

CHAPTER TWO

VISION STATEMENT, GOALS AND OBJECTIVES, AND IMPLEMENTATION STRATEGIES

INTRODUCTION

Caroline County is in the enviable position of being one of the few counties in the I-95 corridor that has not yet experienced rapid, largely uncontrolled development. While growth pressures up and down I-95 have spawned a great deal of unplanned growth and the resulting public facility as well as service deficiencies to other governmental jurisdictions, the leaders of Caroline County have carefully avoided the many financial and social problems associated with unplanned and unmanaged growth.

Growth is inevitable and should be encouraged. But it must be guided in such a manner as to benefit existing and future residents and businesses in the County. Development must occur in such a manner so as not to be a burden on the County and its residents or businesses. To address this, Caroline County residents and officials have developed a vision for the future of the County.

In addition to the County Vision Statement, goals are identified for the future development of Caroline County to help achieve the County's vision. Each goal is followed by a series of objectives and strategies that should be undertaken by the Caroline County Board of Supervisors. By achieving the recommended strategies and objectives, the County can progress toward attainment of its goals in an orderly and efficient manner.

The goals identified are long-range in their scope, generally 10 to 20 years, and set directions for County actions in the coming years. The objectives and strategies are generally set in a shorter time frame of 5 to 10 years, and set the foundation for effective and continuous planning. Although certain objectives may appear overly ambitious at present, continuing growth in the County will benefit by their achievement.

VISION

Given its unique location, untapped potential and dedicated leadership, Caroline County will become a model of planned residential and business development

that ensures sufficient managed economic growth to enhance the quality of life of its residents, to attract desired socially responsible new businesses, and to ensure a fiscally sound County government that is responsive to the needs of its residents and businesses while maintaining tax rates at a responsible level and while preserving the desired rural characteristics of the County. Attainment of this vision will be supported by the following planning principles:

- Maintain the desired rural character of the County through open space preservation while providing sufficient designated growth areas to accommodate expected demand for business and residential growth.
- Seek sufficient economic growth by attracting socially responsible businesses that will balance needs for jobs generated by residential development and will provide retail and service offerings to meet the needs of residents.
- Ensure that a balance is maintained between residential, commercial and industrial development and available public services and facilities to include schools, utilities, recreational areas and general governmental services needed to accommodate planned growth.
- Encourage residential development that meets the housing needs of County residents at all income levels as well as providing a range of home site areas and a variety of housing styles.
- Ensure that development is done in an environmentally sensitive, planned manner that serves to preserve environmentally sensitive features such as floodplains, wetlands and natural topography.
- Develop a well planned, efficient, effective and safe transportation system that meets local, regional and interstate transportation needs.
- Preserve the County's historic resources that provide valuable information about the proud history of the County and its residents.

Monitor development trends both within and outside of the County so as to assure County officials stay informed of issues affecting the County and to respond appropriately.

GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES

PLANNING

Goal - Establish A Program For Effective And Continuous Planning.

Objective - Prepare detailed plans for the land use, transportation, and public facilities in each of the primary and secondary growth areas.

Strategy 1 - Appoint a task force comprised of residents, businesses and landowners in each area to identify development issues and suggest detailed development plans for each area.

Strategy 2 - Upon the completion of these area plans, incorporate these plans into the overall Comprehensive Plan.

Strategy 3 - Prepare a comprehensive revision to the County's zoning and subdivision ordinances in order to better accomplish the goals stated in the Comprehensive Plan.

Objective - Improve planning information resources by completing, performing and maintaining surveys of existing resources, land uses, and facilities.

Strategy 1 - Complete long range water supply planning for the County as a whole to sustain anticipated growth, inclusive of surface water, groundwater, flood hazards, regular potable water quality. This study would be a water resource analysis that would indicate when and if groundwater supplies may need to be supplemented by surface water supplies, extent of flood hazard areas, recreational potential of the County's rivers and streams and to establish water quality standards for the County. Undertake a geological survey to identify mineral resources, aquifer recharge areas and to further identify groundwater limitations.

Strategy 2 - Develop a Community Facilities Plan to assess the County's current and future public services and facility needs and provide a plan for addressing these needs in an efficient and cost effective manner.

Strategy 3 - Develop a Countywide Geographic Information System for land use planning to provide the information on which to base land use decisions.

LAND USE

Goal - To Guide The Future Development In The County To Areas That Are Efficiently Served By Public Facilities By Preserving The Rural Features And The Quality Of Life.

Objective - Encourage development to locate in areas with existing or planned public facilities.

Strategy 1 - Phase development in conjunction with the availability of public facilities and utilities.

Strategy 2 - Establish standards for acceptable levels of service for public facilities and ensure those levels of service are maintained.

Objective - Provide for a variety of land uses so as to allow for a diversity of housing unit types and employment opportunities.

Strategy 1 - Permit low, medium and high density residential development in appropriate amounts and locations in the primary and secondary growth areas.

Objective - Plan and provide public facilities through public-private efforts in a cost efficient manner that meets the needs of development in a timely manner and implements the Comprehensive Plan.

Strategy 1 - Target funds in the Capital Improvement Programs, Primary Road Improvements Programs, and the Secondary Road Improvements Programs for projects in the primary and secondary growth areas that will provide the most benefit to the greatest number of people.

Strategy 2 - Restrict water and sewer utility extensions and the establishment of new central systems outside of the primary and secondary growth area.

Strategy 3 - Require all development or extensions of public or private water or sewer utilities be reviewed and approved under Section 15.2-2232 of the Code of Virginia.

Strategy 4 - Develop and maintain a list of all major developments approved at the rezoning, site plan, or

subdivision stages and monitor the effects of such developments on all public facilities.

Objective - Encourage “quality” development through innovative land use ordinances and design standards.

Strategy 1 - Amend the Zoning Ordinance to establish open space standards for developments within and outside of the growth areas.

Strategy 2 - Amend the Zoning Ordinance to establish land use standards related to design, traffic, lighting, smoke, noise, odor and other impacts.

Strategy 3 - Require the submission of concept plans with rezoning and conditional use permit applications for all developments.

Objective - Protect existing and planned uses from the encroachment of incompatible land uses.

Strategy 1 - Evaluate rezonings and conditional use permit applications to ensure consistency with the Comprehensive Plan and compatibility with the existing and planned land use character of the area.

Strategy 2 - Require the documentation of impacts of a proposed development including, but not limited to, studies of traffic impact, historic and archaeological resources, water quality and quantity, other environmental considerations, and fiscal impact. Require that the recommendations of such studies be adequately addressed prior to preparation of development plans, or as part of those applications where a rezoning or conditional use permit is required.

Strategy 3 - Require open space in developments within the primary and secondary growth areas to provide for active recreation, passive recreation, landscaping and buffering.

Objective - Preserve the rural character of the County by discouraging rural subdivisions that utilize agricultural lands, forest lands, and open spaces.

Strategy 1 - Encourage the use of conservation easements and land trusts in rural areas to facilitate open space preservation and the protection of agricultural lands, forestal lands, natural areas and environmentally sensitive areas.

Objective - Ensure that rural development is sensitive to the needs for rural preservation and the protection of environmentally sensitive areas.

Strategy 1 - Require open space in rural developments to protect agricultural lands, forest lands and preserve the rural character of those areas.

ECONOMICS

Goal - Accommodate A Manageable Rate Of Population And Economic Growth Without Excessive Impacts On Residents And Businesses.

Objective - Complete a fiscal impact analysis of development scenarios for the next ten years to estimate fiscal impacts to the County.

Strategy 1 - Adopt a six-year Capital Improvement Plan (C.I.P) which will be updated annually. The C.I.P. should identify all capital spending proposed by the County during the 5 year period.

Strategy 2 - Actively seek grants from Federal and State agencies for providing needed public facilities.

Strategy 3 - Develop standards and criteria for developer participation in capital projects and encourage their participation to offset impacts to the County.

ECONOMIC DEVELOPMENT

Goal - Maximize The Well Being Of The Citizens Of Caroline County Through Responsible Economic Development.

Objective - Establish a coordinated and effective economic development strategy inclusive of the County, Chamber of Commerce, Industrial Development Authority and the Rappahannock Area Development Commission which focuses on the recruitment of new businesses as well as retention and expansion of existing businesses.

Strategy 1 - Provide water and sewer infrastructure in areas planned for commercial and industrial development consistent with County policies for public utility extensions

Strategy 2 - Identify and preserve high quality sites for industrial and commercial use.

Strategy 3 - Support the Regional Marketing concept for Economic Development.

Strategy 4 - Encourage the development of educational opportunities through the Caroline County School System, Mary Washington College, Germanna Community College, Rappahannock Community College and local employers to train County residents for local employment opportunities.

Strategy 5 - Develop high quality commercial/industrial properties through public/private partnerships.

ENVIRONMENTAL

Goal - Locate Development In A Manner That Conserve Important Natural Resources.

Objective - Development should be located in a manner that preserves important environmental resources, agricultural lands, forestlands, open space, scenic beauty, and high quality ground and surface water resources.

Strategy 1 - Assure that development projects are consistent with the protection of environmentally sensitive areas and the maintenance of the County's overall environmental quality.

Strategy 2 - Encourage landscaping and physical improvement of existing development to improve the overall visual quality of the County.

Strategy 3 - Require underground utilities in all new developments. Encourage screening and buffering of existing above ground utilities and their placement below ground.

Strategy 4 - Encourage building, site and road designs that enhance the natural landscape and preserve scenic view sheds.

Objective - Identify existing or potential sources of surface and groundwater pollution and actions to address any identified pollution problems.

Strategy 1 - Undertake a Countywide analysis of existing land uses to identify potential sources of surface and groundwater pollution; including but not limited to above ground storage tanks, underground storage tanks and animal feed lots.

Strategy 2 - Develop a well head protection program for public water supply wells.

Strategy 3 - Develop voluntary and regulatory measures to reduce pollution potential.

Objective - Encourage the preservation of agricultural lands, forestal lands, scenic areas, open space and environmentally sensitive areas through a combination of techniques, including: land use value assessment, cluster development provisions, conservation easements, land trusts, or the purchase of development rights.

Strategy 1 - Preserve open space, agricultural lands, forest lands and the rural character of the County by:

- Promoting land use value assessment practices.
- Identifying and encouraging the conservation of significant agricultural land.
- Encouraging the use of conservation easements, agricultural and forestal districts and land trusts.
- Developing and implementing cluster development regulations for areas designated to remain rural.

Strategy 2 - Educate the public about voluntary techniques to preserve and protect sensitive environmental lands; wildlife habitats; and agricultural, forestal and other open space land.

Objective - Continue the development and enforcement of zoning regulations, erosion and sediment control regulations, stormwater and best management practices regulations that preserve and protect wetlands, floodplains, natural areas, and other environmentally sensitive areas from the adverse effects of development.

Strategy 1 - Identify environmentally sensitive areas and develop recommendations for voluntary and regulatory means to protect resources identified in studies of environmentally sensitive areas.

Strategy 2 - Encourage the use of best management practices to mitigate water quality and runoff impacts by:

- Making technical assistance available.
- Promoting public awareness on the benefits of, and necessity for, best management practices, erosion and sedimentation controls, stormwater management and Chesapeake Bay Preservation Regulations.

- Assisting in the establishment of conservation plans for all farms. Utilizing the assistance of the Virginia Cooperative Extension Service, the U.S. Soil Conservation Service, the Colonial Soil and Water Conservation District, and other County agencies to encourage the participation of all landowners engaged in agricultural and forestal activities.
- Continuing to develop new, and to enforce existing regulations that require soils identification and the consideration of the limitations of these soils for development, agricultural and forestal activities.

Strategy 3 - Continue development and enforcement of zoning regulations and other County ordinances that ensure the preservation and protection of wetlands, floodplains, natural areas, and other environmentally sensitive areas and resources.

Strategy 4 - Identify the existing and potential uses of County streams and rivers and develop standards to support these uses. Protect the quality and quantity of these surface waters so they will continue to support these uses. Consideration should be given to existing and potential water resource uses when reviewing land development applications.

Objective - Protect the water quality and the flora and fauna which inhabit the waters of the County through the establishment and implementation of a Chesapeake Bay Preservation Plan for Caroline County.

Strategy 1 - Encourage, to the extent possible, increases in the amount of impervious surfaces;

Strategy 2 - Maintain a policy of no net increase in nonpoint source solution;

Strategy 3 - Encourage development to proceed in a manner in which only that land necessary to achieve the proposed use be disturbed.

Strategy 4 - Encourage development to identify any environmental constraints and to avoid environmentally sensitive features during land disturbing activities.

Strategy 5 - Preserve indigenous vegetation to the maximum extent possible.

Strategy 6 - Minimize any unavoidable environmental impacts.

HOUSING

Goal - Encourage And Maintain An Adequate Supply Of Safe And Affordable Housing, That Provides A Choice Of Location, Style And Cost.

Objective - Facilitate housing opportunities for low and moderate income residents.

Strategy 1 - Complete an inventory of the housing stock within the County to determine housing needs.

Strategy 2 - Encourage the development of planned residential neighborhoods within the primary growth areas which offer a variety of housing types.

Strategy 3 - Provide an adequate supply of buildable and properly zoned land to encourage residential development.

Strategy 4 - Ensure that the scale and density of new development is compatible with adjacent land uses.

Strategy 5 - Ensure that the scale and density of new development is compatible with available or planned public facilities.

Objective - Encourage increased public and private efforts to improve the condition of the housing stock in the County.

Strategy 1 - Encourage the participation of eligible County homeowners in the Virginia Housing Development Authority's housing rehabilitation and winterization programs.

Strategy 2 - Within legal limits, removal of dilapidated buildings and require the removal of inoperable vehicles in residential areas unless garaged or otherwise hidden from public view.

Strategy 3 - Evaluate mechanisms to ensure that housing stock rehabilitated with public funds continue to be accessible to low and moderate income residents.

Strategy 4 - Identify Federal and State revenue sources for housing rehabilitation.

TRANSPORTATION

Goal - Support The Development And Maintain A Safe And Efficient Transportation System.

Objective - Work with the Virginia Department of Transportation to identify, design and implement projects that prevent or relieve congestion in developed areas.

Strategy 1 - Work with Virginia Department of Transportation to complete the Bowling Green Bypass to its ultimate design.

Strategy 2 - Develop and implement improved access in the Milford Industrial Park and Residential Areas.

Strategy 3 - Develop a specific plan for the I-95/Rogers-Clark Boulevard (Route 207) interchange from Jefferson Davis Highway (Route 1) to Dry Bridge Road (Route 684) to relieve congestion, improve traffic safety, and provide for controlled access.

Strategy 4 - Ladysmith Road (Route 639) from Jefferson Davis Highway (Route 1) to Rogers-Clark Boulevard (Route 207) should be redesigned and improved to provide high speed access between Bowling Green and Interstate 95.

Objective - Work with the Virginia Department of Transportation to preserve and improve access to Interstate 95.

Strategy 1 - Preserve land area in the areas of I-95 and Golansville Road (Route 601) and Paige Road (Route 605) for possible future interchanges if needed.

Objective - Work with the Virginia Department of Transportation to assure safe and convenient railroad crossings, including signalization and grade separation where warranted.

Strategy 1 - Signalization and warning devices should be installed at all at-grade crossings. Grade separated crossings should be constructed as needed where public safety dictates.

Objective - Restrict private road subdivisions

Strategy 1 - The Virginia Department of Transportation's Rural Additions Program should

continue to be utilized to admit existing private road subdivision into the secondary road system.

Strategy 2 - Prior to approving private road subdivisions, require documentation of adequate financial resources for long term maintenance of such roads.

Strategy 3 - Require language on subdivision plats, in covenants and restrictions, and deeds that identify the roads as private roads with no state or local funds for maintenance or upgrades.

Objective - Continue to assess alternatives to improve travel to and from the County.

Strategy 1 - Continue to monitor the development of the Virginia Railway Express and the participation of adjacent jurisdictions in the commuter rail system.

Strategy 2 - Monitor and participate in the high-speed rail study of the I-95 corridor between Washington, D.C. and Raleigh, N.C.

Strategy 3 - Assess the feasibility of developing a public airstrip to serve the residents and businesses of the County.

Strategy 4 - Identify and preserve sites for future commuter/high-speed rail stations within the County.

Objective - Stay informed on transportation issues outside the County that may affect the County's future development.

Strategy 1 - Continue participation in the Fredericksburg Area Metropolitan Planning Organization (FAMPO).

Strategy 2 - Monitor transportation improvements in adjacent jurisdictions and assess the potential impacts on the County.

Strategy 3 - Monitor the impacts of the Clean Air Act and the designated non-attainment area in Stafford County for potential impacts to the County.

Objective - Plan and coordinate land use development and transportation improvements at the local level and with other jurisdictions at the regional level.

Strategy 1 - Encourage development to pay its share of costs resulting from increased impacts to the transportation system.

Strategy 2 - Utilize the conditional zoning powers available through the Code of Virginia to negotiate off-site improvements generated in whole or in part by development proposals.

Strategy 3 - Rights-of-ways should be reserved and, where possible, dedicated to meet the functional classification requirements identified earlier in this Chapter.

Strategy 4 - Require that development proposals maintain a Level of Service (LOS) of C or better on roads in the Primary and Secondary Road System.

Objective - Encourage development patterns which promote and encourage alternative modes of transportation, thereby reducing pollution, traffic congestion, and energy consumption.

Strategy 1 - Reduce trip generations by encouraging mixed use developments.

Strategy 2 - Encourage residential densities sufficient to support mass transit in areas accessible to transit.

PUBLIC FACILITIES

Goal - Establish Effective And Efficient Public Facilities And Service Delivery Systems To Serve The Existing And Anticipated Needs Of Future Development.

Objective - Locate facilities to provide efficient service to the greatest number of existing residences and businesses while taking into account future development needs.

Strategy 1 - Encourage the development of public facilities within the growth areas as identified in the Land Use Plan and the Future Land Use Map.

Strategy 2 - Utilize the review process set forth in Section 15.2-2232 of the Code of Virginia for the development of public facilities to ensure that such facilities are in accordance with the adopted Comprehensive Plan.

Strategy 3 - Utilize the Capital Improvements Program and Public facility standards to prioritize and program the development of public facilities.

Objective - Develop a Master Community Facilities Plan to assess the County's current and future public service needs which provides a plan for addressing the needs in an efficient and cost effective manner.

Strategy 1 - Establish public facility standards to use in determining needs associated with existing population as well as anticipated development to insure the adequate provisions of services.

Strategy 2 - Apply accepted zoning, land use, public facility criteria in evaluating potential sites for public facilities.

Strategy 3 - Encourage the joint use of public facilities by County departments and agencies to maximize utilization of such facilities.

Strategy 4 - Encourage the development of joint facilities in conjunction with surrounding jurisdictions.

HISTORIC PRESERVATION

Goal - Identify And Protect The Significant Archeological, Architectural, Cultural, And Historical Resources Of Caroline County For The Benefit Of Its Residents And Visitors.

Objective - Identify all areas, buildings, and sites of archeological, architectural, cultural, and historical significance in the County.

Strategy 1 - Complete the Historic Architecture Survey of Caroline County. Phase I of the survey covered the Primary Growth Area and selected Secondary Growth Areas. The County should complete the survey of resources in the remaining Secondary Growth Areas as well as the rural areas of the County.

Strategy 2 - Establish and maintain a computerized listing of all architectural, cultural and historically significant sites. In developing the County's Geographic Information System, all culturally significant properties should be included with real estate and parcel identification to facilitate the identification preservation and protection of significant properties from development pressures.

Strategy 3 - Requires Phase I and, if appropriate, Phase II and III level cultural resources studies, as defined by the Virginia Department of Historic Resources. As development pressures occur, cultural significant properties can be destroyed. The County should require applicants for rezonings and special exceptions to undertake such studies when appropriate and incorporate preservation techniques if appropriate.

Objective - Protect archeological, architectural, cultural, and historical resources that are important to the documentation of County, state or national history.

Strategy 1 - Provide or arrange for assistance for property owners desiring evaluation of their properties for inclusion in the Virginia Landmarks Register or National Register. The County should cooperate with Mary Washington College and the Caroline County Historical Society to provide assistance to those in need of assistance for such evaluations.

Strategy 2 - Encourage property owners of potentially eligible properties to seek inclusion in the Virginia and/or National Register of Historic Places. The County, in conjunction with the Caroline County Historical Society and RADCO (Planning District 16), should contact and work with property owners of potentially eligible properties for inclusion in one or both of the registers.

Strategy 3 - Encourage property owners to donate preservation easements for the protection of significant properties. In conjunction with the Virginia Department of Historic Resources and Virginia Outdoors Foundation, the County should work with interested property owners to identify the benefits of voluntary preservation easements and encourage the use of such easements.

Strategy 4 - Encourage the use of tax credits or tax reductions for rehabilitated structures. The County should encourage the preservation of potentially productive structures by encouraging property owners to use available Federal rehabilitation tax credits. Additionally, the County should adopt an ordinance that reduces the amount of taxation or exempts from taxation historically significant real estate that has been substantially rehabilitated.

Strategy 5 - Work with the Virginia Department of Historic Resources to become a certified local government in the National Historic Preservation Program. Certification can lead to a number of benefits

as well as greater State assistance to local governments. The County should evaluate the benefits of such a program and consider applying for certification.

Strategy 6 - Develop an overall preservation plan for historically significant sites, areas and properties. Many sound recommendations and ideas were identified in the historic survey of Caroline County, all of which are not identified in this plan. A separate preservation plan should be developed which can supplement the Comprehensive Plan and other County ordinances.

Objective - Establish a framework through the Caroline County Subdivision and Zoning Ordinances for the preservation and protection of culturally significant sites from the adverse effects of developments.

Strategy 1 - Amend the zoning ordinance to establish an overlay district for the preservation of significant areas, buildings, and sites. One of the best techniques available to local governments is the use of its zoning powers to protect historic properties. The County should make use of its authority to establish regulations for the purposes of providing the opportunity for landowners to establish historic districts with approval of the County.

Strategy 2 - Provide for the preservation and protection of culturally significant properties through the preservation of open spaces. View sheds and open spaces are integral components of historical properties in rural areas. These open spaces and view sheds should be recognized for their importance and protection measures should be built into the subdivision and zoning ordinances.

Objective - Enhance the awareness of the history and the importance of preserving historically significant properties for the citizens of the County.

Strategy 1 - Work with the Caroline County Historical Society on preservation issues within the County and ensuring that the public is aware of such issues. A local newspaper previously ran a continuing series on historic preservation issues. Other such articles in conjunction with the Historical Society could lead to greater public awareness, for example, historic open house tours.

Strategy 2 - Enhance the awareness of County history through the public school system. The school system

offers a great opportunity to educate the younger citizens of the County. This may lead to an increased level of awareness of historic preservation in the future.

Strategy 3 - Encourage owners of historic properties to become involved with the Historical Society or form a separate group of historic property owners to encourage others to preserve their properties and/or seek State and National Registration.

Strategy 4 - Encourage local awareness and recognition of historic properties through open house

tours, local landmark signs, driving tours, and brochures featuring local landmarks with brief histories of buildings and sites. Spotlight a local building or site each week in local newspapers to make citizens aware of what they have.

Strategy 5 - Establish a local historic register to allow the County Board of Supervisors to designate specific structures and sites significant to the County's development as worthy of recognition and special consideration.