

COUNTY OF CAROLINE, VIRGINIA

BOWLING GREEN - MILFORD

COMMUNITY PLAN



ADOPTED BY THE BOARD OF SUPERVISORS
SEPTEMBER 26, 2006

APPENDIX A - *BOWLING GREEN - MILFORD COMMUNITY PLAN*

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INTRODUCTION

Like most communities, Bowling Green and Milford are experiencing change. The changes occurring in and around Bowling Green, Milford and Caroline County can have either a positive or negative impact on the community. The fundamental question for the future is: How do we manage change in a manner that best promotes the overall well-being of the community?

The Area Plan is designed to respond to that question by setting a positive course for the future of Bowling Green and Milford. Based on an analysis of where Bowling Green and Milford are today, this plan articulates a vision and direction in which we want the community to move. It suggests the ways in which we can invest in our community for the future, and, most importantly, this plan focuses on specific actions that will help us achieve the future we desire.

The Bowling Green/Milford Area Plan is a component of the overall Caroline County Comprehensive Plan, which is the official policy guide for future development related decisions. Both plans are long range in nature and provide a picture of how the community wishes to develop over the next 20 years.

As a policy document, each plan provides a framework for community residents and decision makers to conceptualize how the community should look and function. The purpose of the plans is to:

- Provide a guide for the numerous public and private decisions that will create the future community;
- Promote the interests of the Community as a whole;
- Enhance, describe and promote the Community's physical development;
- Evaluate short-term actions against long-term goals; and
- Recognize the natural, physical, cultural, and architectural significances of the Bowling Green/Milford area, so that it can be more effectively preserved, protected, and integrated into an orderly pattern of development.

The Bowling Green/Milford Area Plan is organized around eight major goals; each growing out of the community values that have been identified and which, taken together, form a strategy for the future of Bowling Green and Milford. These goals are the foundation and guiding principles around which the policies, design concepts and criteria for future growth in the Bowling Green/Milford Area should be designed.

GOALS

- Encourage a strong sense of community by enhancing the Unique Character of the area
- Preserve an attractive visual appearance
- Preserve, maintain and promote the natural and historic resources of the Bowling Green/Milford area in order to make the area a healthy and attractive place to live.
- Manage the area's growth and development to maintain and enhance the area's quality of life.
- Provide adequate, high quality, and well-maintained public services, amenities, and facilities.
- Provide a comprehensive multi-modal transportation system for the Bowling Green/Milford Area.
- Support balanced, appropriate economic development
- Promote and sustain a variety of housing opportunities in the Bowling Green/ Milford Area.

BOWLING GREEN/MILFORD AREA PLANNING PROCESS

PLAN ORGANIZATION

The Bowling Green/Milford Area Plan is comprised of six chapters that address economic development, land use, architecture/design, transportation, public facilities and utilities, and resources (natural and historical). The applicable goals and objectives identified above are also contained in each chapter, and in some cases, are further supported by recommendations designed to achieve the objectives. This plan is intended to support the Caroline County Comprehensive Plan and the Town of Bowling Green Comprehensive Plan. However, the vision, goal setting and planning efforts are limited as follows:

- This plan is an area plan. As such the geographical area of this study is limited to the communities of Bowling Green and Milford and its immediate areas as bounded to the north by Paige Road, the south by New Baltimore Road and Wrightsville Road, to the east by Fort A.P. Hill and to the west by the Mattaponi River.
- This plan is not a comprehensive plan update for the Town of Bowling Green, nor is it intended in anyway to direct the planning or development efforts of the Town. It does recognize the mutual interests and benefits of the Town and County to work together to implement a vision articulated by community residents.
- This area plan is not intended to duplicate material that can be found elsewhere in the 2005-2025 Comprehensive Plan of Caroline County, the Caroline County Strategic Plan, The Town of Bowling Green Comprehensive Plan, or in any other county, regional or state plan.
- Detailed planning for needed future infrastructure such as transportation, water and wastewater are provided in other plans.

PLANNING PROCESS

The process began in the spring of 2002, with the appointment of the citizens committee by Supervisor Robert Farmer (Bowling Green District) and Supervisor Floyd Thomas (Mattaponi District), which was charged with preparing recommendations for the future development of the area. The Committee held monthly public meetings that were advertised in the local media to which the public was encouraged to attend. Throughout the process, the committee continuously solicited public input. One method of solicitation was a community survey mailed to all households in the area. The major issues are identified below.

COMMITTEE EXERCISE

In the fall of 2003, the planning committee participated in a planning exercise composed of three parts. First, the committee members were asked them to identify a key parcel(s) in the Bowling Green and Milford area that, when and if developed, may potentially completely change the nature of the community. Secondly, they were asked to identify all the resources in the community. Finally, the committee was asked to develop a list of "Hot Button" issues. After identifying these items the committee ranked their findings. The top three items for each part of the exercises are identified below;

KEY PARCEL ANALYSIS

1. County office buildings should be kept in town
2. The retail core in downtown Bowling Green should be preserved and enhanced
3. A mixed-use project (hotel, restaurant, shops and a retirement community) along Rt. 301 north abutting Ft. A. P. Hill would be appropriate

COMMUNITY RESOURCE ANALYSIS

1. Historic Resources
2. Sense of Community
3. Attributes-safe, clean and quiet

HOT BUTTON ISSUES

1. Need more restaurants and parking in downtown Bowling Green
2. Most people do not work here and therefore do not shop here
3. Downtown is declining

The results of these exercises were used by the citizen planning committee in drafting this plan. Many of these same concerns were also expressed in the results of the community survey.

STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS

All communities have existing community assets that can form the basis of planning. Communities also have certain real or perceived strengths and weaknesses. In completing this study, one major task of the committee was to identify community assets and the real or perceived strengths of the Bowling Green and Milford area, as reported by the residents through a written survey and as determined by the committee through its research and deliberations. Once identified, the second major task of the committee was to determine how the community might capitalize on its existing assets and its real or perceived strengths and how it might effectively address its real or perceived weaknesses.

Most communities also have either present or potential opportunities and present or potential threats that it may face when planning its future. Additionally, residents have general concerns that are important to address when considering the future of the community. In completing this analysis, the committee sought to identify both opportunities and threats to the Bowling Green and Milford area. Once identified, the objective was to determine how the community could take advantage of its opportunities and successfully challenge its threats. The survey also identified the concerns of the community-at-large. This section of the report will focus on building upon assets and strengths, addressing weaknesses, pursuing opportunities, minimizing weaknesses, and addressing general concerns of Bowling Green and Milford area residents.

EXISTING STRENGTHS AND ASSETS

In the opinion of the responding residents, the major strengths of the area are: the rural character of the area (75%), quality of living (67%) and reasonable housing costs (67%). Other major strengths that more than half of the 526 survey respondents agreed upon are: fire and rescue services (58%); hunting and fishing opportunities (57%); and good neighbors (56%). Distance from the cities, good roads and property appearance were also cited as elements upon which the future of the Bowling Green and Milford area can be planned and developed.

EXISTING WEAKNESSES

Lack of employment (80%); lack of the availability of shopping opportunity (76%); lack of availability of public water/sewer services (62%) and quality of the public schools (48%) are by far the greatest weaknesses that need to be addressed, as cited by respondents, if the desired future of Bowling Green and Milford is to be realized.

OPPORTUNITIES

The committee viewed the following as near-term opportunities for planned growth that will support the goals of the Bowling Green and Milford area: (1) opportunity and commitment of the county to plan and manage future growth; (2) several large tracts of land in the area available for development; and (3) the interest of several developers in the planning process and willingness to develop projects consistent with this plan.

GENERAL CONCERNS (THREATS)

Crime, or the potential for crime, was the most frequently mentioned concern in the survey (81%). This was followed by concern for: unplanned growth (79%); quality of public schools (75%); and lack of availability of public water/sewer (73%). These most important concerns and others identified in the Community Survey must be given consideration in planning the future of the Bowling Green and Milford area.

GENERAL FINDINGS AND CONCLUSIONS

In preparing this area plan the committee researched information in county records, conducted interviews, distributed approximately 700 questionnaires to residents of the study area, and conducted public discussion of various subjects addressed in the study. Having gathered information from these sources, the committee then completed an analysis of its findings determining various conclusions from the analysis. This plan and the recommendations contained herein are the product of the committee's efforts.

DEMOGRAPHIC AND GROWTH TRENDS

OVERVIEW

This section provides public officials, citizens, and others interested in the Bowling Green District (BGD) of Caroline County with basic information relating to population and housing information. The materials contained in this section are from the *Caroline County Demographic & Economic Profile 2003*, a larger document, which examines population, housing, income and an economic analysis on a countywide level.

Bowling Green has experienced significant changes since 1970. Most notably its share of the County's total population decreased from over 30% to slightly fewer than 20% as of 2000. Also, its rate of population growth slowed significantly during this time. The composition of BGD population has changed. Today, the area contains a population with a higher median age (40.6) than that of the County (37.7). This is supported by a decline in the under 18 population group and a rise in the over 65 population in the district. The entire planning area has experienced a relatively stable population since 1970. However, the rate of increase in the population over 65 is more than 73% and the decline in the under 18 population age group is slightly less than 38% during this same time period. Another significant change is the loss of approximately 23% of the African American population in the BGD, while the American Indian and "Other Race" groups experienced a 50% and 100% increases respectively.

In 1990, the BGD contained about 25% of the total houses in the County. By 2000, this percentage declined to less than 19%, representing a decline of approximately six percent. The BGD average household size declined at a faster rate than that of the County as a whole. By 2000, the average household size was 2.55 down from its high of 3.4 in 1970.

All these changes reflect that the BGD has transitioned into an older community, which has stabilized its growth while other areas of the County continue to experience new growth and development.

POPULATION

GROWTH & PROJECTIONS

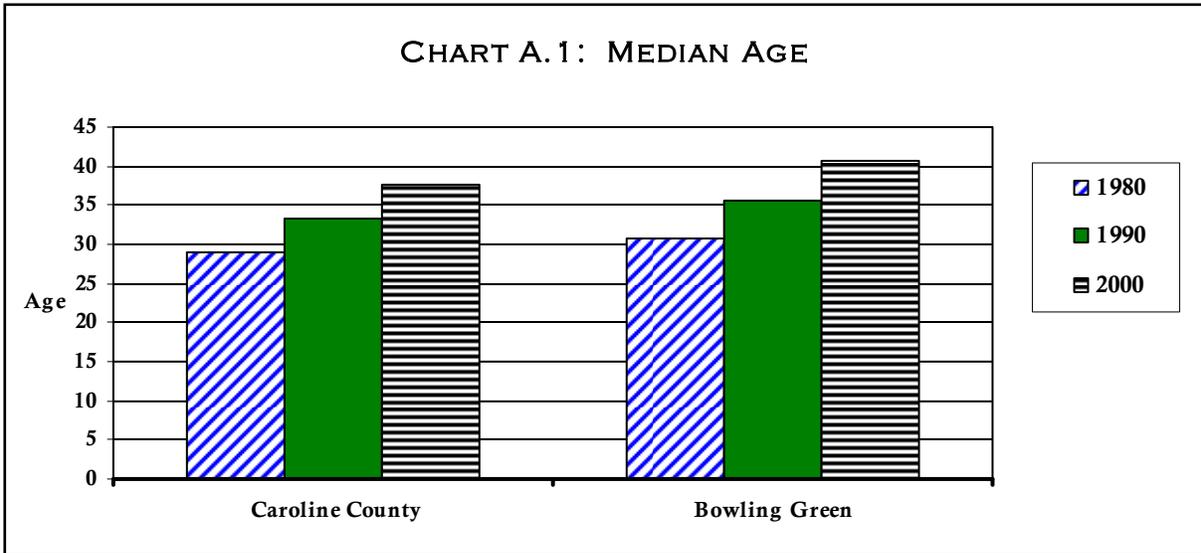
The following tables and charts illustrate the changes and comparisons between the Bowling Green District (BGD) and the County from 1970 through 2000 based upon Census information. Since 1970, the BGD population has decreased as a portion of the total population of the County. The overall decrease is approximately 13% between 1970 and 2000. This is most likely due to the rate of growth in other portions of the County. **Table A.1** details the actual population figures from 1970 through 2000.

| Year | Caroline County | Bowling Green | Percent of County Total |
|------|-----------------|---------------|-------------------------|
| 1970 | 13,925 | 4,447 | 32% |
| 1980 | 17,904 | 5,237 | 29% |
| 1990 | 19,217 | 4,365 | 23% |
| 2000 | 22,121 | 4,251 | 19% |

Source: U.S. Census 1970 – 2000

MEDIAN AGE

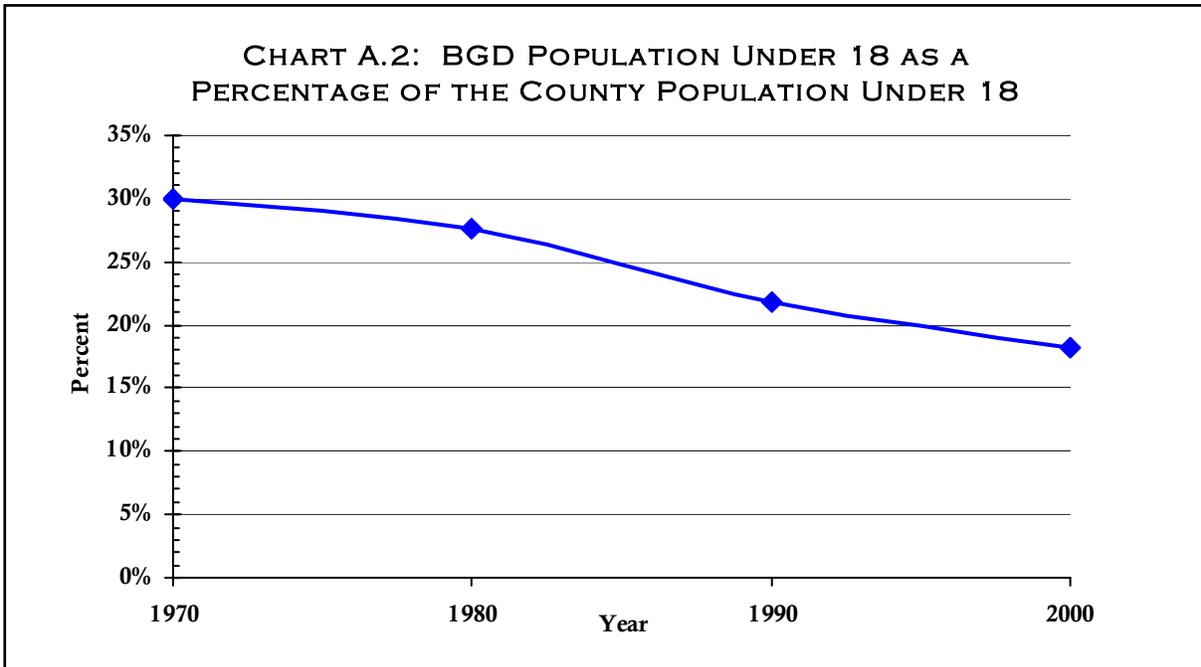
The median age is the midpoint of population age in a community. Since the 1970s, the nation, as well as many states and localities, experienced an increasing median age. As the "baby boomers" continue to age the median age will continue to increase. The median age for BGD and the County is reflected in **Chart A.1**.



Source: U.S. Census 1980 - 2000

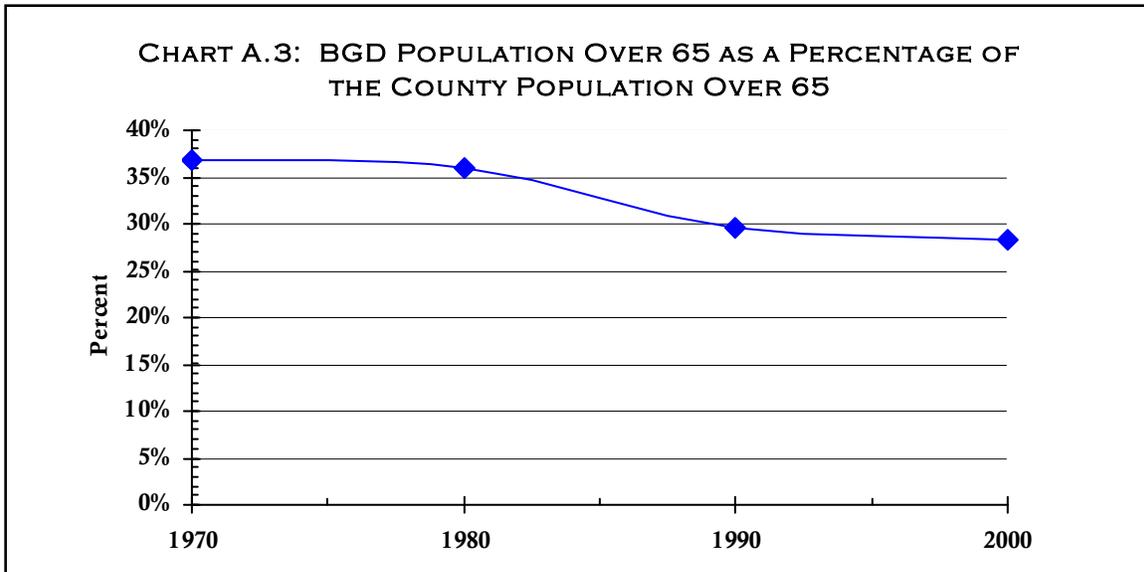
POPULATION UNDER 18 AND OVER 65

Since 1970, the BGD has seen a steady decline in the number of residents under the age of 18 years of age, falling from a high of 1,603 in 1970 to 997 in 2000. This represents a 37.8% decline in the under 18 population. Additionally, the BGD share of the County's population under 18 has declined. This decline is illustrated in **Chart A.2**.



Source U.S. Census 1970 - 2000

While the population under 18 decreased, the population over the age of 65 experienced continued growth in numbers in the BGD since 1970. However, when compared to the County population over 65, the BGD experienced a decline in percentage, shown in **Chart A.3**.

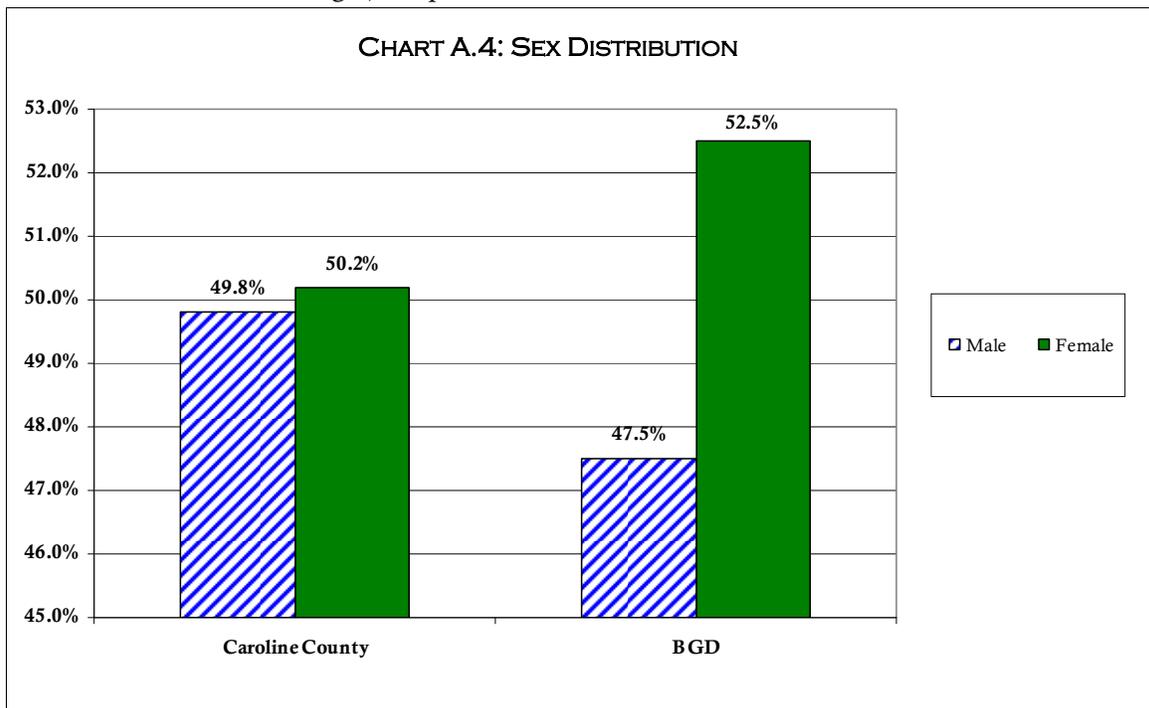


Source U.S. Census 1970 – 2000

The decline in the under 18 population and the steady rise in the over 65 population age group have many implications. While both age groups are declining as a percentage of the total County population by their respective age groups. The over 65 population in the BGD has experienced an increase in numbers rising from 487 in 1970 to over 800 in 2000, an increase of more than 73%. These shifts can have an impact on household size, which will be discussed in the housing section.

SEX DISTRIBUTION

The distribution of males and females for the County and BGD is illustrated in **Chart A.4**. The relationship of males to females in the County is only separated by 0.004% or 4/10 of a percent. The separation for males and females in BGD is much larger, five percent.

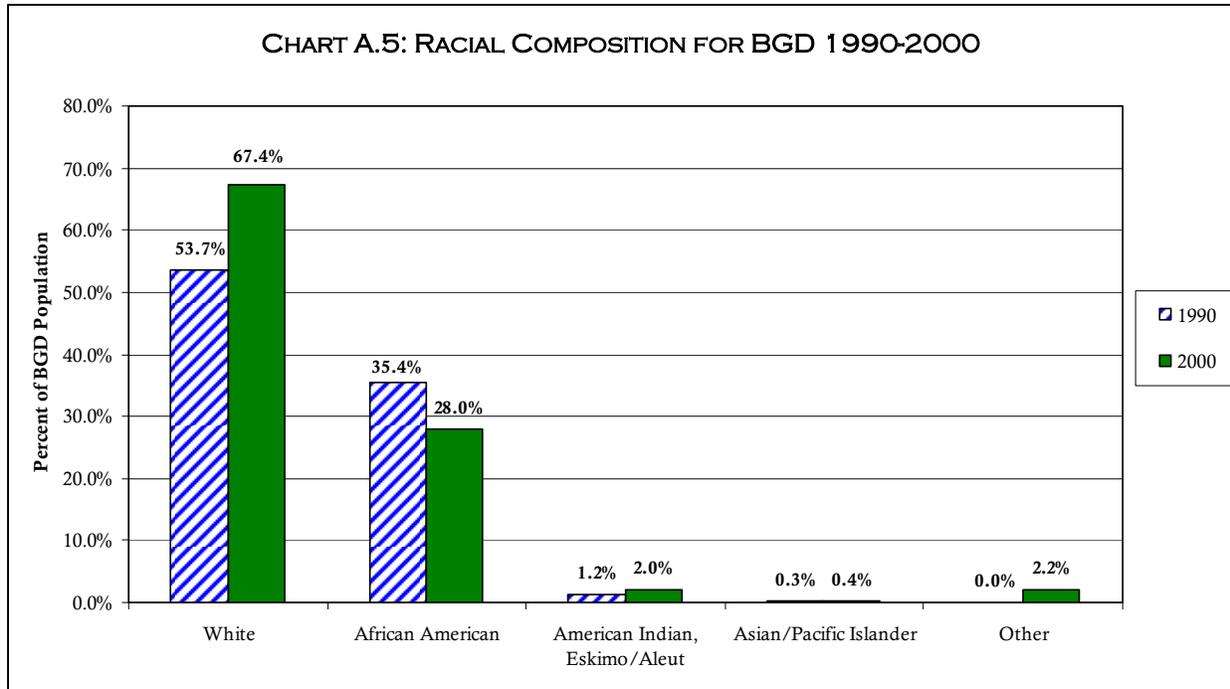


Source: U.S. Census 2000

RACIAL COMPOSITION

The racial composition of the BGD is presented in **Charts A.5**. In 1990, the BGD had 2,759 Caucasians, 1,544 African Americans, 51 American Indians/Eskimos/Aleuts, and 11 Asians/Pacific Islanders.

By 2000, the racial composition of the BGD had changed dramatically for certain races. The 2000 Census revealed that there were 2,866 Caucasians, 1,191 African Americans, 87 American Indians/Eskimos/Aleuts, 15 Asians/Pacific Islanders, and 92 people who identified themselves as “Other”. The biggest change is the sizable decrease in the African American population, which decreased by 353 people or approximately 22.9%, while in the same period of time Caroline County saw a decrease of only 3.4% in the African American population.

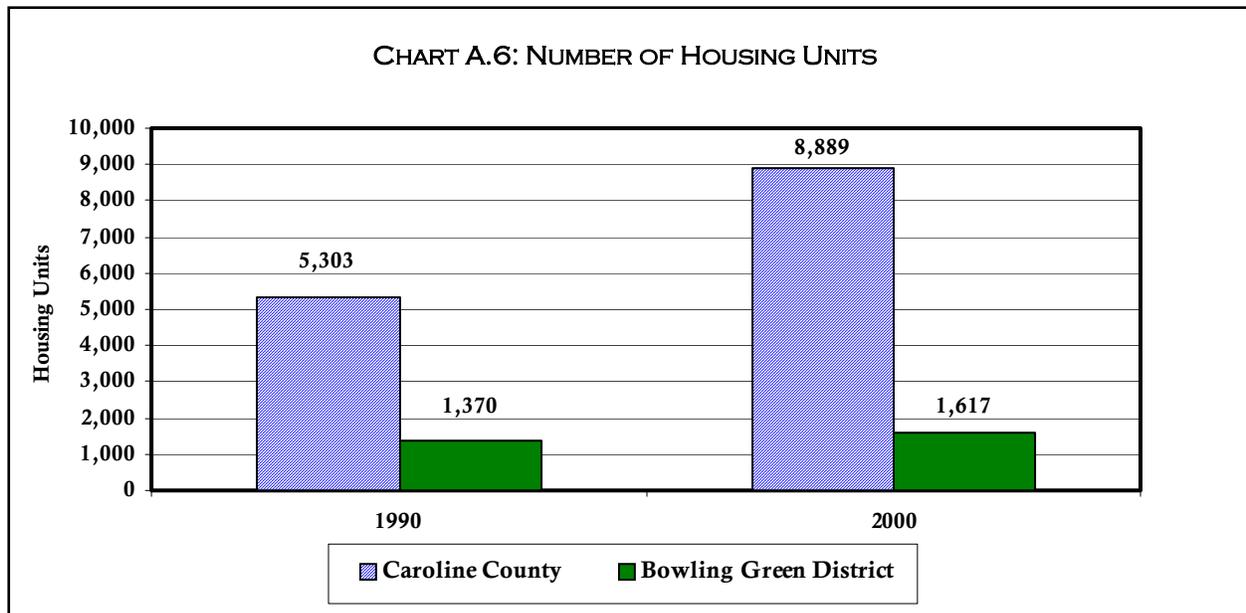


Source: U.S. Census 1990 & 2000

HOUSING

NUMBER OF HOUSING UNITS

Charts A.6 shows the actual number of housing units in the BGD and Caroline County. BGD contained approximately 24% of the County’s housing units in 1990 and by 2000 its representation had decreased to 18%. This decrease is most likely due to the increase in housing units in other areas of the County.

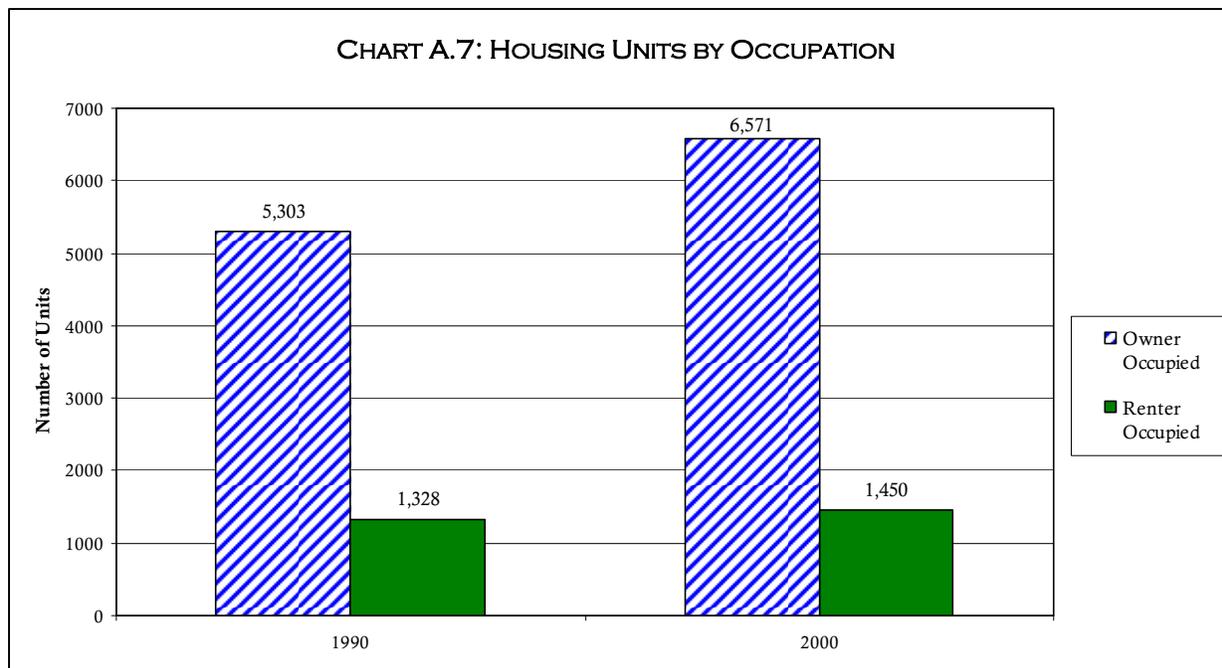


Source: U.S. Census 1990 & 2000

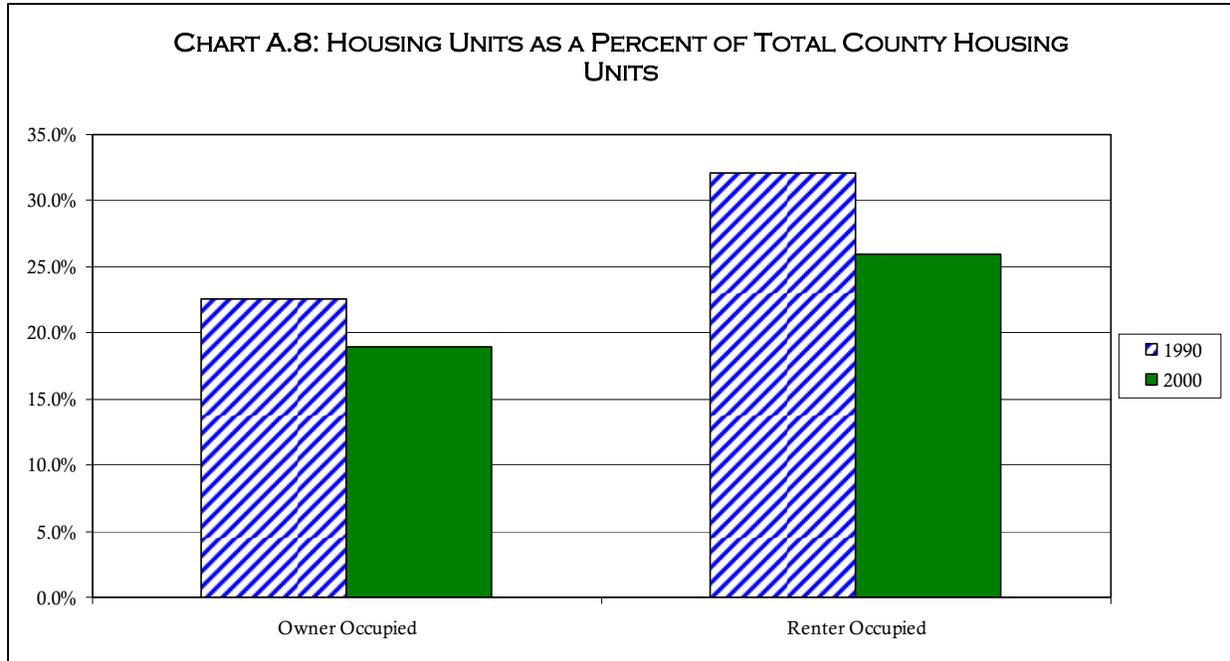
OWNER OCCUPIED & RENTER OCCUPIED HOUSING UNITS

Charts A.6 & A.7 illustrate the changes in the number of owner and renter occupied housing units in the Bowling Green District and Caroline County. Based upon the 1990 Census there were 1,753 total housing units in the BGD, 1,625 occupied, 128 vacant, a vacancy rate of approximately seven percent. Of the 1,753 units, 1,199 were owner occupied and 426 were renter occupied.

In 2000, there were 1,788 total housing units in the Bowling Green District, an increase of approximately 2%. Of the total 1,788 housing units 1,617 were occupied and 171 vacant. This represents a vacancy rate of approximately 9.5%, a slight increase from 1990. There were 1,241 owner occupied housing units and 376 renter occupied housing units. This is an increase of approximately a 3.5% in owner occupied and a 12% decrease in renter occupied housing units.



Source: Census 1990 & 2000



Source: Census 1990 & 2000

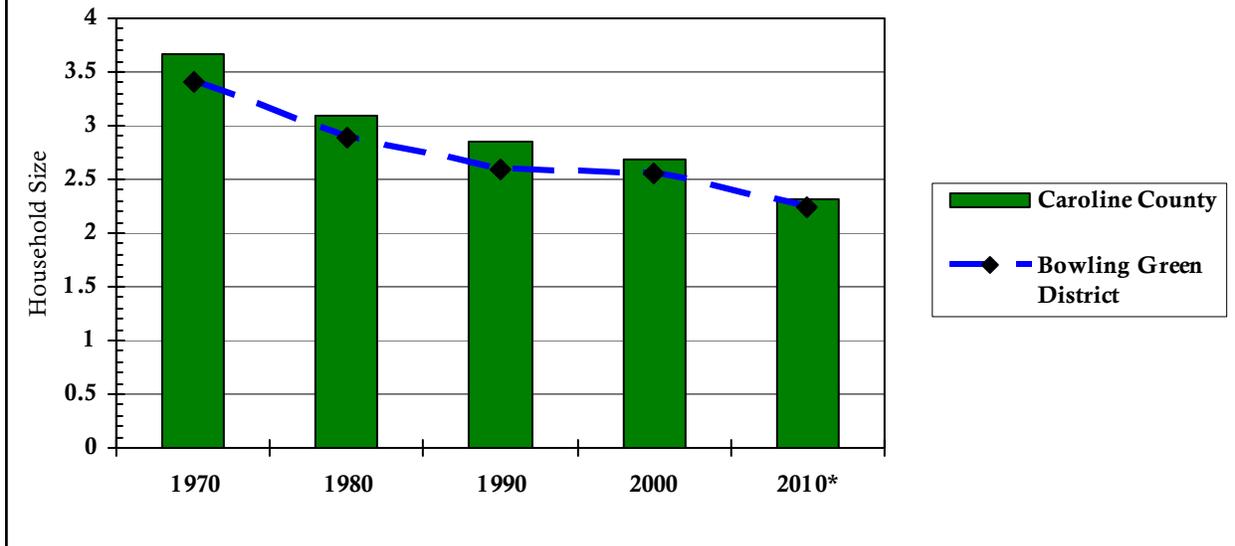
In 1990, there were 5,303 owner occupied housing units in Caroline County. Of those, 23% were located in the Bowling Green District (**Chart A.8**). By 2000, BGD’s share of County owner occupied housing units decreased to 18%. The number of renter occupied housing units in the County in 1990 was 1,328, and the BGD represented 32% of the total. By 2000, BGD’s share of County renter occupied housing units decreased to 26%.

AVERAGE HOUSEHOLD SIZE

Average household size is the average number of persons per occupied housing unit. In 1970, BGD had an average household size of 3.4, while the County had an average household size of 3.66. The average household size in 1980 for the BGD declined to 2.88. At the same time, Caroline County’s average household size decreased to 3.1. By 1990, the BGD’s average household size further declined to 2.6 with the average household size for the County declining to 2.86. The 2000 Census reveals that the BGD’s had an average household size of 2.55 and the County’s was 2.69, a continued decline. The overall decline between 1970 and 2000 was 0.85 for the Bowling Green District and 0.97 for Caroline County.

For the Bowling Green District the trend of decreasing house size is most likely due to the increase in the older population. Those are generally households without children and thus fewer people. This is evidenced by the increase in population over 65 and decrease in the population under 18. Using this rate of decline, by the year 2010, the average household size is projected to decline in the BGD to 2.24. Using the same method the County’s average household size is projected to decline to 2.32 by 2010. **Chart A.9** illustrates this trend and projection.

CHART A.9: AVERAGE HOUSEHOLD SIZE



Source: Census 1970 – 2000

HISTORIC AND NATURAL RESOURCES

OVERVIEW

The Bowling Green/Milford area has an abundance of both historic and natural resources. An essential component of planning for the area is the assessment of how natural and historic resources can be responsibly utilized, managed, developed and preserved within the community. Both resources are vulnerable to development and can affect the manner in which land is developed. However, both resources can benefit from development done in a sensitive manner.

The destruction of historic and natural resources does not have to be an inevitable consequence of development. In fact, destruction of these resources is often what gives development a bad name. To the contrary, new development can occur without unduly threatening the resources of the area. Using the proper methods and techniques, new development can be designed and built in a manner that is sensitive to and reflective of the resources in the community.

This chapter identifies elements of existing natural and historic resources and addresses important issues related to these resources. This chapter also identifies sensitive or significant resources and identifies ways to best manage and protect those resources. Natural resources are generally defined as water, agricultural, forestal, and wildlife. For purposes of this plan, only issues related to water resources are discussed. Historic resources are generally defined as buildings, properties, monuments, or sites of historic events. It is the purpose of this chapter to promote the conservation, protection and sound management of the Bowling Green/Milford Area's natural and historical resources.

NATURAL RESOURCES

SURFACE WATERSHEDS

During a rainfall event, a portion of the rainfall seeps into the soil. However, some of the rainfall flows across the soil, not being absorbed, eventually entering a stream, river or wetland body. A "watershed" is the area of land whose rainfall "runoff" drains into that particular water body. If the stream or lake also happens to be used as a source of drinking water for nearby communities, then part of this watershed would be considered a "water supply watershed."

Life is dependent upon an unpolluted water supply. Contaminants that are potentially harmful to human health must be prevented from entering the water, but human activities often disrupt the natural processes that help maintain the quality of water that runs off to the surface waters. Examples of such activities include:

- Removal of the natural vegetation through development of land, agricultural practices, etc., will increase water pollution. Rapid runoff increases the ability of the rainwater to dislodge and carry pollutants into the water body. Natural vegetation acts to slow down the flow of water and trap sediment and other contaminants before they reach the water supply.
- Covering land with impervious surfaces (surfaces that water cannot penetrate, or be absorbed by, such as parking lots, roads, and buildings) contributes to rapid runoff and pollution problems.
- Improper storage and disposal of hazardous or toxic wastes can cause toxins to be carried into the water supply.
- Improper discharge of effluents from municipal sewer treatment facilities can result in poorer surface water quality.

If left unchecked, these types of activity in a watershed could eventually lead to such severe water contamination that the water becomes unfit for human consumption and uninhabitable for any fish or wildlife.

GROUNDWATER RECHARGE AREAS

The groundwater recharge area is the land where the water first enters the soil before eventually seeping into an aquifer, which is an underground layer of sand, gravel and/or rock that collects water. Groundwater can move readily through soils and rocks that have large pore spaces (porous), such as sand, gravel, sandstone, or limestone. However, soils and rocks having small pore spaces (non-porous), such as clay, shale, or granite, hinder water movement.

As water is pulled downward by gravity and other pressures, it moves along the path of least resistance; through porous layers of rocks or soil and going around non-porous layers whenever possible, until it comes to a non-porous layer of rocks or soil that it cannot get around. This “confining layer” will block further downward movement of the water, so that a groundwater reservoir, of sorts, forms in the porous layers of soil or rock directly above the confining layer. If hazardous or toxic substances pollute the water that seeps into the ground in a recharge area, these pollutants are likely to be carried into the aquifer and contaminate the groundwater, making it unsafe to drink. Once polluted, it is almost impossible for a groundwater source to be restored.

WETLANDS

Wetlands are defined as those areas that are inundated and saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. The ecological parameters for designating wetlands include hydric soils, hydrophytic vegetation, and hydrological conditions that involve a temporary or permanent source of water causing soil saturation.

Wetlands in the Bowling Green/Milford area are identified by the U.S. Department of the Interior as non-tidal (Palustrine) wetlands. There are eight types of Palustrine wetlands: rock bottom, unconsolidated bottom, aquatic bed, unconsolidated shore, moss-lichen wetland, emergent wetland, scrub-shrub wetland, and forested wetland.

FLOODPLAINS

The Federal Emergency Management Agency (FEMA) manages areas within the 100-year flood plain, which is an area that would have a flooding event with a frequency of once per every one hundred years, or having a one percent (1%) chance of occurrence in any given year. In 1989, FEMA issued the Flood Insurance Rate Maps for Caroline County, which identify the approximate boundaries of the 100-year flood plains.

A considerable amount of floodplain is located in the Milford area along the Mattaponi River. Most development adjacent to the floodplain areas are agriculture or woodland. Caroline County currently has a floodplain ordinance that limits development types that may interfere with passage of water in the floodplain. Many of the floodplains serve as basins to contain water runoff from adjacent developments.

ENVIRONMENTAL ISSUES

Where development does occur, it is important to protect natural resources through implementation of erosion and sediment controls, storm water management and other water quality protection measures. A new approach, termed “low impact development,” or LID, has been successfully implemented in other nearby localities. In partnership with *The Friends of the Rappahannock*, these localities have made low impact development part of their local codes for development projects. The premise, according to *The Friends of the Rappahannock* Web Site is “to replicate the pre-development water flow and water quality from a development site.” Implementation of LID technologies can protect environmentally-sensitive lands from non-point source pollution and developing areas and often costs less than conventional development methods.

Non-point source pollution can come from many agricultural and forestry practices. Best management practices have been developed to reduce excessive nutrient and sediment runoff from farm and timber operations.

Some of these practices are mandated by law and others are voluntary. The County, in cooperation with other government agencies, should ensure that landowners are aware of applicable laws and available assistance programs to institute best management practices, including streamside buffers and nutrient management plans.

HISTORIC RESOURCES

In 1991, the County contracted with Traceries and Planning Management Associates (PMA) to conduct a Historical Architectural Survey of the growth areas in the County. This report was included in the 1994 Comprehensive Plan. In 2003, a subcommittee of the Bowling Green/Milford Planning Advisory Committee was established and given the responsibility of updating the 1991 study specifically for the Bowling Green/Milford Planning Area.

EXISTING HISTORICAL PROPERTIES



Caroline County Courthouse

There has always been a strong interest in historic preservation in Caroline County. The subcommittee identified seven sites in the area that are listed on the Virginia National Register of Historic Places: Old Mansion, Gay Mont, Caroline County Courthouse, Spring Grove, River View, Green Falls and the Bowling Green Historic District. The Bowling Green Historic District is the most recent addition, having been added to the Register in 2003.

The Committee also identified 19 sites from the PMA study within the Bowling Green District. These sites are classified as potentially eligible (8), additional research (5) and threatened (6). No action appears to have been taken on any of these sites since 1991.

Finally, using the criteria established by the Virginia Department of Historic Resources, the subcommittee identified 25 additional structures within the Bowling Green district that did not appear on any surveys or lists, but may be eligible.

ISSUES

As previously stated, interest in historic preservation in the area is strong, as evidenced by the overwhelming support received for the designation of the Town of Bowling Green Historic District. Yet, as much interest as has been shown towards preservation, a number of obstacles or issues remain to the historic designation of properties. These issues are discussed in the Historic Resources Chapter of the Caroline County Comprehensive Plan.

However, a central issue that can be addressed by follow up from this planning effort is an established process to notify property owners of historically significant properties and provide assistance to those owners interested in pursuing designation. Based upon information obtained by the subcommittee, the lack of clear information about the process and the availability of assistance may contribute to the lack of additional sites being added to the Registers.

RECOMMENDATIONS

Caroline County should move as quickly as possible to develop a Preservation Plan and update its Comprehensive Plan and Zoning Ordinance to meet the preservation concerns and objectives of the community.

Following this, it will be important to proceed with the designation of local historic districts to protect properties that are eligible to the National and State Registers, other significant properties, properties that are threatened, and properties in danger of loss. Creation of design guidelines and an appropriate review procedure will provide for programs such as community education, owner recognition, public awareness campaigns, and incentive programs to be started as soon as possible. This would allow the process of nominating eligible properties to the National and State Registers to begin.

In addition, strong consideration should be given to the acquisition of the Old Mansion for both educational and recreational opportunities, as well as tourism development for the community. The acquisition of this property would address educational and recreational needs of residents by providing a working historical site from which residents could learn about the early history of the County. It could also be utilized for special events, shows and large gatherings that would attract more interest to the area.

TRANSPORTATION

OVERVIEW

This Chapter provides an overview of the public transportation system that serves the Bowling Green/Milford Area. As development occurs in and around the area, additional pressure will be placed on the transportation infrastructure to keep pace with the demands of growth. The future transportation system cannot rely on road improvements and must be designed to offer alternatives to the motor vehicle and encourage the use of other modes of transportation. The future system must also balance safety, service, cost, and convenience with community character and livability. Each part of the system must complement the other and serves as a network for the community.

EXISTING CONDITIONS

There are two major types of roads in the Bowling Green/Milford Community; Primary and Secondary. The Primary Roads are State Routes 2, 207 and U.S. Route 301. These roads are designed to carry high volumes of traffic, larger motor vehicles at 55 miles per hour. This class of road typically offers transportation on a regional or interstate scale.

The Secondary Road System is the backbone of the community. Among the principal and more heavily traveled secondary roads serving the area are Routes 721 (Sparta Road), 605 (Paige Road), 722 (Nelson Hill Road) and 628 (Antioch Road). The Caroline County Board of Supervisors and VDOT identify projects for the Secondary Road 6 Year Plan. This plan is revised annually based upon the funds allocated to the County for road improvements. Currently, there are no road improvements in the 6 Year Plan for the Bowling Green/Milford Community. These roads are smaller and are not designed to carry high volumes of traffic and larger motor vehicles. Typically, this class of road is to provide direct access to land and short intra-county trips.

In order to maintain the safety and efficiency of Primary Roads, the Board of Supervisors adopted a highway corridor overlay district. This district prevents excessive curb-cuts and promotes the shared use of entrance drives and service roads, as well as inter-parcel connections whenever possible. The overlay regulations also govern the setbacks and other site design strategies to improve the efficiency of the existing transportation network in the County. U.S. Route 301 and State Routes 2 and 207 fall within this overlay district and any new developments are subject to its provisions.

TRANSIT SERVICE

The Bowling Green/Milford Area is served by the Fredericksburg Regional Transit Service (FRED), which provides service several times a day between Milford, Carmel Church, Ladysmith and the Town of Bowling Green. There is also daily service to and from the FRED station in Fredericksburg that connects with other routes, providing opportunities for individuals to take care of errands without having to drive. FRED was extended to the County in 2003 as a means of connecting potential employees with employers and to provide a means of transportation to individuals without other reliable transportation sources.

RAIL SERVICE

Rail service is provided by CSX (freight) to the Milford Industrial Park. While an old train station is located in Milford, the last local railroad freight agent left in the early 70's. There are neither facilities nor services for passenger rail in Caroline County, however Amtrak utilizes the CSX lines for its east coast passenger service. The closest commuter rail station, Virginia Railway Express (VRE), is twenty miles north in



Milford Train Station

Fredericksburg. Presently, about 54 county residents a day use the VRE system to commute to Northern Virginia and Washington, D.C. Ridership is expected to increase with new development in the Bowling Green, Carmel Church, and Ladysmith areas.

The closest Amtrak (passenger rail) facilities are in Fredericksburg and Ashland, 27 miles to the south. While Amtrak is designed for intercity passenger service and not intended as a commuter service, commuters south of Caroline who travel north are forced to use it, unless they wish to drive to a VRE station in the Fredericksburg area.

AIRPORTS

There are no airports located in Caroline County. Air transportation is provided to the area via Richmond International Airport, Reagan National (Washington D.C.), Dulles (Fairfax/Loudoun) or BWI (Baltimore), Stafford Regional and Shannon Airports in Spotsylvania County provide local or private services.

RIDESHARE

Another service available to commuters from the area is the Rideshare program coordinated by the George Washington Regional Commission (GWRC). This program assists riders who are seeking transportation to employment locations outside of the GWRC area. The program matches single riders with others going to the same area (carpool), as well as multiple riders traveling together to nearby destinations (vanpools). In 2005, there were 8 carpools and 4 vanpools serving area residents.

BICYCLE AND PEDESTRIAN FACILITIES

Bicycle and pedestrian facilities are virtually non-existent in the Bowling Green/Milford area. There are no dedicated bicycle lanes in the area and sidewalks are limited to Main, Chase, and Milford Streets, Anderson Avenue, around the Courthouse complex and Town Hall in the Town of Bowling Green, and along a short section of Colonial Road in Milford. With such limited facilities, it is difficult to encourage people to get out and exercise or simply to walk to the store instead of driving their car.

In 2004, a draft bicycle and pedestrian plan was prepared for the County, which included recommendations for the area outside of Town. These recommendations can be used in the Town as well. Consideration should be given to incorporating these recommendations into the overall transportation plan for the area.

FUTURE CONDITIONS

As both the Bowling Green/Milford area and the County as a whole grow in the future, the entire transportation system will be challenged to keep up with the growth pressures placed upon it. It will be more important than ever to put together not only all of the different modes of transportation into a cohesive plan (multi-modal transportation planning), but to integrate transportation and land use planning and decision-making.

To that end, Caroline County and the Virginia Department of Transportation signed an agreement in 2003 to develop a multi-modal transportation plan for the County, which will be adopted separately. The development of a multi-modal transportation plan is necessary not only on a state or regional level, but at a local (County) or even sub-area (Bowling Green/Milford) level.

In the development of a multi-modal transportation plan, a number of issues need to be addressed, specifically:

- Bicycle and pedestrian facilities should be provided in a manner that improves access both within and outside of the Town of Bowling Green;
- New developments should be encouraged to provide facilities within the development and tie to abutting development;

- Existing neighborhoods should be retrofitted to provide such facilities in some manner;
- The Town of Bowling Green should consider developing a bicycle/sidewalk plan that extends facilities along West Broaddus Avenue from Anderson Avenue to Main Street and Maury Avenue to Anderson Avenue; and
- Pedestrian and bicycle facilities should be planned and extended to community facilities in the area, including schools, the Community Services Center, and commercial developments.
- New and/or expanded public transit opportunities should be evaluated and implemented as appropriate.
- Extension of VRE service to the County should be considered and a time frame for developing station sites in the County established.
- The establishment of a station in Milford could be a catalyst for revitalizing Milford and the basis for transit-oriented development (TOD).
- FRED service should be evaluated for opportunities to expand service within the area, including neighborhood service as demand increases.
- Developments should be designed to incorporate sites for future transit stops.
- The road network should be designed to provide multiple access points between neighborhoods.
- A hierarchy of streets should be developed within and between neighborhoods to facilitate traffic flow.
- An alternative truck route should be developed and approved that directs heavy truck traffic away from residential areas and away from “Main Street”.

PUBLIC FACILITIES

OVERVIEW

Public facilities are those facilities required to support the services and functions provided by local government. Such facilities are essential to support the community and its development, as well as to enhance the overall quality of life. Ensuring that public facilities are phased with the demand generated by development is central to the concept of growth management. The quality of these facilities and services contributes to and enhances the quality of life in a community.

Providing adequate facilities is an essential function of government. The proximity of the Town of Bowling Green to the planning area allows the Town and County the opportunity to provide many of these facilities and services in conjunction with each other, thereby eliminating overlapping or redundant facilities. This section discusses the facilities that most affect the residents of the Bowling Green/Milford area. A full discussion of public facilities is contained in Chapter 7 of the Caroline County Comprehensive Plan.

PUBLIC SAFETY

The safety of residents is both a strength and a concern of the area residents, as identified by respondents to the survey. The perceived threat of crime, fire and need for emergency medical assistance by residents requires placement of considerable emphasis on the facilities and services related to the protection of citizens and their property. Public Safety ranked second only to schools in priority of future service delivery.

EMERGENCY SERVICES

Fire and emergency medical services for the Town of Bowling Green and surrounding area are provided by the Bowling Green Volunteer Fire Department and the Bowling Green Volunteer Rescue Squad. These units are supplemented by other volunteer agencies in the County, as well as career personnel from the Caroline County Department of Fire and Rescue.

LAW ENFORCEMENT

Law enforcement is provided by three agencies within the planning area. The Bowling Green Police Department, with a staff of eight, provides primary coverage within the Town limits. The Caroline County Sheriff's Department, with a staff of 39 full-time and 7 part-time officers, provides coverage outside of the Town, and within the Town, as needed. Finally, the Virginia State Police, with a total of 12 troopers, patrols the highway system in the County. All three agencies have offices located within the Town of Bowling Green.



Bowling Green Fire Department - Company 1

RECREATION & PARKS

The preservation of open spaces and the establishment of greenways, parks, and recreational programs is an essential component of any community. These open spaces, recreational areas and programs enhance the well-being of citizens by providing them with enjoyable activities and settings in which to spend their leisure time. There are also conservation benefits to be derived from the preservation of open space, including water quality protection in streams and underground aquifers and the preservation of wildlife habitats. Preserving open space and providing recreational opportunities also create economic benefits by increasing surrounding property values and enhancing the quality of life of residents.

Farmer Park, located behind the Bowling Green Elementary School, is the only public park and recreation facility in the Bowling Green/Milford area. However, it is situated on school property and access is limited during school hours. Additionally, the number and types of facilities are inadequate to serve the area population, based upon the standards set forth in the Caroline County Comprehensive Plan. As development occurs, additional facilities will be necessary. Several proposed residential subdivisions provide an opportunity to expand recreational facilities in the area, particularly the small neighborhood and community parks. However, additional park and recreational facilities will be required.

SCHOOLS

Schools are a primary component of a community. Historically, schools were a part of the social fabric of the community. Schools are an area of community focus and a gathering place for community and youth activities.

The quality of the school system was identified as the second highest rated concern facing the area. It was also identified as the highest rated priority for the improvement of public facilities.



Bowling Green Primary School

The two schools located in the the Bowling Green/Milford Area are Bowling Green Primary (grades Pre-K to Second Grade) and Bowling Green Elementary (Grades 3-5). For the 2004-2005 school years, enrollment at the Primary School was 519 and the elementary school enrollment was 360, totaling 879 students. However, the capacity of the two schools was only 778 students without temporary facilities.

Based upon projected development, the Bowling Green/Milford Community can expect to see additional growth in its school age population during the 20 year planning horizon. At the time of development of this plan, approximately 1800 residential units were in the development review process. If all of these units are

approved, it could add approximately 436 students in grades Pre-K through 5 over the life of those projects, based upon current school age multipliers. While specific recommendations are included in the Community Facilities Chapter of the Comprehensive Plan, consideration needs to be given to improvements of the existing school facilities in Bowling Green to provide additional capacity, as well as to bring the facilities up to current standards.

UTILITIES

WATER SUPPLY

The Town of Bowling Green provides water service both within the Town limits and along the Route 2 corridor north to Route 631 and south to the Maury Heights Subdivision. The design capacity of the system is 189,000 gallons per day (gpd), with an actual usage of 140,000 gpd. A detailed description of the system is contained in the Town of Bowling Green 1998 Comprehensive Plan.

Outside of the Town limits, water supply is provided in the Milford area by the Milford Sanitary District. A 100,000 gallon storage tank provides water supply, pressure and fire flow for the system.

Both systems rely on groundwater/deep wells as their source.

WASTEWATER

The Town of Bowling Green operates a wastewater treatment system in the area. The facility is designed to treat an average daily flow of 250,000 gallons per day (gpd) and a peak flow of 750,000 gpd. The plant can be expanded to handle an average daily flow of 500,000 gpd. The wastewater system serves only the Town, with the exception of the Route 301 North corridor. Caroline County has constructed a line along the Route 301 South corridor that connects to the Town system, for which the County has purchased 40,000 gpd of capacity in the Town's wastewater treatment plant. That line serves the two schools, the Community Services Center, and developments south of Town.

UTILITY ISSUES

The coordination of utilities between the Town and County has been an ongoing area of discussion. The 1994-2004 Facilities Chapter of the Comprehensive Plan recommended extending public water and sewer from the Ladysmith and Carmel Church areas to Milford. However, such extensions have a downside in that it potentially opens up additional land area to development prematurely.

Subsequent to the 1994 Plan, the County initiated an in depth analyses of both the water and wastewater systems, resulting in the adoption of water and wastewater plans in 2003. These plans modified previous utility plans in several ways. First, the water supply plan recommended utilizing the Rappahannock River as the long term water source for the County. It further recommended extending a transmission line down Route 301 to Bowling Green, interconnecting with the Town's water system and the Milford system, then continuing to Carmel Church and Ladysmith.

The sewer plan, acknowledging the land use concerns over utility extensions, recommended extending the sewer system no further east than the existing terminus at the County's Poorhouse Tract. This effectively left the Town as the only sewer option for the area, unless the County revisits the sewer plan in the future.

In 2002, the County entered into an agreement with the Town to purchase sewer capacity in the Town's wastewater system, securing an agreement to obtain 47,500 gallons per day of capacity. The County subsequently constructed a pump station at the Community Services Center (CSC) and force main back to Town, which extended sewer service south along the Route 301 corridor to the CSC and school. Additional capacity would have to be purchased from the Town in order to provide service to the proposed development on the east side of Route 301 or to address issues in the Village of Milford, unless the County revisits its Wastewater Treatment Plan. The proposed development of 1800+ residential units within the area will present both challenges and opportunities to the utility infrastructure for the area.

UTILITIES RECOMMENDATIONS

For the foreseeable future, both the Town and County will continue to operate separate utility systems. At the same time, both are likely to depend on one another for future utility services. The following recommendations recognize this interdependence and are intended to facilitate the long term cooperation in service delivery in the area.

- The Town of Bowling Green and Caroline County should continue to evaluate opportunities to work together to provide public utilities in the most cost effective manner.
- The duplication of services should be avoided whenever possible.
- Utilities from the Town should be utilized in the Bowling Green/Milford area thereby freeing capacity in the County system to be utilized in other portions of the County's growth area and providing the Town with a stable revenue source.
- Bowling Green utility lines should be upgraded and expanded to promote new development in an orderly manner consistent with the adopted land use plans.

- Strong consideration should be given to developing a service authority to provide utility services to the area at such time as utilities need to be expanded beyond their current design capacities.
- The long term utility plans of the County should be integrated with the utilities from the Town as follows:
 - Direct withdrawal from the Rappahannock River should continue to be the primary focus for the long-range water supply for the County.
 - The main transmission line should be located along the Route 301 corridor to provide benefit to the Town and Milford, as well as to mitigate the potential land use and planning implications of other alternatives.
 - The acquisition and operation of the A.P. Hill utility system should be evaluated and if feasible pursued as a means to implement withdrawal/transfer from the Rappahannock River.
 - The County should continue to pursue the identification and evaluation of potential surface water impoundment sites, as a backup/supplement to the Rappahannock River.
- Additional wells and storage should be provided in the interim to encourage economic development and to provide adequate fire protection.
- Utility service areas should be established in order to allow the Town to provide direct service to areas of the County that is better suited to serve.

ECONOMIC DEVELOPMENT

OVERVIEW

What is meant by *economic development*? The fact is, there is no single universally accepted definition, which may be why the term means different things to different people. This point is not lost on the International Economic Development Council (IEDC) which states:

No single definition incorporates all of the different strands of economic development. Typically, economic development can be described in terms of objectives. These are most commonly described as the creation of jobs and wealth, and the improvement of quality of life. Economic development can also be described as a process that influences growth and restructuring of an economy to enhance the economic well-being of a community...

Caroline County Department of Economic Development has adopted the following mission statement, which best describes the County's economic development efforts:

The Caroline County Department of Economic Development operates to attract, retain, and facilitate the expansion of business and industry in the County, resulting in a stable, diverse economy and an improved quality of life for the citizens of the County. The Department serves as the primary local contact for information about the County. Specifically, the Department's goal is to provide expanded tax base and employment opportunities for the citizens of Caroline County.

While the County has been working on its economic development Program for over ten years, the Town just recently completed an economic study. The firm CE&O completed a research and marketing strategies analysis for the Town in February of 2004. The report made a number of recommendations on ways to position the Town to improve development potential for new opportunities and to reinvigorate downtown. The recommendations centered around three areas: Business District activities, building business awareness, and retention/recruitment tactics. Some of the specific recommendations will be discussed elsewhere in this section.

ECONOMIC DEVELOPMENT FACTORS

There are several factors that determine the success of a locality in promoting economic development. One factor is the availability of an educated and skilled workforce. In today's economy of increasing technological advancements, the workforce must continually strive to add to its skill set to offer the tools and abilities for which most industries are looking when hiring new employees.

The availability of adequate infrastructure is also a factor in attracting future employers to the area. Both water and sewer are generally available, which is a precursor for most projects. However, sewer is not available in the Milford area, in either the Milford Industrial Park or the Village, which could hinder further investment in that area. Since this area is not likely to receive sewer service for 5 to 10 years, this will be a challenge for any intensive development initiatives in the Milford area.

The lack of utilities also hurts the Town in its effort, particularly in the northeast area along Route 301. While the Town's utility system has capacity, utility lines have not yet been ex-



Milford Industrial Area

tended to that area. The availability of raw land, access to Route 301 and proximity to Fort A.P. Hill make this area attractive for new investment. Consideration should be given to extending utilities as quickly as feasible.

The transportation network also affects the industrial site selection process. While the area is served by three major State and U.S. Highways, any development that results in substantial traffic increases could necessitate the need for improvements to the existing road network to maintain the capacity of the road system, especially along the secondary roads.

In examining the strengths, weaknesses, opportunities and threats for economic development, the traditional economic development strategies may not be applicable, either for the Town or the County in this study area. While there will be some opportunities for traditional job creation through development, the Town and the County should look at other opportunities to expand their economic base.

EXISTING CONDITIONS

Employment opportunities within the community are limited. In fact, the lack of local employment opportunities was identified as the major concern of survey respondents. The largest employers in the area are Fort A.P. Hill, Caroline County, Union Bank Shares Corporation and Rappahannock Electric Cooperative. The majority of the population commutes out of Caroline County for employment.

Area residents recognize that the community is poised to grow due to its proximity to Fredericksburg and Northern Virginia. The challenge to the County in general and the community specifically, is to manage this growth in order to retain the area's rural character and quality of life, while attracting the desired commercial and industrial investment that residents desire. The committee also recognizes that residential growth will make the community more attractive for business investment.

Within the Town, business areas are divided into three different areas: the central business district (Main and Milford Streets), Caroline Square Shopping Center (Main St. and Broaddus Ave.), and Bowling Green Plaza Shopping Center on West Broaddus Avenue. A fourth commercial area will be available on A.P. Hill Blvd. in the northern portion of Town.

Outside of Town, there is some existing strip commercial development along Richmond Turnpike to the south of Town. The Milford Industrial Park, which dates to the early 70's, offers the best potential for industrial development. However, there is no sewer service presently available to Milford, thus, restricting investment.

FUTURE ECONOMIC DEVELOPMENT EFFORTS

Both the Town and County have had recent success in promoting and capitalizing on tourism as economic development. The annual Harvest Festival increases in popularity every year. The Town's Christmas Parade and other seasonal events provide opportunities for the public to enjoy the Town and for merchants to open their doors to customers that do not normally come to Town. Caroline County has also had success, landing the Virginia State Fair at Meadow Farm and The Virginia Sports Complex, which offers the opportunity for tournaments in baseball and softball.

A second significant opportunity is Fort A.P. Hill, which is anticipating new federal offices and agencies related to homeland security. Such expansion opens up the potential need for new housing for an incoming skilled and educated labor force. This expansion will also increase travel to and from the facility, generating the need for overnight accommodations and other services. The Town and County must plan and work closely with A.P. Hill to ensure that these opportunities are not missed and we take full advantage of any base expansion.

Finally, additional residential development does offer some opportunity for expanded retail and office development in and adjacent to the Town. As more residents move into the area, there will be a commensurate increase in the expectations of new residents for expanded shopping opportunities.

The citizen's survey offers a glimpse of what existing area residents desire in the way of expanded commercial opportunities. The top five desires, in order, are: more restaurants, small retail businesses, assisted living facilities, medical/dental offices, and commercial recreation facilities. Without some additional residential development in the area, the expansion of new businesses into the area will be limited.

A key statement in the executive summary of the CE&O report states;

Reinvigorating the Town of Bowling Green will be the key to business enhancement and new business expansion. Only through the cooperation and commitment of Town leadership and the business base can revitalization succeed.

A central theme of this area plan is that development adjacent to Town should enhance and benefit the Town. A second theme is that the Town should be the commercial center of the area. To that end, a revitalized "downtown" Bowling Green benefits not only the Town and its businesses, but the County as well. In reality, the partnership must involve the County because land use decisions of the County have just as much impact as the land use decisions of the Town.

LAND USE

OVERVIEW

While many plans seek to create a sense of community from the ground up, the basis for this community plan already exists with the Town of Bowling Green and the Village of Milford. Between the two communities lies a large area of vacant land.

The area is already beginning to experience increasing development pressure from Northern Virginia with several new or expanded residential developments in the planning stages. Development pressures will continue to change this area of the County. While growth cannot be stopped nor is it a desire to stop growth, residents and public officials alike have long since stated their desire to manage such growth.

GROWTH MANAGEMENT

Growth management requires a coordinated effort between the County and the Town. By coordinating planning and development efforts, a more efficient pattern for future growth in accordance with the Area Plan and desires of its residents can be achieved. A growth management strategy needs to be developed to identify and guide all new growth to locations where public facilities can be provided. Public facilities include the provision of adequate roads, storm water management, schools and parks, emergency services, water and sewer. Open space and agricultural, as well as environmentally sensitive areas, requiring protection need to be identified and appropriate preservation programs initiated by both the Town and the County. The implementation of such a program will guide growth and help to maintain an important and desired distinction between growth and rural areas of the Bowling Green/Milford Community.

One method to manage growth is to promote the use of mixed use development, which incorporate shopping, employment and residential uses in a single unified development plan. Such developments promote sidewalks and transportation and connection of residential areas to non-residential areas via sidewalks, trails and bike lanes. A specific type of mixed use development is called Traditional Neighborhood Development (TND). TNDs often promote the use of historic and “human-scale” architecture as it relates to site and building designs. Human scale designs relate to the height, mass location of buildings with respect to the street and other buildings. Typically human scale architecture permits structures to be no more than 2 or 3 stories in height. Additionally, this type of development creates unique places for community gatherings and promotes non-motorized modes of transportation.

Finally, both mixed use and TND types of development typically preserve open space and promote the clustering of homes and businesses into compact areas on the parcel with common open spaces for passive recreational uses. The citizen sub-committee and responses from the various participants during the Open House also supported this approach as it relates to managing future growth in the Bowling Green/Milford area.

FUTURE LAND USE

Based upon the desires of the residents of the area, the Bowling Green/Milford Land Use Map (Map A.1) reflects a number of changes from the 2000-2005 Comprehensive Plan. The first modification is an adjustment of the boundaries, reduced to eliminate the future development designation. This land use designation tends to cause confusion about when the County will consider allowing development of properties in those areas.

The second modification is the establishment of physical boundaries for the growth area, thereby separating the Bowling Green/Milford area from the Carmel Church and Ladysmith primary growth areas.

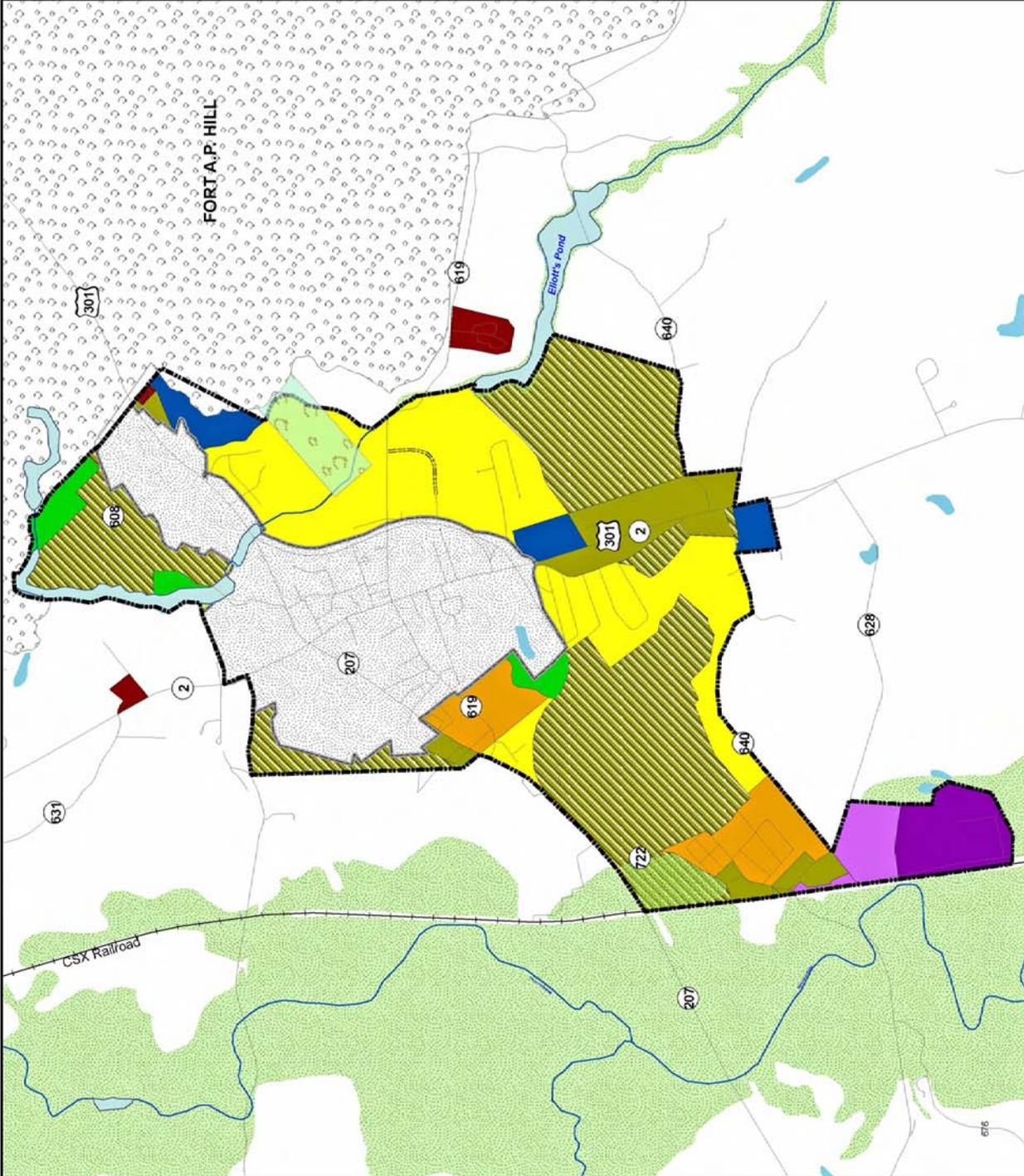
A third modification designates a phasing plan for development within the growth areas. By designating specific areas for future development and linking such areas to the provision of public utilities, the County can effectively manage development in the areas outside of Bowling Green and coordinate growth between this

BOWLING GREEN/MILFORD COMMUNITY PLAN

Future Land Use Map

LEGEND

-  Proposed Road Improvements
-  Primary Growth Area Boundary
-  Railroad
-  Fort A.P. Hill
-  Manufactured Home park
-  Bowling Green Town Boundary
-  Low Density Residential
-  Low-Medium Density Residential
-  Planned Development
-  Light Industrial/Office
-  Heavy Industrial
-  Public/Government
-  Open space
-  Flood Plains
-  Planned Development (Future)
-  Fort A.P. Hill Overflight Area



Map A.1

and other area plans. This allows growth to be allocated throughout the County versus directing development to only one or two areas.

Finally, the plan eliminates conventional land use designations in favor of the Planned Development designation. A Planned Development (PD) designation allows the County the flexibility to adjust densities based upon the merits of the individual application. However, a PD does require that 50% of any residential area be preserved as open space. Only through a PD designation can a TND or “mixed use” type of project be possible.

A planned development designation project accounts for all the factors involved in the development of a parcel of land. Such projects consider more than just constructing homes or businesses on separate independent sites. A planned development examines all the relationships of various land uses and strives to create harmony and a “feeling” of a unified community in its design and construction, which is much more difficult to do with conventional zoning classifications.

In adopting the 2005 – 2025 Bowling Green/Milford Plan, the following Goals and Objectives, as previously identified in the beginning of this document, can be achieved.

COMMUNITY CHARACTER AND DESIGN

OVERVIEW

Respondents to the Bowling Green/Milford area survey stated their preference for any development to reflect the small town character of the area. Future development in the area must complement the existing town, as well as provide open space and preserve historic properties, all of which were identified by survey respondents as important features of the area. Additionally, the citizen planning committee and survey respondents identified preservation of the natural environment and agriculture as important characteristics of the community. Threats to these ideals include inappropriate and incompatible forms of development and inconsistent regulations between the Town and County.

GATEWAYS

With the exception of southbound A.P. Hill Boulevard, the area outside of the Town of Bowling Green, including Milford and the highway corridors leading to these areas, are under the jurisdiction of the County. Thus, the County has the responsibility of establishing the gateways into the area along these corridors not controlled by the Town. The gateways into the community should be inviting, reflect the quality of the environment within and welcome the traveling public. The Bowling Green/Milford area has four major entrances: east bound on State Route 207 (Rogers-Clark Blvd); south bound on U.S. Route 301 (A.P. Hill Blvd); north bound on U.S. Route 301 (Richmond Turnpike); and south bound on State Route 2 (Fredericksburg Turnpike).

These gateways require careful attention and care as development occurs along these roads. Neither the Town nor the County wishes to duplicate the strip commercial development pattern of other localities of the 60's and 70's, much of which has become rundown and blighted as newer development patterns have replaced them. Care should also be taken to incorporate other design features, such as landscaping and signage into the planning of these corridors. The use of the County's Highway Corridor Overlay District regulations could be the basis of developing plans for these corridors.

COMMUNITY IDENTITY & FUTURE DEVELOPMENT

Bowling Green and Milford are two small communities with separate identities. Bowling Green is the historic center of the County and the County seat. Milford is a small village that grew up tied to the boom and bust of the railroad. Recognizing that these are two distinct communities in close proximity to each other, there are two issues that this plan attempts to address: 1) how to maintain the separate and distinct identities of the two communities, and 2) how these separate identities can survive while still promoting and preparing for the growth coming to the area.



Milford's "Main Street" along the Railroad tracks

One of the best ways to address design and community identity is through the creation of development standards and implementation guidelines. Such standards should integrate the physical form of development, landscaping, and signage with architectural treatment to respect the historic character of the community. The implementation of the principles of traditional neighborhood development (TND) is one option that would provide a framework for the implementation of development standards. The following principles are recommended as the basis for the establishment of development standards for new neighborhoods and for review of future development or redevelopment proposals.

PRINCIPLE 1

EACH NEIGHBORHOOD SHOULD HAVE A DISCERNIBLE CENTER. THIS MAY TAKE THE FORM OF A PARK, A PROMINENT BUILDING OR EVEN A BUSY STREET INTERSECTION. A FRED TRANSIT STOP COULD BE LOCATED AT THE CENTER.

Conventional suburban housing subdivision is merely a collection of house lots and streets, with little in the way of a center to define the neighborhood. Throughout the 70's, 80's and early 90's, subdivisions were built with little consideration to the creation of neighborhoods.

A square could be a popular gathering place and could have a shuttle bus that loops around the square, taking residents to Bowling Green, Milford, Fredericksburg, a rail transit station, or another nearby neighborhood. Freedom of mobility should be available to all residents, but especially for those unable or unwilling to drive a car for each and every trip.

PRINCIPLE 2

MOST DWELLINGS SHOULD BE WITHIN A FIVE-MINUTE WALK OF THE NEIGHBORHOOD CENTER. THIS DISTANCE SHOULD AVERAGE ONE-QUARTER OF A MILE (1320 FEET)

The centers in Bowling Green/Milford should be linked by streets, sidewalks and greenways. The streets should be lined with shops and homes, creating a pleasant walking experience along slow-speed roads. Greenways and paths should link the neighborhoods of Bowling Green and Milford for those times in which a walk through natural areas is desired.

PRINCIPLE 3

THERE SHOULD BE A VARIETY OF DWELLING TYPES IN EACH NEIGHBORHOOD IN THE FORM OF HOUSES, TOWNHOUSES, AND APARTMENTS SUCH THAT YOUNGER AND OLDER PEOPLE, SINGLES AND FAMILIES, AND THOSE OF VARIOUS MEANS MAY FIND PLACES TO LIVE.

Unlike conventional housing developments of the 70's, 80's and early 90's, where housing types were segregated, the Bowling Green/Milford area was never intended to be an exclusionary collection of homes in one rigid price range. Rather, a more varied neighborhood that can accommodate people in all stages of life is desired.

PRINCIPLE 4

THERE SHOULD BE SHOPS AND OFFICES LOCATED AT THE EDGE OF THE NEIGHBORHOOD. THE SHOPS SHOULD BE SUFFICIENTLY VARIED TO SUPPLY THE WEEKLY NEEDS OF A HOUSEHOLD.

Bowling Green/Milford should contain a variety of shops and restaurants, including a tavern, pizzeria and other small businesses. One can have an office or small shop on the ground floor, oriented to pedestrians, with spacious, bright, living quarters above.

PRINCIPLE 5

A SMALL ANCILLARY BUILDING SHOULD BE PERMITTED WITHIN THE BACKYARD OF EACH HOUSE. IT MAY BE USED AS AN ACCESSORY DWELLING, GARAGE OR FOR A HOME OCCUPATION.

Located slightly behind the main house, a small multi-purpose building could be constructed with a garage on the ground floor and a small family apartment above.

A detached garage in the rear can create a nice sense of enclosure for a cozy and quiet backyard. By placing the garage in the rear of the house, the front of the home is not dominated by a large garage door and driveway typical of suburban house styles.

PRINCIPLE 6

THERE SHOULD BE AN ELEMENTARY SCHOOL CLOSE ENOUGH SO THAT MOST CHILDREN CAN WALK FROM THEIR HOME. THIS DISTANCE SHOULD NOT BE MORE THAN ONE MILE.

This is probably the most difficult principle to meet, since developers often have little direct control about where schools are located in the County.

PRINCIPLE 7

SMALL PLAYGROUNDS SHOULD BE PROVIDED IN EACH NEIGHBORHOOD AT A DISTANCE NOT TO EXCEED APPROXIMATELY 660 FEET FROM ANY DWELLING.

The area should have a number of small playgrounds located in each neighborhood. Also, greenways, public squares and the yards of civic buildings can be places for children to play, explore, and feel connected to the community.

PRINCIPLE 8

NEIGHBORHOOD STREETS SHOULD BE A CONNECTED NETWORK PROVIDING A VARIETY OF OPTIONS AND DISPERSING TRAFFIC CONGESTION.

Streets are the building blocks and the most public of spaces within a community. As such, they should be designed to be pleasing and comfortable to pedestrians, while being functional for the automobile, instead of simply designing them for the efficient, speedy movement of cars.

PRINCIPLE 9

THE STREETS SHOULD BE RELATIVELY NARROW AND SHADED BY ROWS OF TREES. THIS SLOWS DOWN TRAFFIC, CREATING A SAFE ENVIRONMENT FOR PEDESTRIANS AND BICYCLISTS.

Narrow streets and permitted on-street parking encourage slower driving speeds in neighborhoods. Parked cars can serve as a buffer between moving traffic and pedestrians on the sidewalk.

PRINCIPLE 10

BUILDINGS AT THE NEIGHBORHOOD CENTER SHOULD BE PLACED CLOSE TO THE STREET CREATING A STRONG SENSE OF PLACE.

In many communities, streets are designed solely for the automobile. Consequently, most people do not wish to live close to or walk along such streets. With this concept, the opposite would be true. The streets will be framed by buildings, creating an "outdoor room" and an immediate sense of being somewhere special. Trees will line each street, shading and cooling the neighborhood. Sidewalks on both sides of the road will encourage people to walk to destinations.

PRINCIPLE 11

PARKING LOTS AND GARAGE DOORS SHOULD RARELY FRONT THE STREETS. PARKING SHOULD BE RELEGATED TO THE REAR OF BUILDINGS, USUALLY ACCESSED BY ALLEYS.

Garages should be located off of alleys and detached from the houses, providing a private courtyard behind each dwelling. Cars stay cool and clean inside the garages, and storage space is created as well. If these same garage doors and driveways were located in front of the homes, the streetscape and pedestrian experience are diminished. Where garage access must be from the street, it should be located to the rear half or behind the structure.

Alleys are also the ideal place for utility lines, refuse collection, and the storage of large items.

PRINCIPLE 12

CERTAIN PROMINENT SITES SHOULD BE RESERVED FOR CIVIC BUILDINGS. ASSEMBLY, EDUCATIONAL, RELIGIOUS, OR CULTURAL BUILDINGS ARE IDEALLY LOCATED AT THE TERMINATION OF STREET VISTAS OR AT THE NEIGHBORHOOD CENTER SO AS TO BE PROMINENT IN THE COMMUNITY.

ADDITIONAL DEVELOPMENT STANDARDS

In addition to the principles identified above that relate to the creation of new neighborhoods within the community, attention needs to be given to existing commercial areas and neighborhoods in the area. As development or redevelopment of the areas occurs, it should be encouraged to incorporate the design concepts supported by the community.

This section presents a general description of the type of design envisioned for the commercial centers in the Bowling Green and Milford area. However, it is not the purpose of this plan to go into detail about the design of future development within the Town. The Town has the authority to prepare its own design guidelines that will specifically describe the type of built environment desired for the downtown area.

GENERAL DESIGN GUIDELINES

- Buildings should be 2 – 3 stories in height and have related or compatible architectural styles, generally reflecting the traditional architecture of the area.
- Buildings should face the street and be close to the street.
- In each block, all buildings should use approximately the same setback from the street.
- Parking should be provided by parking lots situated within the interior of blocks so as to not consume the street frontage – or through on-street parking or limited on-site surface parking that is tucked behind the buildings that face the street.
- Where it is not possible or essential to hide parking areas from the street, they should be sited to the sides of buildings, rather than between the building and the street.
- Sidewalks should be wide enough to support a high volume of pedestrian traffic, and an occasional outdoor restaurant or café.
- Sidewalks, street lamps, street trees, public signage and “street furniture” (trash cans, benches) throughout the area should be similar in style, and distinctive as to establish a unique and positive identity for the downtown, as well as outlying areas.
- Pedestrian crosswalks should use distinctive designs and materials to help establish the pedestrian-oriented nature to the extent allowed by the Virginia Department of Transportation.
- To the extent possible, all streets should have street trees.
- A comprehensive program of public signage should be developed for the area. Directional signage should be used to help motorists locate key points within the area, including the shopping areas, Town Hall, library, schools, County offices, parks, public parking facilities, churches, and so forth. A consistent, unique style of public signage should be used throughout to reinforce a distinct and cohesive identity for the area.

RECOMMENDATIONS

The physical form of development has been a major theme throughout this planning process, with small town character and open space preservation at the top of desirable attributes of the area. Recognizing that planning is an ongoing process, the following recommendations are made with respect to future actions.

Consider the adoption of form based codes in lieu of traditional zoning regulations.

Traditional zoning focuses on the separation of uses instead of the mixing of uses. While traditional zoning can be utilized in formulating design standards, form based codes emphasizing the TND principles involved in creating communities may better address development issues raised in the survey responses, as well as comprehensively addressing the goals and objectives identified above. At a minimum, development and design standards should be adopted.

The Town and County should jointly establish a development review committee to address issues of mutual interests.

A major premise of this plan has been to encourage cooperation between the Town and County on all aspects of development within the planning area, including land use, transportation, utilities, and other matters, since development in the area will affect both jurisdictions. A second premise of this planning effort is that development outside of the Town should complement and benefit the Town. To that end, a committee comprised of representatives of both jurisdictions may be beneficial in continuing the work of this citizen planning committee to implement the vision established by the committee and the survey respondents.

The Town should evaluate its comprehensive plan and development regulations to ensure they promote the type and character of development identified by the survey results.

Another premise of this planning effort was to recognize that the County was not trying to influence the planning or development process within the Town of Bowling Green. Recognizing the benefits of cooperation, the citizen's planning committee has been comprised of both past and present officials of the Town. The survey was sent to residents of both the Town and County to obtain views on future development within the area, and based upon the survey results it appears that residents both in and out of Town share many of the same views. It is the recommendation of this committee that Town officials should evaluate the Town's regulations to make sure they promote the desired form and types of development. Furthermore, the Town and County should consider adopting uniform regulations in the area to the extent possible.

GOALS, OBJECTIVES & STRATEGIES

GOAL - CREATE A STRONG SENSE OF COMMUNITY BY ENHANCING THE UNIQUE CHARACTER OF THE AREA

Objective - Maintain Bowling Green's unique character and small-town atmosphere.

Objective - Promote Bowling Green's positive image as a desirable community in which to live and work.

Objective - Keep and encourage a strong physical sense of both neighborhood and community.

Strategy 1 - Preserve open space(s)

Strategy 2 - Require development in the area to complement and be consistent with development in Bowling Green and Milford, as appropriate.

Objective - Identify Milford's unique character and promote it as a viable community.

GOAL - PRESERVE AN ATTRACTIVE VISUAL APPEARANCE

Objective - Encourage additional, and maintain existing, landscaping of public spaces, such as major thoroughfares, gateways, and entry ways into Bowling Green / Milford.

Strategy 1 - Encourage attractive medians and street landscaping.

Strategy 2 - Require appropriate buffers as transitions between land uses.

Objective - Promote strong architectural, appearance, and landscaping standards for development.

Objective - Encourage architectural unity and continuity without sacrificing diversity.

Strategy 1 - Create, enforce and maintain sign controls.

GOAL - PRESERVE, MAINTAIN AND PROMOTE THE NATURAL AND HISTORIC RESOURCES OF THE BOWLING GREEN/MILFORD AREA IN ORDER TO MAKE THE AREA A HEALTHY AND ATTRACTIVE PLACE TO LIVE.

Objective - Protect and preserve sensitive water resources of the area.

Strategy 1 - Maintain and improve sensitive environmental areas.

Strategy 2 - Use indicators of natural development suitability such as soil potential rating, slope, and drainage characteristics in guiding development.

Strategy 3 - Avoid harmful development in aquifer recharge areas and in watersheds of the area's surface waters.

Strategy 4 - Use development standards that minimize adverse impact on health and environment due to flooding.

Objective - Promote protection of wetlands to provide wildlife habitat and natural flood protection and water supply protection.

Objective - Promote the conservation and protection and productively manage agriculture forest lands.

Strategy 1 - Maintain the vast majority of land abutting the growth area as open space for agriculture forestry, recreational, wildlife, and educational purposes, and to serve as a buffer to other growth areas through the use of conservation subdivision design standards.

Strategy 2 - Allow for the development of additional recreational opportunities located in environmentally appropriate areas, as they are needed.

Objective - Encourage environmentally sound, long-term, multiple use forest management practices which over time will upgrade the quality and health of the timber resource, improve access for recreational and educational opportunities as well as protect and improve wildlife habitat.

Objective - Preserve and protect prime agricultural lands.

Strategy 1 - Obtain easements or development rights on land in active agricultural use or suitable for such uses.

Strategy 2 - Preserve agricultural land in units large enough to be economically viable.

Strategy 3 - Encourage agricultural use of land by promoting local marketing or farm products.

Strategy 4 - Where easements or development rights cannot be purchased, utilize conservation subdivision designs to protect resources on a parcel while allowing only the “by-right” density.

Objective - Protect and preserve the area’s Historic resources.

Strategy 1 - Encourage the preservation and rehabilitation of historically significant structures.

Strategy 2 - Encourage preservation of the aesthetic and historic characteristics of the Bowling Green Historic District.

Strategy 3 - Promote protection of important scenic views and gateways into the Town and Village of Milford.

Strategy 4 - Promote efforts to increase the aesthetic appeal of main commercial corridors to minimize negative impacts of development.

GOAL - MANAGE THE AREA’S GROWTH AND DEVELOPMENT TO MAINTAIN AND ENHANCE THE AREA’S QUALITY OF LIFE.

Objective - Locate compatible land uses next to each other;

Objective - Promote unobtrusive building heights, mass and scale with respect to surrounding development and tree canopy;

Objective - Preserve, maintain, and as necessary, revitalize Bowling Green and Milford downtowns and surrounding neighborhoods;

Objective - Encourage and provide for mixed-use development with a variety of housing types, densities, nonresidential uses, open spaces, and recreational amenities;

Objective - Concentrate nonresidential development to avoid commercial strip-type development;

Objective - Encourage small-scale neighborhood-oriented commercial development where appropriate;

Objective - Encourage development at a pedestrian scale;

Objective - Encourage traditional neighborhood design standards, with pedestrian-oriented, integrated amenities such as neighborhood recreation, open spaces, and commercial services;

Objective - Establish development / design standards to ensure development compatibility.

GOAL - PROVIDE ADEQUATE, HIGH QUALITY, AND WELL-MAINTAINED PUBLIC SERVICES, AMENITIES, AND FACILITIES.

Objective - In conjunction with the Caroline County School Board, plan for high-quality, well-maintained, neighborhood schools, particularly with regard to the impact of development upon the school system;

Objective - Expand libraries to adequately serve Bowling Green / Milford's growing population;

Objective - Develop recreational, sports, and cultural facilities to provide and maintain an adequate level of service;

Objective - Develop neighborhood-oriented, community, and regional parks and open spaces to adequately serve the area's existing and growing population;

Objective - Maintain and improve the current high level of public safety and emergency services;

Objective - Maintain and expand the utility infrastructure to adequately serve future growth and development.

GOAL - PROVIDE A COMPREHENSIVE MULTI-MODAL TRANSPORTATION SYSTEM FOR THE BOWLING GREEN / MILFORD AREA.

Objective - Design a transportation system that includes a variety of transportation modes for adequate access, flow, connectivity, safety, and mobility;

Objective - Improve roads to keep pace with new growth and development;

Objective - In conjunction with the town and other agencies (FRED), expand public transportation improvements for travel both within Bowling Green and Milford and to other areas.

Objective - Emphasize pedestrian-oriented development to achieve a comprehensive system of bicycle lanes, greenways, and sidewalks that connect to neighborhoods, parks, schools, offices, commercial areas, and other public spaces.

Objective - Encourage new development to share in the cost of constructing new / expanded facilities.

Objective - Evaluate the potential for a commuter rail station in Milford.

GOAL - SUPPORT BALANCED, APPROPRIATE ECONOMIC DEVELOPMENT

Objective - Promote and maintain the Town of Bowling Green as the commercial center for the area, with Milford as a secondary commercial center.

Objective - Encourage high quality businesses, offices and industries to locate or expand in Bowling Green and Milford;

Objective - Maintain a reasonable tax rate that attracts business and is attractive to the existing business and residential community;

Objective - Promote the balanced growth of residential and non-residential uses with respect to the economic vitality of the community and contribution to the tax base.

GOAL - PROMOTE AND SUSTAIN A VARIETY OF HOUSING OPPORTUNITIES IN THE BOWLING GREEN/MILFORD AREA.

Objective - Maintain and protect residential property values;

Objective - Encourage the availability of housing for a wide range of income groups, including the disabled, senior citizens, and middle income residents;

Objective - Encourage creative and innovative strategies, and development alternatives that positively address Bowling Green and Milford's housing issues inclusive of assisted living facilities.

GOAL - MAINTAIN AND IMPROVE SIGNIFICANT FISH AND WILDLIFE HABITATS.

Objective - Protect habitats for threatened and endangered species.

Objective - Maintain and improve areas providing habitat for diverse species of plants and animals.

Objective - Investigate suspected incidents of illegal hunting or trapping on town owned lands.

GOAL - PROTECT AND PRESERVE THE AREA'S VISUAL RESOURCES.

Objective - Encourage the preservation and rehabilitation of historically significant structures.

Objective - Encourage preservation of the aesthetic and historic characteristics of the Town center.

Objective - Promote protection of important scenic views.

Objective - Promote efforts to increase the aesthetic appeal of main commercial corridors to minimize negative impacts of development.

GOAL - PROVIDE ADEQUATE FACILITIES TO MEET THE AREA'S NEEDS FOR PASSIVE AND ACTIVE RECREATION AND TO MEET NEEDS FOR CONSERVATION EDUCATION.

Objective - Acquire, where feasible, important natural areas for recreation and conservation purposes.

Objective - Acquire development rights or public access rights to land adjacent to public water bodies.

Objective - Increase public awareness of and access to natural areas containing trails or other recreational opportunities.

Objective - Sponsor students' visits to summer conservation camp to increase awareness and understanding of natural resource conservation.

GOAL - PROVIDE A COMPREHENSIVE MULTI-MODAL TRANSPORTATION SYSTEM FOR THE BOWLING GREEN/MILFORD AREA.

Objective - Design a transportation system that includes a variety of transportation modes for adequate access, flow, connectivity, safety, and mobility;

Objective - Improve roads to keep pace with new growth and development;

Objective - In conjunction with the Town and other agencies (FRED), expand public transportation improvements for travel both within Bowling Green and Milford and to other areas;

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Objective - Encourage new development to share in the cost of constructing new/expanded facilities;

Objective - Evaluate the potential for a commuter rail station in Milford.