastham Park.

One of the elements of the Parks and Recreation Master Plan was the development of parks at a site along the river that was a portion of the Eastham property along Luray Avenue and the Shenandoah River. The site (Eastham Park) serves as a parking lot for the Luray boat landing, multi-purpose fields, a dog park, and a trail system along the river. This trail would tie into the proposed Royal Shenandoah Greenway bike/walking trail and the conceptual trail plan for the Avtex Conservancy site. The first phase of the Eastham Park has been completed with the County constructing a parking area, walking and biking trail, and dog park, with the Town building a pocket park and picnic area for visitors to enjoy. As funding becomes available, a second phase of the trail will be constructed providing further connections to Skyline High School. Together the trail and Eastham Park will form a key segment of the Royal Shenandoah Greenway. The trail will include benches and signage overlooking the South Fork of the Shenandoah River to educate trail users about the historical significance and former transportation value of both the old road bed and the South Fork of the Shenandoah River.

Another Greenway (proposed for the South Fork area) specified in the Town of Front Royal's 1994 document *Where The Mountains Meet The River*, could be accessed from the Town through River View Subdivision, from the County through Kendrick Ford Road, and through Rivermont Acres Road (if this road were to be improved). The greenways proposed in the Town's plan should be extended into the County. Fitness and rest areas, nature trails, and small playgrounds can be integrated into this plan.

Landscaping & Signs

The County's landscaping ordinance provides for the installation, preservation, and maintenance of plant materials that will ensure that all development is consistent with the goals of the Comprehensive Plan relating to natural resources, the environment and land use. The County's sign ordinance, along with landscaping, promotes traffic safety by controlling views and enhances the attractiveness of the community. In the broad sense, signs are part of landscaping, so both issues will be dealt with as one.

Landscaping is extremely important for the following factors:

- Pleasant introduction to the area.
- Helps with cleaning air along vehicular corridors.
- Helps with soil conservation and erosion.

One of our major industries in Warren County is tourism; therefore, we must enhance Warren County's natural beauty. This means maintaining roadsides and entrances to Warren County and the development of an entrances' beautification plan. This beautification plan must be developed in conjunction with the Virginia Department of Transportation (VDOT). The establishment of a beautification/landscaping committee should be explored.

The purpose of the sign ordinance is to regulate the size, location, height, construction, and maintenance of all exterior signs so as to protect the public's health, safety, convenience, and general welfare and to enhance the community's attractiveness.

A joint corridor planning effort including Warren County, the Town of Front Royal, and VDOT, could address the signage and landscaping issues for Route 340/522 North, Route 55, Shenandoah Avenue, and South Street. This joint effort also could study the possibility of burying utility lines. The beautification of our entrances would not only be for our own enjoyment, but would leave an indelible imprint upon tourists, as an attractive area in which to return.

Buffer Zones

The County amended the zoning ordinance in 1998 to create buffer zones between industrial and commercial areas and individual industrial and commercial sites as well as adjoining land which is not industrial or commercial. The ordinance requires both distance separation and landscaping/screening to ensure separation between dissimilar uses. The combination of these requirements and the County's landscaping requirements serve to enhance the attractiveness and property values of commercial and industrial property.

Parks

When planning recreational facilities to reduce existing deficiencies and to meet future demands, the County must look at total acreage requirements and ensure that a variety of park types are distributed equitably throughout the County. In recent years the County and the Parks and Recreation Department has made substantial improvements to the park's system. Recent efforts have included the construction of Skyline Soccerplex, which includes four soccer fields, a playground, a concession/restroom building, and a skatepark; renovations to Bing Crosby Stadium; renovations of the softball fields at Gertrude Miller Park; replacement of various play equipment; and replacement of lighting and addition of a water slide at the pool. A goal of the County is to continue to implement the recommendations of the County's Parks and Recreation Master Plan to upgrade the existing facilities and establish new facilities. Recommendations for improving existing parks are categorized in the Parks and Recreation Master Plan into three types: life cycle improvements, capital improvements, and management improvements. Recommendations for improvements fall into five separate categories as follows:

- Make improvements to existing parks. This will include life cycle improvements, capital improvements, and management improvements. Effort and priority should be focused on improving the overall quality and image of existing resources while providing additional amenities desired by the community.
- Build new parks in underserved areas. This includes new district parks, community parks, and neighborhood parks. Also necessary are the acquisition of land for, planning/design of, and



Linden Park

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construction of several new parks in the Shenandoah, Happy Creek, South River, Fork, and North River Districts. The Parks and Recreation Plan includes a “New Parks” section.

- Improve recreation programs for residents. Improvements involve increasing advertising, developing citizens input and program attendance tracking, the addition of new programs and changes to existing programs. Program improvements should be focused on service gaps and demand. The Parks and Recreation Plan includes a section on “Program Improvements”.
- Make improvements in management and staffing of the Parks and Recreation Department.
- Make adjustments in capital improvements planning and budgeting by using the costs and priorities developed in this plan to create defined budget items for the near term and long term.

In planning for parks and recreation areas, it is crucial that new facilities serve the highest population concentrations. Selecting future sites for recreational facilities requires careful evaluation of population trends and characteristics. The Virginia Department of Conservation and Recreation (DCR) developed minimum standards for the delivery of parks and recreation facilities to communities. These minimum standards are a part of the Virginia Outdoors Plan and are used for baseline comparisons in the County Parks and Recreation Master Plan. Specific parks standards were developed for the Warren County Parks and Recreation system using data gathered during the needs analysis and using the state and national standards as a model. The parks standards are detailed in the Parks and Recreation Plan and shown in **table 5.3**.



Skate Park at Skyline Soccerplex

Each of the Warren County Public Elementary Schools has a children’s play/exercise area. Some schools’ play/exercise areas could be enhanced by updating the equipment and by installation of tennis/basketball courts, ball parks, and outdoor fitness equipment in the appropriate sizes for children (rather than adult size fitness equipment). Where feasible, renovation of County Public School recreation areas should be completed before beginning long-range plans for future expansion or installation of park/recreation centers in other areas of the County.

The Virginia Division of Parks and Recreation (VDPR) established local recreational and park site standards of at least 10 acres of recreational land for each 1,000 persons in a community. One-quarter of this acreage should be for active recreation (**Table 5.3**). These standards do not include large regional Federal and State Parks, golf courses, or other special recreation areas. The County can obtain general guidelines and begin to prioritize park needs by using state park standards.

Table 5.2 Recreational Standards Met by the Private Sector

Activity	Facilities
Golf Courses	Golf Clubs (6): Bowling Green (North), Bowling Green (South), Front Royal Golf Club, Blue Ridge Shadows, Shenandoah, and Jackson’s Chase
Swimming	Dominion Health and Fitness, NoVa 4-H Center
Archery	NoVa 4-H Center, Massanutten Archery Club
Tennis	Dominion Health and Fitness, NoVa 4-H Center
Basketball	Residential and Community Facilities

Table 5.3 Standards for Parks Acreage by Type

Standards for Parks Acreage by Type								
	Standard per 1000	Current County Owned Acreage	Current Private Owned Acreage	Recommended Acreage Based on Population	Shortfall 2005 (35,566)	Shortfall by 2010 (38,219)	Shortfall by 2020 (47,239)	Proposed service radius
Mini Park	.25-.5	2.3	11.50	17.78	-15.48	-16.81	-21.32	1/2 MILE
Neighborhood Park	3	37	29	106.70	-69.70	-77.66	-104.72	1 MILE
Community Park	3	18		106.70	-88.70	-96.66	-123.72	5 MI
District Park	4	219		142.26	76.74	66.12	30.04	10 MI
Sports Complex	NA	91	Size based on need and appropriateness					
	Total:	367.3	40.50	373.44	-173.88	-191.12	-249.75	

Warren County population based on US Census Bureau estimated 2004: 34,377

Table 5.4 Recreational Standards

Priority	Facility Type	State Standard Population	Total Need	Existing County Facilities	Existing School Facilities	Existing Private Facilities	Expressed Current Shortfall	Proposed Facilities	Expressed 2009 Shortfall	Expressed 2019 Shortfall
	Badminton	<>	0	0	0	0	0	0	0	0
	Horse shoes	<>	0	4	0	0	0	0	0	0
	Basketball (outdoor)	1/15000	7	4	0	1	-3	0	-4	-5
	Raquet ball	<>	0	0	0	2	0	0	2	2
	Ice Hockey (indoor)	1/30000	1	0	0	0	-1	0	-1	-2
	Tennis	1/2000	18	6	0	8	-12	16	3	-2
	Volleyball	1/1000	36	3	0	0	-33	0	-35	-44
	Baseball	1/6000	6	2	0	1	-4	2	-2	-4
	Softball	1/3000	12	2	0	2	-10	2	-9	-12
	Football	1/10000	4	0	0	1	-4	2	-2	-3
	Soccer	1/5000	7	4	0	4	-3	6	2	1
	LaCrosse	1/25000	1	0	0	0	-1	0	-2	-2
	Frisbee Golf	1/25000	1	0	0	0	-1	0	-2	-2
	Golf-Driving Range	<>	0	0	0	0	0	0	0	0
	Running Track	<>	0	0	0	2	0	0	0	0
	Field Hockey	1/25000	1	0	0	0	-1	0	-2	-2
	Indoor Rec Court	<>	0	0	0	2	0	0	2	2
	Trails	1 system/region	1	1	0	0	0	1	2	2
	*Archery Range	1/50000	1	0	0	2	-1	0	-1	-1
	*Shooting Range	1/50000	1	0	0	1	-1	0	-1	-1
	Golf	1/25000	1	3	0	0	2	1	2	2
	Swim Pool Olympic	1/20000	2	0	0	0	-2	0	-2	-2
	Swim Pool Jr. Olympic	1/10000	4	2	0	2	-2	0	-2	-3
	Camping	10ac/1000	356	0	0	0	-356	0	-382	-472
	Tents	5ac/1000	178	0	0	0	-178	0	-191	-236
	Skate Park	1/25000	1	0	0	0	-1	1	-1	-1
	Picnic areas	10/1000	36	24	0	5	-12	1	-13	-22
	Beach Areas	25'/1000	NA	NA	NA	NA	NA	NA	NA	NA



Estimated 2005 Population based on US Census Bureau 35,556
 2009 shortfall based on projected population of 38,219
 2019 shortfall based on project population of 47,239

*Does not apply/Provided by private.
 <>No expressed demand or standard

Priority is based on expressed demand and existing shortfalls

Rockland Park

In 2009, the County purchased a 219 acre property located in Rockland in the Shenandoah Magisterial District. The 2006 Comprehensive Parks and Recreation Master Plan recommended that this property be utilized for a District Park that serves the recreational needs of the entire County. The property was a former ministry and includes many established features and amenities. The property is partially bordered by the Shenandoah River and has varied topography and vegetative cover. The plan is for the park to create opportunities to accommodate community and family based activities in a participatory environment.

In 2006, Land Planning & Design Associates, Inc. was contracted by the County to develop a master plan specifically for this property for a District Park. A citizen survey was conducted, along with a series of working group meetings and public meetings. From the information received, a master plan was developed for the property (**Map 5.5**). The master plan is divided into four phases based on the proximity of each element and logical need for access; spreading out funding needs; and identified priorities. The phases shown below are intended to serve as a flexible guideline for implementing the total master plan over the next 10 or more years. As funding and priorities change, elements can be moved back and forth between phases.

Rockland Park Action Plan Phasing (also shown on **Map 5.6**)

Phase I (0-3 Years)

This phase is intended to be implemented within the next 3 years. It contains elements that are able to be constructed or improved immediately to ensure the public can be using the park as soon as possible. Due to traffic and safety requirements, the VDOT-standard entrance must be installed before the public can utilize the park.

- VDOT entrance
- Pave existing entrance road with asphalt
- Construct access road and parking for athletic fields
- Crushed stone walking trails
- Hiking trails through woods
- Disc golf parking lot (to serve as trailhead)
- Playgrounds near barn
- Improve tent platforms for primitive camping
- Required road and parking lot lighting

Phase II (3-5 Years)

This phase is intended to be implemented within the next 5 years. It contains many of the active recreation elements such as athletic fields and disc golf.

- Softball and baseball fields
- Rehabilitate barn
- Improve existing gravel road
- Canoe launch and steps
- Disc golf and shelters

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- Interpretive signs at Outdoor Educational Area
- Required road, parking lot, and athletic field lighting

Phase III (5-10 Years)

This phase is intended to be implemented within the next 10 years. It contains primarily the event and stage elements along with additional practice fields.

- Demolish existing stage and build new
- Stage parking
- Playground near stage
- RV parking and hook-ups
- Demolish upper shelter
- Reinforced grass overflow parking
- Gazebo and parking
- Rehabilitate residence
- Concession stand
- Dog park, parking, and shelter

Phase IV (+10 Years)

This phase is intended to be implemented no sooner than 10 years. It contains large-scale elements such as the recreation center and fire and rescue complex.

- Recreation Center
- Fire & Rescue Training Complex
- Elementary School

Free Wheeling Way Universally Accessible Playground

In 2003, a citizen requested the Warren County Board of Supervisors' assistance in providing her son who suffered from a disability with a place to play along side his friends and family. The Warren County Parks and Recreation Department established the Free Wheeling Way Playground Committee in 2004 to see that our community's need was fulfilled. The Committee received support from the Commonwealth of Virginia, Warren County, and a long list of community organizations, businesses, and citizens over the last eight years. In May 2011, the Free Wheeling Way Universally Accessible Playground was completed at Lions Park. The playground was designed and constructed to be an inclusive environment that encourages activity and aids in overall childhood development, both social and physical, for children with disabilities. The playground includes a play structure with ADA accessible ramps, independent free standing components, and swing bays that include accessible swings. A goal of the County is to make all new playgrounds universally accessible.



Freewheeling Way

Community Center

The former Samuels Public Library located on Villa Avenue in Front Royal has been renovated to the Warren County Community Center. The building is 10,716 square feet in size. The facility is utilized by the Parks and Recreation Department and the Warren County Public Schools. The Parks and Recreation Department hosts many new and existing programs at this facility. The Warren County Public Schools hosts school related functions and programs that support students, teachers, and parents. Alterations to the building consisted of reconfiguring partitions and doors throughout the building to create classrooms, offices, and meeting spaces.

Goals and Objectives

Goal I: To provide a variety of quality recreational opportunities in Warren County.

Objectives:

- A. Coordinate recreational facility development with the County Comprehensive Plan, thereby ensuring that facilities and residential development occur simultaneously.
- B. Ensure that additional public recreational facility costs and recommended programs (due to new development) are equitably borne by those benefiting.
- C. Coordinate natural resource protection efforts with future County park, open space, and recreational land use opportunities.
- D. Provide adequate waterfront public recreation access to County residents.
- E. Ensure that existing residents' needs are a first priority.
- F. Continue the Parks and Recreation Plan Advisory Committee to assist with future development of Parks and Recreation facilities and programs.
- G. Encourage private sector partnerships in the provision of recreation facilities and services to augment the County's basic facilities and services.

Goal II: Expand recreation activities and sites to all areas of the County.

Objectives:

- A. Work with the Commonwealth of Virginia to improve existing river access points along the South Fork, North Fork, and mainstem of the Shenandoah River.
- B. Provide adequate law enforcement and security at public river access points.
- C. Take advantage of what County subdivisions offer for park space and incorporate as time and funding permits.
- D. Provide for the preservation of open and wooded space, and selected flood plain areas, as greenways.

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- E. Explore the incorporation of trails linking publically accessible private land and/or public lands within battlefield areas that will not adversely impact private property owners.

Goal III: Warren County must provide recreational facilities and programs in cooperation with the Warren County Public School System expansion plans.

Objectives:

- A. Plan community facilities with the capability of having multi-functional uses by two or more organizations (public or private). Recreational facilities must be included in new school construction planning.
- B. Coordinate facilities with schools planning where possible.

Implementation

Beautification Committee - Utilize the local beautification committee to assist the Planning Commission with landscaping and corridor standards for new development proposals.

Capital Improvements Program - Maintaining a CIP is important to identify future needs.

Cluster Development - Encourage developers to utilize cluster development by reducing lot size and/or consolidating lot layout in order to provide compensating amounts of open space within the subdivision. Although no increase in the number of lots is allowed, consolidation of layout would save the developer infrastructure costs and the County would acquire significant cost-free open space.

Consulting the Virginia Department of Conservation and Recreation - Take advantage of the Department of Conservation and Recreation's recreational consultation and workshops to become better informed about streamlining local departmental operations and developing, operating, and maintaining park and recreation programs.

Evaluation - Periodically evaluate recreational facilities and programs to determine if the community's needs are being met. This can be accomplished through surveys of residents and facilities' users.

Inventory - Maintain an inventory of all parks and recreation facilities, private and public, throughout the Town and the County. By maintaining an overview of all the facilities, the County and Town can ensure that recreational needs are met in a timely and cost effective manner.

ISTEA - Apply for enhancement grants for the acquisition and development of trails and greenways.

Nature Trails (hiking and biking) - These needs can be met through Warren County and Front Royal joining adjacent counties to connect their Greenways and Trails. These trails would link park lands, conservation areas, scenic landscapes, and historic/cultural sites. Initial projects would extend the Town's proposed trails' plan into the County to link State and Federal Parks with the Town's existing facilities. Such a project could use existing rights-of-way (i.e. road shoulders).

Neighborhood Parks - Encourage developers to design subdivisions with a central theme of a neighborhood park that would include playground apparatus, open space, and a hard-surfaced activity area. In addition to providing recreational areas in the County, residents would have the enjoyment of having a park within walking distance of their home which could provide recreation for the entire family.

Ordinance Revision - Provide open space and recreational facilities requirements in the County's zoning and subdivision ordinance.

Parks and Facilities Distribution - Parks and similar facilities must be located in the County where users live. Explore using school sites for additional facilities.

Residential Institutions - Require that nursing homes and similar institutions provide passive open space and on-site outdoor activity facilities.

Scenic Byways - Support the Virginia Scenic Byways and Scenic Rivers programs.

Special User Groups and Facility Accessibility - Ensure the availability of a variety of programs for people of all ages and for special user groups, such as the physically disabled. Also, when planning new facilities or upgrading existing ones, design the facility to be completely accessible to the physically disabled.

Traditional Parks (ball parks and playground facilities) - Facilities should be established near population centers at each side of the County (north, south, east and west). Acquire tracts of land in each County area to provide fully developed park sites and to allow for future expansion.

Tourism - Capitalize on the area's tourism through publication of recreational site locations and activities, public waterfront access locations, and Community programs and events.

User Fees - Develop and expand a user fees system which would generate revenues for park maintenance, operational costs, and facility improvements.

Virginia Outdoors Fund - Apply for Virginia Outdoors Fund money to assist in acquiring and developing recreational lands.



Freewheeling Way

Chapter 5

Voluntary Proffers - Maintain a proffer system associated with the Capital Improvement Plan.

Volunteer Programs - Establish a Park and Recreational Department volunteer program, thereby increasing manpower at a minimum cost.

Waterfront Access - Acquire land along both forks and the main stem of the Shenandoah River to ensure public access to the river.

Summary

By knowing what facilities, programs, and park types are available, versus what is needed, Warren County will be able to establish priorities that would ensure that this section's goals could be reached in a timely and cost-effective manner. As the County grows, the need for facilities will change and periodic re-evaluation will be needed to ensure that facilities and programs continue to meet the residents' needs.

Section 3: Education

Background

The Warren County Public School System offers a comprehensive program for grades K-12. All Warren County Public Schools are fully accredited by the Commonwealth of Virginia Board of Education. There are special programs for gifted students and for handicapped students. In addition, there are programs for remedial instruction in basic skills, advanced placement classes, alternative education, and vocational education. The school system offers many extracurricular activities which attract students with a wide variety of interests and abilities. There are evening adult classes to meet the academic, vocational, social, and recreational needs of many people in the community.

Warren County has eight schools: A. S. Rhodes Elementary, E. Wilson Morrison Elementary, Leslie Fox Keyser Elementary, Ressie Jefferies Elementary, Hilda J. Barbour Elementary, Warren County Middle School, Warren County High School, and Skyline High School. The schools' locations are shown on **Map 5.2**. The five elementary schools house students in kindergarten through fifth grade. The middle school has grades six and seventh. Eighth through twelfth grade students attend the high school, until a second middle school is established. The official membership report sent to the Virginia Department of Education as of October 1, 2012 was 5,413 (**Table 5.5**).

Table 5.5 Total Warren County School September Membership (1982 to 2012)

Year	Membership	Year	Membership
1982-1983	3,833	1997-1998	4,689
1983-1984	3,893	1998-1999	4,745
1984-1985	3,857	1999-2000	4,828
1985-1986	3,804	2000-2001	4,935
1986-1987	3,902	2001-2002	5,011
1987-1988	3,996	2002-2003	5,104
1988-1989	4,063	2003-2004	5,076
1989-1990	4,061	2004-2005	5,176
1990-1991	4,216	2005-2006	5,270
1991-1992	4,344	2006-2007	5,332
1992-1993	4,414	2007-2008	5,254
1993-1994	4,557	2008-2009	5,301
1994-1995	4,599	2009-2010	5,340
1995-1996	4,606	2010-2011	5,343
1996-1997	4,685	2011-2012	5,332

Source: Warren County Planning Department.

Table 5.6 Elementary and Secondary September Membership (2012-2013)

School Division	Enrollment
Elementary (Grades K-7)	3,269
Secondary (Grades 8-12)	2,144
Total	5,413

Table 5.5 shows the historical and recent trends in Warren County Public Schools’ enrollments. The growth rate from 1982 to 2012 is 41.22% (1.37% per year). **Table 5.7** indicates the estimated population from 2012-2015 as determined by the Weldon Cooper Center for Public Service. They predict an increase of 34 students during that period. The school system should keep a close eye on the growth in student membership and its relationship to the proposed 20-Year facilities plan.

Table 5.7 Projected Warren County Public School Membership (2012-2015)

Year	Elementary	Secondary	Total
2012-2013	3,233	2,095	5,328
2013-2014	3,254	2,067	5,321
2014-2015	3,277	2,099	5,376
2015-2016	3,255	2,107	5,362
4 Year Average	3,255	2,092	5,347

Table 5.8 Warren County Public School Capacity and Members

School	Physical Capacity	Educational Capacity	Membership 2009-2010	Membership 2010-2011	Membership 2011-2012	Membership 2012-2013 (10/1/2012)
A. S. Rhodes Elementary	300	240	285	264	268	273
E. Wilson Morrison Elementary	650	420	407	416	390	456
Leslie Fox Keyser Elementary	575	460	519	533	544	547
Ressie Jeffries Elementary	775	620	638	611	641	635
Hilda J. Barbour	650	420	541	550	533	544
Warren County Middle School	875	800	788	864	844	814
Total Elementary	2,795	2,415	3,178	3,238	3,220	3,269
Warren County High School	1,374	1,100	977	946	979	1,037
Skyline High School	1,374	1,100	1,186	1,160	1,134	1,108
Total Secondary	3,623	3,000	2,163	2,106	2,113	2,145
Total All Schools	6,418	5,415	5,341	5,344	5,333	5,414

Source: Warren County School Board Office.

The opening of Skyline High School in 2007 and the conversion of the Warren County Junior High School into Warren County High School in 2007, as well as the conversion of the old Warren County High School into a middle school in 2010 eased overcrowding and provided additional capacity at the secondary levels (Table 5.8). The enrollment at both levels continues to increase.

The Warren County School Board is currently updating their 20-Year school building and renovation plan. The school population projections along with the projected classroom needs, reveals that additional classroom space is currently needed. The plan includes the renovation of existing facilities to include upgrading of electrical and mechanical systems in the older facilities (Table 5.9).



Warren County Middle School

**Table 5.9 Warren County Public School System
20-Year Facilities Plan**

Phase II: April 2009 to April 2015	Notes
Renovation/conversion of historic WCHS to Warren County Middle School	Work began in April 2009. New Warren County Middle School opened September 2010 with grades 6 & 7
Construction of a second middle school	Planning: May 2011 to February 2012 Construction: April 2013 to April 2015
Two middle schools open September 2015	Grades: middle schools: 6-8 Grades: high schools: 9-12
Improve Gymnasium at Warren County High School	Summer of 2012 or 2013
Phase III: May 2014 - May 2015	
HVAC and Energy Savings Improvements for Ressie Jeffries Elementary School	Begin work May 2015
HVAC and Energy Savings Improvements for A.S. Rhodes Elementary School	Begin work May 2015
Phase IV:	
New elementary school (650 pupils)	Date to be determined
Entrance Modification Warren County High School	Date to be determined
Parking Improvement at LFK	Date to be determined

Map 5.2 Educational Facilities

The following private schools provide services to County residents and to a larger region:

Randolph-Macon Academy - (located in Front Royal)

- 233 Students –Fall 2010
- Co-educational boarding school
- Air Force Junior ROTC
- Grades 6-12th and post graduate

Chelsea Academy - (located in Front Royal)

- 73 Students – Fall 2010
- 6th through 11th grade

Dynamic Life - (located in Front Royal)

- 58 Students – Fall 2010
- Affiliated with the Dynamic Life Church
- Pre-school through Kindergarten

Riverfront Christian School - (located in Riverton)

- 149 Students – Fall 2010
- Affiliated with the Riverton United Methodist Church
- Pre-school through 12th grade

Bethel Christian School - (located in Front Royal)

- 60 Students – Fall 2010
- Private
- Pre-K through 8th grade

Skyline Christian High School - (located in Front Royal)

- 20 Students – Fall 2010
- Private
- 9th through 11th grade

Wakefield Country Day School - (located in Rappahannock County)

- 233 Students – Fall 2010
- Private
- Pre-school through grade 12

Mountain Laurel Montessori - (located in Front Royal)

- 50 Elementary/15K – Spring 2003
- Private
- Ages 2 1/2 to 6

Other alternative educational opportunities available in Warren County are:

Literacy Education

- Volunteers/non-profit
- Service is free
- Reading for adults
- English as a Second Language
- After school peer-tutoring
- Variety of pre-schools in local churches

Home Schooling

- Home Educators Association of Virginia
- Non-profit organization
- Reported Home School Attendance - 444 Students - Fall 2009

There are several colleges and universities within easy commuting distance of the County. These higher education centers are:

Christendom College - (located in Warren County)

- Four (4) year liberal arts
- 342 Students - Spring 2003
- Roman Catholic

George Mason University - (located in the Prince William and Fairfax Counties)

- Four (4) year college with a range of post graduate opportunities

James Madison University - (located in the City of Harrisonburg)

- Four (4) year college with a range of post graduate opportunities

Lord Fairfax Community College - (located in Middletown)

- Two (2) year degree/certificate programs, open enrollment policy

Shenandoah University - (located in the City of Winchester)

- Four (4) year college with some graduate programs

“Over the last five years, the school division has made significant progress raising student achievement, upgrading and updating schools to become state of the art facilities, and never settling for status quo. We continue on our Trek to Excellence.” Pam McInnis, School Superintendent

Goals and Objectives

Goal: Development of new school facilities and renovation of existing facilities for the Warren County Public School System which would be consistent with the Comprehensive Plan.

Objectives:

- A. Maintain the 20-Year capital facilities plan.
- B. Review the performance and effectiveness of existing facilities and proceed with changes or expansion as necessary.
- C. Meet community educational service/facility needs as a priority.
- D. Ensure that additional school facilities' and services' costs resulting from new development are equitably borne by those benefiting.
- E. Coordinate and locate school facilities' expansion with future development ensuring school accessibility to County residents.
- F. Coordinate athletic facilities with County Parks and Recreation plans where possible.

Implementation

Alternative Funding - Support development of the Warren County School private endowment fund.

Capital Improvement Planning - Maintain a capital improvements plan that meets the County Comprehensive Plan's criteria and goals. This program would assist the County in setting priorities and in efficiently using available funds.

Maintain a School Plan - This plan would identify the school division's educational instruction and physical facilities needs.

Educational Opportunities - Periodically review and evaluate current programs and ensure that expanded educational programs are provided in a cost efficient manner. Additionally, ensure that the programs use a child/student centered approach.

Facilities - Plan and provide for instruction materials, transportation needs, and renovations to existing school buildings and administrative offices, as well as for the building of a new school(s).

Voluntary Proffers - Voluntary proffers provide a direct means of obtaining the needed capital improvements to service new developments. Continue using proffers to help defray expanding school facilities' costs.

Summary

Capital improvements, in the form of future school renovation and construction, should be based on a school evaluation and a re-evaluation of pupil enrollment projections. This would assure that facilities are located and designed to meet the needs for which they are intended.

Section 4: Fire and Rescue

Background

In January 1996, the Warren County Board of Supervisors adopted an ordinance establishing the Warren County Department of Fire and Rescue Services. The ordinance outlines the department, including the Chief and his/her responsibilities and authority, both administrative and operational. The ordinance brings together all fire and rescue companies that serve the County under one department head, operating by the same rules and regulations, and all serving the County's citizens with the same department goals and objectives. The mission of the department includes improving department efficiency in such areas as response times, manpower per call, countywide training, public education, and services provided to our citizens.



All fire and rescue companies must attain certification to meet the insurance underwriters' standards. The certification rating a fire department receives, directly affects the insurance rates paid by Warren County and Front Royal residents. All fire departments serving Warren County and Front Royal should be certified. The American Insurance Association's desirable level of service is a three to four-mile radius in urban and semi-urban areas and up to a 10-mile radius in rural areas. The ten-mile radius approximates a 7.5-minute response time. In Warren County other factors play a part in response time, such as weather, poor roads, railroad crossings, traffic, and low water bridges. Fire and rescue response policies are in place to address these issues.

The Warren County Fire and Rescue Services companies deliver fire suppression and emergency medical services response using ten (10) companies from ten (10) stations. These companies' locations are illustrated on **Map 5.3**.

- Company 1 - Front Royal Volunteer Fire and Rescue Station is staffed with career personnel 7 days a week, with two 24-hour and two daytime positions.
- Company 2 - Rivermont Volunteer Fire and Rescue Station is staffed with career personnel.
- Company 3 - South Warren Volunteer Fire and Rescue Station is staffed with career personnel.
- Company 4 - Linden Volunteer Fire and Rescue Station is staffed with career personnel.
- Company 5 - Shenandoah Shores Volunteer Fire and Rescue.

- Company 6 - Shenandoah Farms Volunteer Fire and Rescue, (in Clark County) serves the northeastern portion of Warren County. It is partially funded by Warren County and it is on the Warren County radio system.
- Company 8 - Fortsmouth Volunteer Fire and Rescue.
- Company 9 - Chester Gap Volunteer Fire and Rescue (in Rappahannock County) is partially funded by Warren County and is on the Warren County radio system.
- Company 10 - North Warren Volunteer Fire and Rescue Station is staffed with career personnel 7 days a week, with two 24-hours a day.
- Company 12 - Middletown Volunteer Fire and Rescue (in Frederick County) serves the northwestern portion of Warren County. Middletown is partially funded by Warren County and it is on the Warren County radio system.

Warren County also has mutual aid agreements with surrounding jurisdictions, including Frederick County and the City of Winchester for hazardous materials response, as well as fire and rescue from Frederick County, Fauquier County, Clarke County, Shenandoah County, Page County, and Rappahannock County. As the needs of the citizens and business/industry continue to increase, it is important for the Department and County to be proactive in addressing these needs.

In March 2008, the County selected Springsted Incorporated to conduct a study of the financing and operations of the volunteer fire and emergency medical services providers and the County's 911 Communications Center. On June 16, 2009, the Board of Supervisors approved the EMS, Fire Services, and Emergency Communications Study completed by the consulting firm. The study is on file in the office of the Department of Fire and Rescue Services.

As part of the study, Springsted obtained various data, conducted interviews and on-site visits and had discussions with providers. They made recommendations as to what they felt is appropriate to assist in providing service in Warren County. The recommendations involve personnel issues, operations, equipment, general requirements of standards for personal protective equipment, station locations, funding levels, fire rescue agreements, fire administration, training and fire prevention, and communications. The Fire and Rescue Department has prioritized and began implementation of these recommendations. Since the study was approved, they have established a specification for all personal protective equipment utilized in the County. They have re-established the County Fire and Rescue Advisory Committee, re-organized the training division and cost recovery/special projects, and established regular training on Department policies and procedures. They have completed re-routing of E-911 calls back to Warren County for the Reliance Road area.

Map 5.3 Fire Departments

Goals and Objectives

Goal: Provide responsive fire and rescue coverage for the entire community.

Objectives:

- A. To maintain the volunteer system of the individual departments, to preserve their autonomy while encouraging centralized coordination, communication, and supervision and to supplement with paid staff where necessary.
- B. To define, evaluate, and make recommendations concerning adequate and appropriate level of fire and rescue protection and to evaluate and improve Warren County’s existing fire and rescue services.
- C. To make additional evaluations and recommendations regarding fire and rescue services in Warren County and to implement these policies in a timely and cost-efficient manner.

Goal: To continue implementation of the EMS, Fire Services and Emergency Communications Study prepared by Springsted as adopted by the Board of Supervisors on June 16, 2009.

- A. To continue to implement plan for standardization of equipment.
- B. To continue to improve the level of training.
- C. Build training facility.

“Call load is constantly increasing at a time when volunteerism is dropping. We are looking at ways to increase volunteers recruitment and retention while preventing fire incidents from occurring.” Fire Chief, Richard Mabie

Implementation

Communication Center - While the current communications center is operating under the management of law enforcement, a joint operated communications center should be established and maintained with the appropriate policies and procedures in place, as well as appropriate fire and rescue training for the communications officers.

Implementation of Springsted Study - Continue implementation of the EMS, Fire Services and Emergency Communications Study adopted by the Board of Supervisors on June 16, 2009.

E-911 Management - The County should fund a person to supervise the E-911 System, maps, road names, house numbering, and equipment list. Additionally, this person would provide other logistical and management support to the Joint Communications Center necessary to provide the highest quality of service to County citizens.

Equipment & Training - Continue to support the funding of special equipment as well as regular and specialized training to ensure quality service to Warren County citizens. Maintain a training committee to identify future needs of the fire and rescue department in the area of training. The committee should look at service delivery needs and address mandatory training standards as needed or required.

Fire Chief's Advisory Committee - Continue to utilize the Fire Chief's Advisory Committee to set into motion the County's goals and objectives for fire and rescue protection utilizing a participatory management system so that all of the members have a voice in the direction and future of the County's emergency response system.

Insurance - Warren County should develop and fund a comprehensive County-wide insurance plan for volunteer fire and rescue companies.

Recruitment and Retention Committee - Maintain a recruitment and retention committee to examine volunteer response needs and address with methods to encourage volunteerism through such methods as incentives and other ideas used by other agencies to attract volunteers.

Summary

In examining the County's Fire and Rescue services, it is evident that continued improvement of these services is necessary as development continues. It will be important to monitor future growth patterns in determining the County's additional residential, commercial and industrial fire and rescue protection needs.

Section 5: Law Enforcement Services

Background

Warren County is served by two major law enforcement agencies: the Warren County Sheriff's Office and the Virginia State Police. These two agencies work together to provide comprehensive law enforcements and general public safety to Warren County residents. The Town of Front Royal also has a local police department which serves town residents. The Virginia State Police's primary function is highway safety and to provide support to the Sheriff's Office.

There are currently 72 sworn deputies working in law enforcement, corrections, civil process, and court security divisions within the Sheriff's Office. This makes it the County's major law enforcement agency. The remaining non-sworn employees work in communications and administrative support. Five State Police officers are assigned to Warren County. The Sheriff's Office is located in the newly constructed Public Safety Building on Skyline Vista Drive. (**Map 5.4**).

The Warren County Jail is currently located at 8 East Jackson Street. A regional jail is scheduled to be completed by 2014 to serve the counties of Warren, Rappahannock, and Shenandoah. The design features a 375 rated capacity regional jail.

Public Safety Issues

As Warren County's population increases, citizen's needs will also increase. The Commonwealth of Virginia Compensation Board staffing standards allow for one law enforcement deputy for every 1500 residents. As new development is located further from existing facilities, it will cost the County more to provide these services. If new development can be directed near existing facilities, cost can be absorbed in phased increments to match the development growth rate. Proposed facility expansion should coincide with areas identified for new development.

Goals and Objectives

Goal: To provide police protection for all areas of Warren County that is consistent with the Comprehensive Plan and in a cost-efficient manner.

Objectives:

- A. Develop a central emergency dispatch system.
- B. Ensure that the costs of additional services are borne by those benefiting.
- C. Coordinate law enforcement activities with the Town of Front Royal.

Implementation

Adequate Public Service Standards - Establish adequate public service standards which would help to control the development process by showing that sufficient services are in place or will be provided as development occurs. This standard can ensure that service expansion coincides with new development.

Capital Programming - Develop a capital improvements program.

E-911 - Continue implementing the E-911 system, with a dispatch and communications center for joint use of fire, rescue, and law enforcement protection.

Review and Evaluation - Conduct yearly reviews and evaluations of the Sheriff's Department services to ensure that resources are effectively used before proceeding with service expansion.

Voluntary Proffers - Maintain a proffer system that provides a direct means of obtaining needed capital improvements funds.

Summary

This element of the Comprehensive Plan's Community Facilities Section has focused on identifying existing and projected community facility capacity. These implementation strategies were designed to ensure that provisions for police protection service is phased with new development demands.

Map 5.4 Other Community Facilities

Section 6: Library Services

Background

On June 10, 2009 a new state-of-the-art 28,000 square foot library opened on Criser Road. The old library building located on Villa Avenue was limited in space for books, seats, and computers. The new building is twice the size of the old library building. The library is currently open 55 hours a week, but future plans of the library are to include longer hours as funding becomes available to fully staff the new building.

During the 2009-2010 year, 183,863 people used the new library building. The 2009-2010 year in house circulation figures grew to 268,021 items checked out by 22,321 customers. The library has initiated many new online services available through the library web page: downloadable audio and reference books, practice study and test guides, eleven downloadable foreign language courses that include American Sign Language and English as a Second Language. Online meeting room bookings and calendars are available. The library also broadened its advertising into several social media websites.



Samuels Public Library

After disposing of outdated materials and replacing with newer online products, the library has a collection of approximately 81,000 items. Many reference books have been replaced with updated online E-references sources. The library has access to hundreds of E-books online. Thirty public computers were added to serve the public. This includes a twelve person computer lab available to the public for classes and seminars.

Libraries have become much more dynamic over the past ten years. The number of formats offered has increased dramatically. At one time, the library offered only books and magazines. Today, the library offers books, periodicals, large-print books, microfilm, video, music CDs, books-on-tape, access to the Internet and the special databases provided in Find It Virginia. The new library building offers wireless access throughout the building, with room for laptop access. The library offers meeting rooms for the community. Seating increased to 200 people in the large meeting room along with tables and chairs for an additional 100 people throughout the library.

In 2009, Samuels Library migrated to a web based catalog at www.samuelslibrary.net. The library catalog and homepage is now accessible from home, school, or work and available around the world. The additional 90 databases are available to anyone with a Samuels Library card. This gives children and adults access from any computer anywhere, 24 hours a day, 7 days a week. In 2009-2010, Samuels Library counted over 50,000 Internet sessions inside the library. This is the number of people logging on for a half-hour or longer. Library staff have recently started weekly computer classes, including e-mail, Word, basic computer skills, Publisher and how to find jobs online and attach a resume online.

In FY 2009, the library received \$600,000 from the County and \$82,000 from the Town of Front Royal. The library received an allocation in State Aid of \$131,338. Last year, the library recruited and maintained 83 volunteers that worked 4,614 hours.

Samuels Public Library meets most of "A" or "double A" State Library Standards for Excellence within the Town limits and surrounding area because of the addition of the new library building in 2009. The space increased in size from approximately 12,000 to 28,000 square feet. This enabled the library to add 44 tables, 252 chairs, 30 public Internet stations, plus four community meeting rooms and several small study rooms.

Many of the customers live at least 30 minutes away from the library, not meeting the A Library Standards for Excellence, a document created and approved by the Library Board of Virginia in January 2009. Samuels Library needs to monitor where the population growth is taking place in the County and consider adding branches in those populated areas. Many community residents have little access to the Public Library due to the distance from their homes (**Map 5.4**). A goal of the library is to eventually have a branch library not more than 15 minutes away from all the customers to make the library more accessible to County residents.

Goals and Objectives

Goal I: To provide access to public library resources to all residents and areas of the County.

Objectives:

- A. Investigate expansion to better serve needs of the County by locating future facilities in areas that are consistent with the County residents' needs.
- B. Provide up-to-date technological equipment to meet current and future County residents' needs.
- C. Encourage and support the "Friends of Samuels Public Library" organization.
- D. Encourage the adaptive reuse/shared use of existing facilities in providing expanded service to County residents.
- E. Review the conditions and performance of existing facilities in planning new or expanded facilities and services.

Implementation

Capital Programming - Maintain a capital improvements program to fund expansion of library resources and facilities. Such resources would include additional books, seating facilities, E-books, and word processors, or computers for patrons' use. Additionally, develop branch libraries in County locations where population concentrations are sufficient to support such facilities.

Chapter 5

Endowment Fund - Support and encourage the creation of an endowment fund to provide additional library services that meet the priorities of the Library.

Public Facility Standards - Develop a system of standards that would ensure that sufficient infrastructure and services are present or would be provided in conjunction with development proposals.

Voluntary Proffers - Maintain a voluntary proffer system in association with existing development which would ensure that additional services would be funded equitably by those benefiting from such expanded services.

Summary

The identification of existing and future library facilities was developed in this section of the Community Facilities plan. The implementation of these recommendations will aid in providing library services to County residents. While it is important that the provision for new services and facilities be phased as development and new demands arise, it is imperative that current residents' needs be addressed immediately.

Section 7: Solid Waste Transfer Station

Background

The Warren County Waste Transfer Station, located in Bentonville, Virginia, off of State Route 613, opened April 6, 1994 and coincided with the closing of the Warren County Landfill. The Transfer Station takes only waste from Warren County and is open to all Warren County residents and commercial customers (including the Town of Front Royal). The Transfer Station was planned and built to last 20 years (**Map 5.4**). The County employs one full-time supervisor and one full-time assistant supervisor and nine part-time employees to operate the facility.

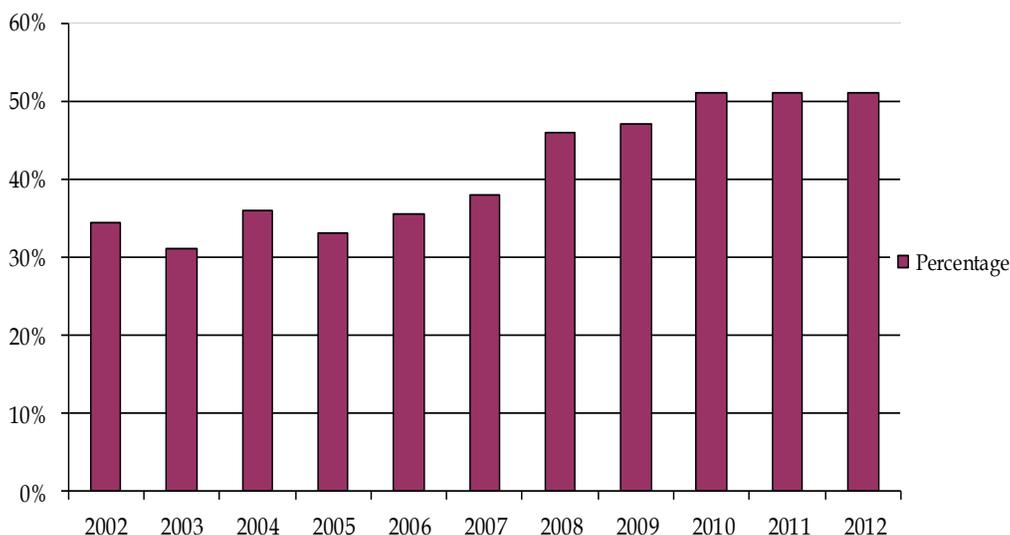
All commercial trucks are weighed by scale at the Transfer Station and pay a per-ton fee. The waste is being trucked in tractor trailers to the Battle Creek Landfill in Page County, on U.S. Route 340 Business. Warren County's current 15 year contract with Page County runs through July 20, 2023 and has two 5-year renewal clauses. The County has contracted with Allied Waste Services to haul the waste and recyclables. The contract is based on Warren County's daily generated solid waste that passes through the transfer station which currently is estimated at 90 tons per day/ 6 days a week. Page County accepts Warren County's waste Monday through Saturday on a current per ton cost of \$31.75.

Recycling Efforts

Recyclable materials can substantially reduce the required capacity of landfills by 30 to 40%. Building and construction waste, typically comprising 10% of the waste stream, can be recycled or disposed of by alternative methods. Continued examination of the County's recycling operations and opportunities must be monitored for future expanded recycling possibilities.

Recycling opportunities at the Transfer Station include: stumps, glass, aluminum, metal, newspapers, cardboard, computers, antifreeze, waste oil, plastics and white goods (refrigerators, stoves, hot water heaters, etc.). Tires are accepted at the Transfer Station on a fee basis for each automobile tire and truck tire. The tires are transported to the Frederick County Landfill where they are shredded and the resulting chips used for cover material. The tire recycling program is administered by the Northern Shenandoah Valley Regional Commission. Woody debris is mulched at the Transfer Station and the mulch is available to citizens at a per yard price.

Chart 5.1 Recycling Rates 2002-2012



Warren County Refuse/Recycle Collection Sites

In addition to the transfer station, currently there are four compactor sites in Warren County (**Map 5.4**). They are at the Route 340/522 Park-N-Ride, 340 South, Route 647 in Linden, and on Route 638 in the Shenandoah Farms area. There are recycling containers at all of the compactor sites except for at Shenandoah Farms for aluminum, metal, glass, oil, paint, plastics, newspapers, cardboard, magazines and batteries. The compactors are only for the household trash of Warren County residents.

The County recently completed the construction of a new state-of-the-art refuse/recycling collection facility at Linden. The County is also proposing new locations and upgrades for Shenandoah Farms and Route 340/522 to provide greater safety and add recycling opportunities. The County has 14 part-time employees to operate the four collection sites. The oversight of the County's solid waste and recycling program is provided by a full-time solid waste manager.

Goals and Objectives

Goal: Provide waste management services consistent with the residents' needs, in a cost-efficient manner, which would encourage development consistent with the Comprehensive Plan.

Objectives:

- A. Continue to maximize recycling efforts.
- B. Evaluate existing refuse/recycle collection sites for adequacy and replacement/expansion if necessary, with priority given to replacement of the existing Shenandoah Farms site in order to address security, inadequate space needs,

and expand recycling opportunities to the public. The second priority would be to replace/update the Route 340/522 site.

- C. Coordinate service expansion with the County's Comprehensive Plan so that development and expansion of services coincide.
- D. Plan and cooperate with regional waste management solutions.

Implementation

Capital Programming - Maintain a Capital Improvements Program to assist in the costs associated with the maintenance of and the additional public facilities and programs.

Meet Existing Needs First - Continue to maintain and evaluate replacement sites for the all of the existing compactor sites prior to looking at additional sites.

Voluntary Proffers - Maintain a proffer program as a direct means of obtaining the needed capital improvements to service new developments.

Summary

The identification and provision of a cost-efficient method to manage waste and recycling is the focus of this section. The above recommendations are designed to ensure that the provision of public services and facilities are coordinated with new development.

Section 8: Government Offices

In 2007, Moseley Architects completed a Master Facilities Plan for the County which identified the space needs for County Departments through the year 2026. During that process, interviews and tours of existing facilities were conducted with County Staff. Option 4 as shown on page 61 of the Facilities Master Plan was adopted as a part of the County's Comprehensive Plan by the Board of Supervisors on February 19, 2008. The Plan outlines the needed facility improvements to address the needs of the County for the next twenty years.

Courthouse

The Warren County Courthouse, located in Front Royal (**Map 5.4**) was completed in 1936 and has twice been expanded. In 1980, a two-story wing that connected the Courthouse and the jail was completed. A major addition and renovation was completed in 2000, adding 15,185 square feet to the existing structure. The facility now totals 29,351 square feet. The addition was completed using field stone from Augusta County that closely matches the stone of the original building that was mined from Fort Valley. The renovation and addition were completed under the review of the Virginia Department of Historic Resources per an agreement that allowed the County to receive \$169,000 in state grants.



Warren County Court House

The Courthouse includes two Circuit Courtrooms, one General District Courtroom and a Juvenile and Domestic Relations Court. In addition, the Courthouse provides chambers for each of the judges, office space in the Circuit Clerk's Office, the General District Clerk's Office, Juvenile and Domestic Relations Clerk's Office, Juvenile Probation and Parole and a Law Library.

The Warren County Courthouse, completed in 1936, has been included on the Virginia Landmarks Register and the National Register of Historic Places. Unique in its design, the courthouse serves the County's residents as well as a landmark to all who visit Front Royal. In addition to regular court activities, the courthouse hosts many functions for the community.

The Government Facilities Space Needs Analysis and Master Plan (Option 4) approved by Board of Supervisors has four recommendations for future building needs for the Courts.

- Demolish the existing jail adjacent to the existing Courthouse after construction and occupancy of a new regional jail is completed.
- Expand the existing courthouse with an addition of approximately 21,250 gross square feet to accommodate the additional square footage needed by the Courts functions. Move functions into the addition, renovating the resulting vacated space for other court functions remaining in the building.

- On the site currently occupied by the Sheriff's Department, construct a new J&DR Court building of approximately 20,150 square feet with associated parking to accommodate the J&DR Court, J&DR Court Clerk, J&DR Court Services Unit, and a court security component. Relocate the JD&R Court and associated departments to the new building and renovate the resulting vacated areas of the existing courthouse.
- The sequence of construction of a new JD&R Court building or an expansion of the existing Courthouse would be impacted by three major factors, as follows: 1) whether or not a new Public Safety Building has been constructed, 2) whether or not a new regional jail had been constructed and 3) which court functions have the greatest space needs at the time of the project implementation.

Warren County Government Center

As County services increased with the growing population, office space has become more confined each year. In addition, the County was spending over \$30,000 per year in rent for various facilities to house the various departments including: Health Department, Social Services and the Extension Office. The need to centralize County governmental functions into a single complex was made a top priority by the Board of Supervisors during the 1990's. Centralizing these facilities would provide needed space where residents could assemble and participate in civic functions. The Board commissioned a facility needs study in 1996-97 that looked at the needs of the County for the next 10-20 years.

The facilities study led to the County purchase of the Social Services Building on Warren Avenue and the Constitution Oak Shopping Center on Commerce Avenue. The shopping center, with only two remaining tenants (Rite Aid and Sherwin Williams) was originally constructed in the late 1950's as the County's first shopping center. It had deteriorated over the years and the vacancy of the anchor store (IGA) further led to the rundown appearance of the facility. The County purchased the facility in 1998 for \$1.3 million and, in April 2000, completed renovations to the facility to house most of the County offices. The renovated facility totals 37,153 square feet of office space.



Warren County Community Center

Today, the Warren County Government Center houses offices for County Administration, Fire and Rescue, Building Inspections, Planning and Zoning, Registrar, the Treasurer and the Commissioner of the Revenue, and the Virginia Cooperative Extension Office.

The Government Facilities Space Needs Analysis and Master Plan (Option 4) approved by Board of Supervisors has four recommendations for future building needs for general government services.

The Government Facilities Space Needs Analysis and Master Plan (Option 4) approved by Board of Supervisors has four recommendations for future building needs for general government services.

- Acquire the property south of the Government Center for construction of an addition to the

Government Center building.

- Build a 10,800 gross square foot addition to the Government Center to accommodate expansion of the departments to remain in the building, and renovate the areas of the building vacated by Fire and Rescue, CSA, and School Administration.
- Relocate Virginia Cooperative Extension, Planning and Zoning and Building Inspection, Finance, and portions of County Administration to the newly constructed and renovated areas of the Government Center. Renovate and reallocate the resulting vacated areas of the Government Center to accommodate expansion of the functions which are to remain in the building including County Administration, Registrar, Treasurer, and Commissioner of the Revenue.
- Continue to lease out the existing Sherwin Williams building and keep this property in reserve for County space needs beyond the twenty-year time frame.

Other Government Facilities

Other County government facilities include the Sheriff's Office, Warren County Jail, Raid Building and the Social Services building. The County has recently completed constructing a Public Safety Building, located on Skyline Vista Drive. The Public Safety Building is approximately 38,000 square feet in size and one story in height. The building houses the Warren County Department of Fire and Rescue and the Warren County Sheriff's Office, including the following functions: Administration, Animal Control, Civil Process, School Resource, DARE, Investigations, Patrol, the Emergency Communications Center and the Emergency Operations Center. The Sheriff's Office functions occupy approximately 32,900 square feet of the new public safety facility. Fire and Rescue Services occupy approximately 4,260 square feet.

The Jail is attached to the Courthouse and faces Jackson Street. The building has received over \$600,000 in improvements since 1995 including the installation of an exercise yard and classroom, security camera system, HVAC system and an EFIS exterior to blend with the Courthouse. The facility totals 12,924 square feet and has been approved by the State of Virginia to provide beds for 67 inmates. The Jail was tied into the Courthouse to allow for the exchange of prisoners to the various courtrooms without going outside the building. These improvements have improved the appearance, functionality and security of the facility. A companion facility, the Raid Building, is located at 30 East Jackson Street and was purchased in 2002 by the County and has a rated bed capacity of 30. This facility handles work release inmates who are allowed to work jobs in the community during the day, but must return to the facility in the evening. The advantage to the County is that the inmate has to pay their own way, including medical costs.

The County has recently began construction of a regional jail in conjunction with Shenandoah and Rappahannock Counties. The site is located on Route 340/522 North in the Cedarville Enterprise Zone. The design includes a 375 rated capacity regional jail. The RSW Regional Jail Authority received approval from the Virginia Department of Corrections to fund 50% of the eligible costs of the construction, and the facility shall be designed in accordance with standards of the Department of Corrections. The building is scheduled to be completed and open by July 1, 2014.

The Warren County Department of Social Services is located in a county owned building at 912 Warren Avenue. The building was purchased in 1997 and has received minor renovations to provide efficient and functional space for the Department. The County leases the building to the Department.

The Warren County Health Department is located in rented space at 134 Peyton Street. The employees of the facility are cramped for space. While adding a number of employees over the past 10 years, the Department has remained in the same office space. The Environmental Section of the Health Department works very closely with the Building Inspections and Planning Department on building permit and subdivision approval.

The County is working on the utilization of the former 15th Street Middle School facility (now named the Health and Human Services Complex) to be used for a mixture of uses including a community facility and office space for organizations such as Social Services and Health Departments, school offices and school maintenance. This would be an adaptive reuse of the facility that will allow it to continue to be part of the fabric of the community since it is not proposed to re-open as a school.

The former Samuels Public Library located at 538 Villa Avenue in Front Royal, Virginia was recently renovated to become the Warren County Community Center. The building is 10,716 square feet in size. The facility is being utilized by the Warren County Parks and Recreation Department and Warren County Public Schools. The Warren County Parks and Recreation Department hosts many new programs and existing programs at this facility. The Warren County Public Schools hosts school related functions and programs that support students, teachers and parents. Alterations to the building generally consisted of reconfiguring partitions and doors throughout the building to create classrooms, offices, and meeting spaces.

Goals and Objectives

Goal I: Maintain existing, efficient, equipment and facilities for County Government and residents.

Objectives:

- A. Give priority to expanding existing facilities rather than to creating new facilities.
- B. Deliver necessary County services in a convenient, cost effective manner.
- C. Use green technology in the renovation/construction of facilities to reduce energy costs and set example of environmental stewardship.

Goal II: Provide residents with needed facility space in which to assemble and to participate in civic functions.

Objectives:

- A. Develop County facilities in locations that are actual or potential focal points for citizens' activities.
- B. Complete the renovation of the Health and Human Services Complex.

Implementation

Adequate Public Facilities Standards - From the County's Comprehensive Plan a Level of Service policies (LOS) should be maintained through the County's fiscal impact model. LOS policies provide the basis and criteria on which to evaluate alternatives and to determine capital requirements. With the establishment of LOS policies, the County makes a clear statement to developers which would reflect the public's expectations for County services. Establishing LOS policies and standards for public services, ensures that sufficient services are in place or will be provided as development occurs. LOS standards ensure that service expansion coincides with new development. This implementation strategy applies to all types of County facilities and services.

Government Center Future Expansion - Purchase additional buildings/land next to the Government Center to allow for expansion in the future.

Parking Facilities - Provide adequate parking for citizens as well as for employees at all County facilities.

Summary

The renovation and addition to the Courthouse and the purchase and renovation of the Warren County Government Center have provided a centralized location for County government and related civic activities for the County's residents. The County has the space to allow for orderly growth and expansion of facilities for government services for the next 10-20 years. The County needs to continue to look at ways to enhance the functionality, access and convenience of these facilities in the future.

Chapter Summary

The Community Facilities section represents the County's attempt to identify its resources and additional facilities' needs as the County grows and develops. Community Facilities have a major impact on County growth and development. The presence or absence of such items as adequate schools, parks, hospitals, libraries, police, fire and rescue services, as well as refuse collection and disposal, is a major local concern and decisions concerning such facilities are a vital part of local government. The furnishing of facilities to meet Warren County residents' needs requires a substantial capital investment. Therefore it is important to study existing local facilities, identify deficiencies, and propose solutions to how the County can provide necessary services for its present and future residents. It is imperative that new development pay its fair share of the associated capital costs. This chapter has outlined the improvements needed for the future. It is important to remember that the County has limited financial resources and that many of the needed facilities must be phased in over the 20 year planning period that this plan represents.

Over the past ten years, the County has made a great deal of progress in the expansion of community facilities. Improvement of education facilities has been made by the opening of two new High Schools and the renovation of the original Warren County High School into a Middle School. Additional buildings have been acquired near the Government Center in planning for the future expansion of government offices, including School Board offices. A Public Safety Building has recently been completed to house the Sheriff's Office and Fire and Rescue Department. Land has also been purchased for a regional jail in cooperation with Shenandoah and Rappahannock Counties and construction has begun on

the facility. Work has started on the old middle school building located on 15th Street to utilize the building for the centralization of additional government offices. A new library facility was completed and work on the old library building has been completed to utilize the building as a community center.

Great strides have been made in the Parks and Recreation facilities for the County. A Parks and Recreation Master Plan was completed to plan for the future expansion and upgrades needed for the park facilities. Land was purchased and planning has begun for a regional park. The Skyline Soccerplex was completed, which includes a skatepark. Renovations were made to Bing Crosby Stadium, as well as to other existing parks. The County has completed and is continuing to develop several bicycle and pedestrian trails. These trails are located along the river and in other areas where citizens and visitors can enjoy the natural beauty of the County. Moving forward, the County should continue the progress that has been made over the past five years to provide services for its present and future residents.

Map 5.5 Boat Landings