



**TOWN OF BOWLING GREEN
PLANNING COMMISSION MEETING**

A G E N D A

**Thursday, August 20, 2026
6:00 PM**

PLEDGE OF ALLEGIANCE:

ROLL CALL AND DETERMINATION OF A QUORUM:

APPROVAL OF THE MINUTES:

- [1.](#) June 18, 2026 Minutes
- [2.](#) July 16, 2026 Minutes

PUBLIC COMMENT ON NON-PUBLIC HEARING PLANNING COMMISSION/LAND USE MATTERS:

PUBLIC HEARING:

- [3.](#) PUBLIC HEARING Zoning Map Adoption - Case # ZMA 26-01

UNFINISHED BUSINESS:

- [4.](#) Comprehensive Plan Update – New Community Facilities and Services Data
- [5.](#) Comprehensive Plan Chapter 5 – Revision Status Update
- [6.](#) Comprehensive Plan Community Profile Data Update
- [7.](#) Comprehensive Plan Update – Chapter 3: Environment

NEW BUSINESS:

INFORMATIONAL ITEMS:

COMMISSION COMMENTS AND REPORTS:

ADJOURNMENT:



TOWN OF BOWLING GREEN PLANNING COMMISSION MEETING

MINUTES

Thursday, June 18, 2026
6:00 PM

PLEDGE OF ALLEGIANCE:

ROLL CALL AND DETERMINATION OF A QUORUM:

Commissioners Present: Chair Matthew Benjamin, Vice-Chair Lisa Gattie, Commissioner Scott Seigmund

Commissioners Absent: Commissioner Jeff Voit, Commissioner Lauren Griemsman

Staff Present: Darla Odom, Planner; Jeffrey Smith, Administrative Assistant/Deputy Clerk

APPROVAL OF THE MINUTES:

1. May 21, 2026 Minutes
 - Vice-Chair Gattie motioned to approve the May 21, 2026, Planning Commission minutes as presented. The motion was seconded by Chair Benjamin and was approved unanimously by all members present.

PUBLIC COMMENT ON NON-PUBLIC HEARING PLANNING COMMISSION/LAND USE MATTERS:

- Chair Benjamin opened public comment at 6:03 PM. Public comment was closed at 6:03 PM with no speakers present.

UNFINISHED BUSINESS:

2. Comprehensive Plan Discussion
 - A. Project Timeline**
 - Ms. Odom reviewed the updated Comprehensive Plan project timeline and identified work completed since the previous meeting. She stated that the proposed joint Town Council and Planning Commission work session had been moved from June to August to allow additional material to be prepared for review. The Commission discussed whether the July Planning Commission meeting had previously been canceled and agreed that staff would review the adopted meeting schedule, confirm commissioner availability, and notify the Commission by email. Ms. Odom explained that the environmental section of the Comprehensive Plan and related Chesapeake Bay Preservation Act ordinance amendments must be completed before the Town's February 2027 compliance deadline. Staff were working toward completing the full Comprehensive Plan update by December 2026, with an emphasis on state-law compliance and required updates concerning environmental protection, housing, transportation, and related planning matters.
 - B. Plan Vision and Themes**
 - Ms. Odom presented four potential draft vision statements developed from the Commission's May visioning exercise. The Commission discussed language describing Bowling Green as a thriving and welcoming historic community and considered whether visitors should be specifically included alongside residents and businesses. Commissioners generally agreed that the vision should remain focused on residents and businesses and expressed support for Option One as the draft vision statement. Ms. Odom noted that the

proposed language incorporated themes raised during the prior meeting, including vibrancy, safety, community, prosperity, and partnerships.

- Chair Benjamin motioned to adopt Option One as the draft Comprehensive Plan vision statement. The motion was seconded by Commissioner Seigmund and was approved unanimously by all members present.

C. Outreach with Town Staff and Partners

- Ms. Odom provided an update on coordination with Town staff and partner agencies to verify existing conditions and obtain current information for the Comprehensive Plan. Staff reviewed information concerning recent construction, water and sewer facilities, well projects, septic systems, utility connections, police activity, and other public facilities and services. Ms. Odom stated that this information would continue to be compiled and was expected to be presented at a future meeting.

3. Plan Diagnostic

- Ms. Odom explained that staff were preparing a diagnostic review of the existing Comprehensive Plan to identify updates required by the Code of Virginia, the Chesapeake Bay Preservation Act, and accepted planning practices. The review would identify mandatory and optional plan components, required and recommended maps, organizational improvements, and content that could make the plan more useful for Town decision-making and grant applications. Ms. Odom stated that the updated plan would also include a transportation component meeting current Virginia Department of Transportation requirements, an updated housing section, and more actionable implementation strategies with assigned responsibilities and anticipated timeframes. The diagnostic findings would be incorporated into the draft chapters as they were presented to the Commission.

4. Demographics and Community Profile

- Mr. Smith presented updated demographic and community-profile tables prepared primarily from the U.S. Census Bureau's 2024 American Community Survey five-year estimates, with population trends based on decennial census information. He noted that several graphics remained in draft form and required corrections, including a population-projection graphic that was not properly displaying Town and Caroline County data, housing-construction estimates that appeared inconsistent with known development, and an enrollment table that had not yet been expanded through Grade 12. Mr. Smith stated that additional employment and wage information had been obtained from the U.S. Department of Labor and that school enrollment information had been obtained from the Virginia Department of Education.
- The Commission discussed reorganizing the Comprehensive Plan so that Chapter Two would serve as a community-profile chapter containing the Town's history, demographic information, readable graphics, abbreviated tables, and explanations of significant trends. The Commission also discussed whether countywide school information was necessary for a Town Comprehensive Plan. Commissioners agreed that education remained relevant to the community but suggested determining whether enrollment information could be narrowed to students residing within the Town. The Commission also requested that staff investigate available data concerning private-school attendance, including The Carmel School and Fredericksburg Christian School, and continue coordination with Caroline County Public Schools regarding enrollment, facility needs, and projections.

5. Draft Chapter 1 — Full Stride to 2045

- Ms. Odom presented the draft first chapter, titled "Full Stride to 2045," which explained the purpose and legal basis of the Comprehensive Plan, its relationship to the zoning ordinance and capital planning, the process used to prepare the update, and how the plan would be implemented and reviewed. She stated that incomplete dates and references would be corrected and that the final document's colors would be drawn from the Town seal. Commissioners discussed the hierarchy and appearance of headings, noting that subordinate sections should be more clearly distinguished from primary headings and that the heading addressing plan jurisdiction and relationships to other plans and policies should be reviewed for clarity.

- The Commission discussed the draft language concerning a capital improvement program. Ms. Odom explained that the Code of Virginia permits a planning commission to prepare a capital improvement program and requires it to do so when directed by the governing body. The Town did not currently maintain a separate formal capital improvement program, and capital projects were generally addressed through the annual budgeting process and multiyear financial planning. The Commission agreed that the Comprehensive Plan should retain general language describing the relationship between capital investments and the plan's goals without making the provision overly restrictive. The draft chapter was left open for further review and written commissioner comments.

NEW BUSINESS:

COMMISSION COMMENTS AND REPORTS:

ADJOURNMENT:

- Commissioner Seigmund motioned to adjourn the Planning Commission Meeting, seconded by Vice-Chair Gattie. Following unanimous approval by all members present, the Planning Commission Meeting adjourned at 7:03 PM.

Attest:

Chair: _____
Matthew Benjamin

Clerk: _____
India Adams-Jacobs, MPA, ICMA-CM



TOWN OF BOWLING GREEN PLANNING COMMISSION MEETING

MINUTES

Thursday, July 16, 2026
6:00 PM

PLEDGE OF ALLEGIANCE:

ROLL CALL AND DETERMINATION OF A QUORUM:

Commissioners Present: Chair Matthew Benjamin, Vice-Chair Lisa Gattie, Commissioner Jeff Voit, Commissioner Lauren Griemsman

Commissioners Absent: Commissioner Scott Seigmund

Staff Present: Darla Odom, Planner; Jeffrey Smith, Administrative Assistant/Deputy Clerk

APPROVAL OF THE MINUTES:

1. June 18, 2026 Minutes

- Vice-Chair Gattie motioned to defer consideration of the June 18, 2026, Planning Commission minutes until the August meeting. The motion was seconded by Chair Benjamin and was approved unanimously by all members present.

PUBLIC COMMENT ON NON-PUBLIC HEARING PLANNING COMMISSION/LAND USE MATTERS:

- Chair Benjamin opened public comment at 6:01 PM. Public comment was closed at 6:02 PM with no speakers present.

UNFINISHED BUSINESS:

2. Comprehensive Plan Discussion

A. Project Timeline

- Ms. Odom reviewed the Comprehensive Plan project timeline and the timing of the proposed joint work session with Town Council. Commissioners agreed that the work session should occur after the Planning Commission had reviewed a more complete draft, including the environmental, transportation, mapping, and land-use components. The Commission supported holding one joint work session and public open house in October, followed by a potential public hearing on November 12, 2026. Ms. Odom explained that the October session would provide an overview of the revisions and make the draft available for public review before the hearing. She further noted that the public hearing could be delayed if substantial revisions were required, although the environmental chapter and related ordinance amendments must remain on schedule for completion before the February 2027 compliance deadline.

- Commissioner Voit motioned to amend the Comprehensive Plan project timeline to schedule the joint Town Council and Planning Commission work session and public open house in October, with a potential public hearing in November. The motion was seconded by Commissioner Griemsman and was approved unanimously by all members present.
- Commissioner Voit motioned to amend the Planning Commission meeting calendar by moving the October meeting from October 15 to October 22, 2026, at the regular time and location. The motion was seconded by Commissioner Griemsman and was approved unanimously by all members present.

B. Outreach with Town Staff and Partners

- Ms. Odom reported that staff coordination with Town departments and partner agencies remained ongoing. Updated police-call information, utility-account data, school information, and other community-facility information had been received or was being compiled. Commissioners discussed the need to verify the number of water and sewer connections, private wells, and septic systems within the Town because the available billing categories did not clearly answer those questions. Ms. Odom also advised that utility-related revisions prepared with Mr. Imboden addressed portions of Chapters Three, Seven, and Ten but had been inadvertently omitted from the packet. Staff would email the material to the Commission and obtain clarification or additional input from Mr. Imboden as necessary. Commissioners were asked to review the utility information and submit questions or comments by July 31.

C. Proposed Chapter Layout Revised

- Ms. Odom presented the revised chapter layout and stated that no additional structural changes were anticipated. Chapter Two would become a community profile combining a brief Town history with demographic information, charts, and narrative explanations of significant trends. The Commission agreed to carry forward the concise history contained in the existing Comprehensive Plan, subject to later comments. The revised structure would also place tourism with regional economy and economic development, while plan goals and implementation strategies would be incorporated into the applicable chapters. Ms. Odom noted that state-law changes affecting housing, including the treatment of manufactured homes, would need to be addressed in the housing and land-use components.

3. Chapter 2: Community Profile

- Mr. Smith reviewed corrections to the community-profile tables and graphics. The year-structure-built table was revised using Caroline County Commissioner of the Revenue records to show 11 structures constructed from 2010 through 2019 and 14 constructed in 2020 or later. The population-change graphic was adjusted so Town and county trends were both visible, and school enrollment data were expanded through Grade 12. Commissioners requested additional review of the school-enrollment projections, clearer presentation of the zero-bedroom housing category, and explanatory text defining housing cost burden. They also recommended separating unemployment and remote-work data, adding information concerning commuting patterns and destinations, reviewing potential Main Street and regional-planning data sources, correcting missing sources and table formatting, and retaining only graphics that meaningfully inform future land-use, housing, transportation, economic-development, and community-service decisions.

4. Chapter 7: Community Facilities & Services

- Ms. Odom presented available police and community-facility information and noted that the Virginia State Police office formerly located in Town had closed, although agency contact information and service arrangements remained unchanged. Commissioners questioned the meaning of the police computer-aided dispatch data and the substantial variation between the 2024 and 2025 totals. They requested verification of whether the figures represented dispatches, calls for service, or broader departmental activity; an explanation of the effect of staffing levels; and, if available, comparable information for the Caroline County Sheriff's Office and Virginia State Police. The Commission agreed that the chapter should provide sufficient context to avoid suggesting an unsupported increase in crime. Staff would also continue verifying utility, well, septic, school, public-safety, and other facility information and would circulate the omitted utility revisions for commissioner review.

5. Chapter 5: Economic Development, Tourism and Economy

- Ms. Odom presented the draft chapter, which expanded the existing economy discussion to address regional economic conditions, local employment and income trends, poverty, taxable sales, commuting patterns, Town revenue indicators, economic development, and tourism. Commissioners requested that Town-specific data be identified clearly and compared consistently with county and regional information; that the years represented in the tables be made more consistent; and that incomplete Fiscal Year 2026 figures be identified. The Commission recommended replacing or supplementing the business-license tax-collection chart with the number of active, new, and renewed licenses by business category, because changes in collections could reflect tax policy or administrative practices rather than economic growth. Commissioners also requested incorporation of Bowling Green Main Street goals and initiatives, a graphic illustrating projected population within the five-, fifteen-, and thirty-minute trade areas, and definitions or explanations for acronyms and specialized sources such as Esri. Comments on the chapter and the forthcoming utility revisions were requested by July 31.

6. Chapter 3: Environmental Sustainability & Resilience

- Ms. Odom stated that the environmental sustainability and resilience chapter remained under development and had intentionally not been included in the meeting packet. The chapter would incorporate applicable state-law changes and would be provided for Commission review when the draft was complete.

NEW BUSINESS:

7. None

INFORMATIONAL ITEMS:

- Ms. Odom advised that future zoning-ordinance amendments would be required or considered in response to recent state-law changes affecting housing and manufactured homes, solar facilities, battery energy-storage systems, data centers, and related environmental matters. She also requested Commission input concerning the Town's fence regulations, including side-yard height limits,

setbacks, vegetative screening, prohibited materials, and provisions applicable to corner lots. Commissioners discussed the intent of the existing ordinance and recommended reviewing the prior Planning Commission and Town Council proceedings for clarification. Ms. Odom further discussed revising the home-occupation provisions to distinguish low-intensity, by-right home offices from more intensive uses such as vehicle or equipment repair, classes, or other activities that may warrant a special use permit and enforceable conditions. Commissioners expressed general support for a clearer approval process, and staff indicated that proposed language could be presented with other ordinance amendments at a future meeting.

ADJOURNMENT:

- Chair Benjamin motioned to adjourn the Planning Commission Meeting. The motion was seconded by Commissioner Voit and was approved unanimously by all members present. The Planning Commission Meeting adjourned at 8:16 PM.

Attest:

Chair: _____
Matthew Benjamin

Clerk: _____
India Adams-Jacobs, MPA, ICMA-CM



Planning Commission Memorandum

TO: The Honorable Members of the Planning Commission
FROM: Darla Orr Odom, Deputy Zoning Administrator
COPY: India Adams-Jacobs, Town Manager
SUBJECT: **PUBLIC HEARING Zoning Map Adoption - Case # ZMA 26-01**
DATE: August 20, 2026

SUMMARY:

Staff requests Planning Commission consideration of an ordinance to adopt an official digital version of the Town of Bowling Green Zoning Map. The proposed map covers all properties within the Town and would replace all previous paper zoning map versions.

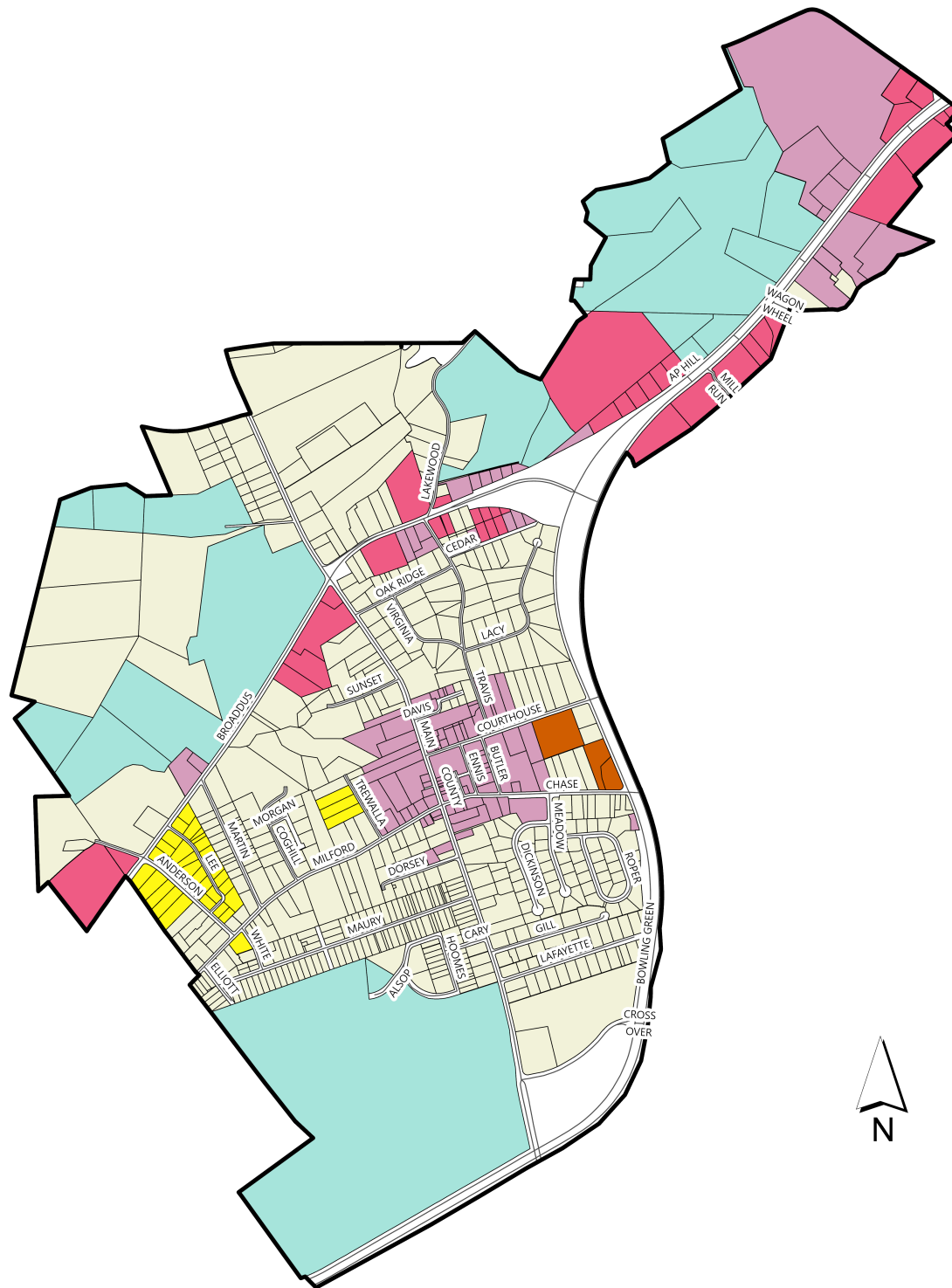
The proposed action is an update to the format of the official zoning map. It does not rezone any property and does not change any zoning district boundary. The digital map will reflect the Town's existing zoning districts in a single official format.

The Planning Commission will conduct a public hearing on Case # ZMA 26-01 at its August 20, 2026, meeting. Following the public hearing, the Planning Commission may make a recommendation to Town Council regarding adoption of the proposed official digital zoning map.

STAFF RECOMMENDATION:

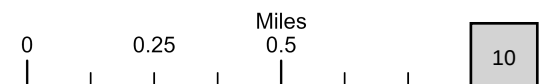
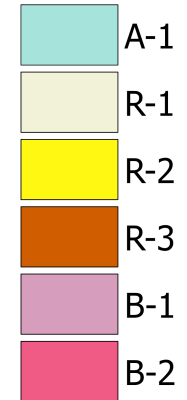
The Planning Commission vote to recommend approval of Case # ZMA 26-01 to Town Council, adopting the official digital zoning map and replacing the previous paper map versions, with no changes to existing zoning district boundaries.

Town of Bowling Green Zoning



 Town Boundary

Zoning Designation





NOTICE OF PUBLIC HEARING
TOWN OF BOWLING GREEN, VIRGINIA

The Town of Bowling Green Planning Commission will hold a public hearing at its meeting on Thursday, August 20, 2026, beginning at 6:00 p.m. in the Town Council Chambers, located in the Bowling Green Town Office at 117 Butler Street, Bowling Green, Virginia, to consider the following:

Ordinance for Zoning Map Adoption (Case # ZMA 26-01) – THE TOWN OF BOWLING GREEN proposes an Ordinance to adopt an official digital version of the Town's Zoning Map covering all properties located within the Town of Bowling Green. This map will replace all previous paper zoning map versions. There are no changes in zoning district boundaries proposed with this Ordinance.

All persons are invited to be present at this public hearing to speak to these matters. Anyone needing special assistance to participate in the public hearing is asked to contact the Town Manager prior to the public hearing so that appropriate arrangements may be made.

A copy of the documents for this item may be viewed at the Town Office at 117 Butler Street, Bowling Green, Virginia on Mondays, Wednesdays, and Fridays between 9:00 a.m. to 4:00 p.m.

By Order of the Town of Bowling Green Planning Commission
India Adams-Jacobs, Town Manager and Zoning Administrator



Planning Commission Memorandum

TO: The Honorable Members of the Planning Commission
FROM: Darla Orr Odom, Deputy Zoning Administrator
COPY: India Adams-Jacobs, Town Manager
SUBJECT: **Comprehensive Plan Update Chapter 7 – New Community Facilities and Services**
DATE: August 20, 2026

SUMMARY:

As part of the Town’s ongoing update to the Comprehensive Plan, staff has gathered updated information for the Community Facilities and Services chapter and related portions of the revised Plan. This memorandum consolidates new information concerning public safety, healthcare and assistance services, public utilities, and education. The proposed additions replace outdated figures, expand the inventory of community services, and provide current data for evaluating future facility and infrastructure needs.

PUBLIC SAFETY

The revised Plan will include Bowling Green Police Department activity data covering December 2024 through July 2026. The consolidated report records 3,331 activities over the reporting period. The source workbook created from Bowling Green Police Department monthly reports combines June and July into a single reporting period for both 2025 and 2026; this qualification should accompany the table in the revised Plan so that each row is not interpreted as a single month.

Activity Category	Reported Total
Property checks	1,090
Calls	883
Summonses	517
Warnings	420
Assists	238
Other activity	89
Arrests / warrants	35
Motor vehicle accidents	26
Larceny	17
Assault / domestic	16

Activity Category	Reported Total
Total activity	3,331

HEALTHCARE/ASSISTANCE

The revised Plan will replace a general description of medical access with a named inventory of healthcare and assistance providers located within Town limits. The supplied medical-facilities document identifies the following nine providers and addresses:

Provider	Town Address
Campbell's Dental	117 Courthouse Lane
VA Primary Care Associates	121 Courthouse Lane
Select Physical Therapy	121 Courthouse Lane
Fresenius Kidney Care	102 W. Broadus Avenue
Caroline Family Practice	102 W. Broadus Avenue
Bowling Green Health Care Rehabilitation Center	120 Anderson Avenue
Natalie Drawdy, PMHNP, LLC	236 N. Main Street
Allay Psychiatric Services, PLLC	204 N. Main Street, Suite 3B
Life Way Services	268 N. Main Street

The same source places the Virginia Department of Health at the Caroline County Community Services Center, 17202 Richmond Turnpike in Milford; notes additional medical facilities in the Ladysmith area along Route 1; and identifies Mary Washington Hospital on Route 1 north in Fredericksburg as the closest major hospital serving Town residents.

PUBLIC UTILITIES

The proposed utility revisions are presented as source-verified replacement language for Chapters 3, 7, and 10. The Inboden Environmental Services document states that its figures are drawn from the reissued 2024 VPDES Permit VA0020737 and Fact Sheet; Groundwater Withdrawal Permit GWI000471 and its December 26, 2024 issuance materials; the 2022 Dewberry Preliminary Engineering Report; and the Town's 2025 Virginia Department of Health and wastewater monthly operating reports.

Utility Measure	Current Figure	Basis / Context
Water connections / estimated population	948 / 1,233	Year-end 2025
2025 groundwater production	53,396,200 gallons	Approximately 146,291 gpd
Active wells	Wells 1A, 4, and 5	Potomac aquifer
Finished-water storage	360,000 gallons	200,000-gallon ground tank and 60,000- and 100,000-gallon elevated tanks
VDH waterworks design capacity	360,000 gpd	VDH Permit No. 6033550
Permitted groundwater withdrawal	90.7 million gal/year	11.78 million gal/month; permit effective through December 25, 2039

Utility Measure	Current Figure	Basis / Context
Sewer connections	Approximately 550	Reconciled from differing source counts
WWTP design capacity	250,000 gpd	Approximately 1.06 MGD peak-flow capability
2025 wastewater treated	34.24 million gallons	Approximately 93,797 gpd; 37.5% of average design capacity
2025 peak day	0.282 MGD	April 2025

The revisions also address aging concrete gravity mains and brick manholes, storm-driven hydraulic overloading, inflow and infiltration reduction, replacement of Well 4 and related pump-intake work, potential gross-alpha treatment needs, the wastewater permit's ammonia compliance schedule, committed residential development, and the Town's policy of retaining local ownership and control of its utilities.

EDUCATION

The education revisions will add Caroline County Public Schools enrollment projections, school-capacity timing, anticipated classroom needs, and facility-condition information relevant to the schools serving Bowling Green residents. Countywide enrollment is projected to rise from 4,564 students in 2023–24 to 5,380 students in 2033–34, an increase of 816 students, or approximately 17.9%.

School	Current Enrollment	Capacity	Capacity Reached	2033–34 Projection	Classrooms Needed
Bowling Green Elementary	811	809	2023–24	894	5
Caroline Middle	1,000	1,116	2028–29	1,197*	4
Caroline High	1,278	1,437	2030–31	1,612*	7

**The middle- and high-school projections are reported in the source as countywide grade-group projections for grades 6–8 and 9–12, respectively. They are used here because Caroline Middle School and Caroline High School serve those grade groups; the revised Plan should preserve that distinction.*

School	Deferred Maintenance	Current Replacement Cost	Facility Condition Index
Bowling Green Elementary School	\$2,330,022	\$31,184,340	7.47%
Caroline Middle School	\$3,092,240	\$58,205,550	5.31%
Caroline High School	\$4,685,389	\$88,980,980	5.27%

The facility-assessment source defines the Facility Condition Index as deferred maintenance divided by current replacement cost. Its condition-rating table describes 5.1%–10.0% as “Good,” indicating that minimal minor repairs are needed and the school or building functions as designed.

REQUESTED COMMISSION DIRECTION

Staff requests that the Planning Commission review the proposed additions and identify any further information needed.

CHAPTER 7 - COMMUNITY FACILITIES AND SERVICES

Introduction

CONTENT UPDATE PENDING ADDITION OF NEW DATA/INFORMATION

This chapter deals with community facilities and services and outlines their existing conditions and future needs. As town residents are also County residents, it is important to review not only the town's resources but also the County's to ensure there is no overlapping of facilities and services.

General Government:

CONTENT UPDATE PENDING ADDITION OF NEW DATA/INFORMATION

Town Hall

The Town Hall is an important symbol of the town government and should present a positive image of the town. Bowling Green's Town Hall was converted from an old USO Club building built in 1942. The building houses the town's administrative offices and Council chambers. It also has a large hall at the rear of the structure which is used for public and private functions.

County Courthouse and Offices

The courthouse and administrative offices for a number of Caroline County departments are in the Courthouse located off Main Street. Other offices are scattered in other buildings in the downtown area and in the renovated middle school (now known as the Caroline Community Center).

Public Safety:

Town Police

The Bowling Green Police Department provides police protection within the Town, with dispatching coordinated through Caroline County emergency communications. Current activity reporting provides a more complete picture of the Department's work than the prior description of staffing, vehicles, and facilities. From December 2024 through July 2026, the Department recorded 3,331 activities. June and July are combined into a single reporting period for both 2025 and 2026.

Activity Category	Reported Total
Property checks	1,090
Calls	883
Summonses	517
Warnings	420
Assists	238
Other activity	89
Arrests / warrants	35
Motor vehicle accidents	26
Larceny	17
Assault / domestic	16
Total activity	3,331

Future Needs: Continue monitoring calls and activity types, staffing needs, equipment, facilities, and service demands as the Town grows and public-safety conditions change.

Virginia State Police

The Virginia State Police provides assistance to the Town as requested and focuses primarily on highway patrol. No troopers are assigned specifically to Bowling Green; seven troopers are assigned to Caroline County. The State Police office formerly located in Town was scheduled to close July 6, 2026. State Police does not maintain a computer-aided dispatch (CAD) code specific to Bowling Green; its CAD technician identified 37 calls within Town during 2025.

Future Needs: Continue coordination with the Virginia State Police and monitor changes in office location, staffing, and service coverage affecting the Town.

Fire Department

CONTENT UPDATE PENDING ADDITION OF NEW DATA/INFORMATION

Fire protection is provided by the Bowling Green Volunteer Fire Department organized in 1947. The fire station is located off Courthouse Lane behind the Town Hall. The department provides service to the town and surrounding area. The department has 50 volunteer members who answer approximately 1000 calls per year. The department is supported by two engines, one first response and heavy rescue squad, one brush truck, one ladder truck, and one medic unit.

Future Needs: The fire department has requested a new building and more equipment to meet the needs of the community in the near future. County funds, along with private funds and money from the town, provide the budget for the department.

Rescue Squad

CONTENT UPDATE PENDING ADDITION OF NEW DATA/INFORMATION

The Bowling Green Volunteer Rescue Squad provides emergency medical services to the town and surrounding area. The squad is located off Courthouse Lane next to the fire department. The squad's volunteer members answer approximately 1,500 calls per year. The squad is supported by three advanced life support units.

Future Needs: The building and equipment which supports the rescue squad is anticipated to be adequate for the near future.

Healthcare/Assistance:

Medical Facilities

Bowling Green residents have access to a range of healthcare and assistance providers located within Town limits. These providers include dental care, primary care, physical therapy, kidney care, family practice, rehabilitation and long-term care, psychiatric and mental-health services, and community assistance services.

Provider	Town Address
Campbell's Dental	117 Courthouse Lane
VA Primary Care Associates	121 Courthouse Lane
Select Physical Therapy	121 Courthouse Lane
Fresenius Kidney Care	102 W. Broaddus Avenue
Caroline Family Practice	102 W. Broaddus Avenue
Bowling Green Health Care Rehabilitation Center	120 Anderson Avenue

Provider	Town Address
Natalie Drawdy, PMHNP, LLC	236 N. Main Street
Allay Psychiatric Services, PLLC	204 N. Main Street, Suite 3B
Life Way Services	268 N. Main Street

Additional medical facilities are located in the Ladysmith area of Caroline County along Route 1. Mary Washington Hospital in Fredericksburg is the closest major hospital serving Bowling Green residents.

Caroline County Health Department

The Caroline County Health Department provides public-health services to Town and County residents. The department is located at the Caroline County Community Services Center, 17202 Richmond Turnpike in Milford.

Caroline County Department of Social Services

CONTENT UPDATE PENDING ADDITION OF NEW DATA/INFORMATION

The County Social Services Department provides various programs and services such as food stamps, temporary aid to needy families, fuel assistance and Medicaid eligibility determination. The office is located in the Caroline County Community Services building.

Recreation:

CONTENT UPDATE PENDING ADDITION OF NEW DATA/INFORMATION

Libraries

Caroline County maintains three branch libraries with the main library, which services as the headquarters, being located at the Caroline Community Services building.

Parks and Recreation

The Town has secured funding through a partnership with KaBOOM!, a national nonprofit focused on expanding access to quality play spaces, to replace the existing Town playground with a new playground serving children ages 2 through 12. The playground will be designed with direct input from local children and families through a community Design Day and public survey. Construction will be completed with assistance from community volunteers. The project represents a significant investment in family-friendly recreational amenities and community-centered public space in Bowling Green.

There are no parks or recreation programs provided by the town. A small private playground is located off Anderson Avenue at the Lee Street Apartments. A private recreation club located on the north side of town off Route 2 includes a swimming pool, tennis courts and a picnic area. Caroline County maintains a 45 acre park adjacent to the Caroline County High School and Middle School which is approximately five miles from the Town of Bowling Green. The park consists of two softball fields, one lighted baseball field, picnic shelter, a cross-country trail and a multi-purpose field. Farmer Park is adjacent to the Caroline County School Administration Building south of Bowling Green.

Future Needs: Significant resources for large scale parks are not available. The County Park provides adequate large scale facilities within a reasonable distance. With the development of the Bowling Green Meadows Subdivision land was donated for Dickinson Park. Furthermore, opportunities to develop small sitting parks within the downtown area should be investigated in conjunction with the Bowling Green Downtown Revitalization Plan and the development of the Washington-Rochambeau Park project for which Caroline County received funding.

A recreation program would be too costly for the town to develop. Recreation programs are provided by the Caroline County Department of Parks and Recreation. It is not anticipated that the town will be developing its own recreation program in the near future.

Public Utilities:

Water System

The Town owns and operates a municipal water system supplied entirely by groundwater from the Potomac aquifer. The system is served by three active wells: Wells 1A, 4, and 5. Each well is disinfected by chlorination. The system provides 360,000 gallons of finished-water storage through one 200,000-gallon ground storage tank and two elevated tanks with capacities of 60,000 and 100,000 gallons.

The Virginia Department of Health waterworks design capacity is 360,000 gallons per day. The Town's groundwater withdrawal permit authorizes up to 90,700,000 gallons per year and 11,780,000 gallons per month and remains effective through December 25, 2039. During 2025, the system produced 53,396,200 gallons, averaging approximately 146,291 gallons per day and using 58.9% of the permitted annual withdrawal. At year-end 2025, the system served 948 connections and an estimated population of 1,233.

Water-System Measure	Current Figure
Active supply wells	Wells 1A, 4, and 5
Finished-water storage	360,000 gallons
VDH design capacity	360,000 gpd
Permitted annual withdrawal	90,700,000 gallons
Permitted monthly withdrawal	11,780,000 gallons
2025 production	53,396,200 gallons
2025 average daily production	Approximately 146,291 gpd
2025 connections / population served	948 / 1,233

Future Needs: Complete required well-field work, including replacement of Well 4 and any necessary pump-intake adjustments; evaluate additional or replacement wells as needed to preserve system capacity; continue investigating treatment needs associated with gross alpha radiation; implement water-conservation and distribution-system audit requirements; and coordinate growth with available water capacity.

Sewage System

The Town owns a wastewater treatment plant at 219 Anderson Avenue. The plant has a permitted average design capacity of 0.25 million gallons per day and a peak-flow capability of approximately 1.06 million gallons per day. Treatment includes screening and headworks, an oxidation ditch, secondary clarifiers, tertiary filtration, ultraviolet disinfection, and solids handling.

The system serves approximately 550 sewer connections. During 2025, the plant treated 34.24 million gallons, averaging approximately 93,797 gallons per day, or 37.5% of its average design capacity. The peak day was 0.282 million gallons in April 2025. The collection system includes approximately six miles of gravity main, eight miles of force main, and multiple lift stations. Much of the gravity system consists of aging concrete pipe and brick manholes, and the Town has experienced storm-driven hydraulic overloading and recent main failures.

Wastewater-System Measure	Current Figure
Average design capacity	250,000 gpd
Approximate peak-flow capability	1.06 MGD

Wastewater-System Measure	Current Figure
Sewer connections	Approximately 550
2025 wastewater treated	34.24 million gallons
2025 average daily flow	Approximately 93,797 gpd
Share of average design capacity	37.5%
2025 peak day	0.282 MGD in April

Future Needs: Prioritize inflow and infiltration reduction and rehabilitation of aging collection infrastructure; maintain compliance with the wastewater permit and its ammonia schedule; continue monitoring average and peak flows; maintain sufficient funding for operation and capital improvements; and phase major development approvals in coordination with available treatment and collection-system capacity.

Education:

The Caroline County School Board operates the public school system serving Bowling Green students. Because the Town does not operate the school system, this section focuses on enrollment, capacity, facility condition, and planning considerations relevant to Town residents.

Schools

The principal public schools serving Bowling Green students are Bowling Green Elementary School, Caroline Middle School, and Caroline High School. Current planning information indicates that enrollment growth and facility capacity will require continued coordination between the Town and Caroline County Public Schools.

Enrollment and Capacity

Countywide enrollment is projected to increase from 4,564 students in 2023-24 to 5,380 students in 2033-34, an increase of 816 students. Bowling Green Elementary School reported current enrollment of 811 students compared with a capacity of 809 and is projected to reach 894 students by 2033-34. Caroline Middle School reported 1,000 students compared with capacity of 1,116, while the grades 6-8 projection reaches 1,197 by 2033-34. Caroline High School reported 1,278 students compared with capacity of 1,437, while the grades 9-12 projection reaches 1,612 by 2033-34.

School	Current Enrollment	Capacity	Capacity Reached	2033-34 Projection	Classrooms Needed
Bowling Green Elementary	811	809	2023-24	894	5
Caroline Middle	1,000	1,116	2028-29	1,197*	4
Caroline High	1,278	1,437	2030-31	1,612*	7

*Middle- and high-school figures are countywide grade-group projections for grades 6-8 and 9-12, respectively.

Facility Condition

Facility assessments identify deferred maintenance needs at each of the three schools. The Facility Condition Index is calculated by dividing deferred maintenance by current replacement cost. Each school falls within the 'Good' rating range of 5.1% to 10.0%, indicating that minimal minor repairs are needed and the building functions as designed.

School	Deferred Maintenance	Current Replacement Cost	Facility Condition Index
Bowling Green Elementary School	\$2,330,022	\$31,184,340	7.47%
Caroline Middle School	\$3,092,240	\$58,205,550	5.31%

School	Deferred Maintenance	Current Replacement Cost	Facility Condition Index
Caroline High School	\$4,685,389	\$88,980,980	5.27%

Future Needs: Coordinate with Caroline County Public Schools regarding enrollment growth, school-capacity milestones, anticipated classroom needs, facility maintenance, and the effects of new residential development on the schools serving Bowling Green students.

Financial Resources:

CONTENT UPDATE PENDING ADDITION OF NEW DATA/INFORMATION

Maintaining, expanding and providing new public facilities and services are tied to the town's ability to pay for them. The town uses its Capital Improvement Program to fund capital public projects. Services that are ongoing are funded by the annual budget. Adequately maintaining existing facilities before expanding or proposing new facilities should be a priority.



Planning Commission Memorandum

TO: The Honorable Members of the Planning Commission
FROM: Darla Orr Odom, Deputy Zoning Administrator
COPY: India Adams-Jacobs, Town Manager
SUBJECT: **Comprehensive Plan Chapter 5 – Revision Status Update**
DATE: August 20, 2026

Purpose

This memorandum summarizes revisions made to draft Comprehensive Plan Chapter 5, Regional Economy, Economic Development and Tourism, in response to Planning Commission comments from July 16, 2026. It also identifies the additions remaining before the chapter is incorporated into the broader Comprehensive Plan draft.

Revisions Completed

Completed – Geographic comparisons: Town-specific data are now clearly identified and compared with Caroline County and regional data where comparable information is available. Notes clarify when county or regional information is used because Town-level data are unavailable.

Completed – Consistent reporting periods: The years represented in the tables and exhibits have been aligned more consistently. Where source limitations prevent a uniform period, the applicable years are stated in the exhibit title, narrative, or source note.

Completed – Acronyms and specialized sources: Acronyms are defined at first use, and specialized sources and analytical tools are explained. This includes Esri Tapestry Segmentation and its use in describing the demographic and consumer characteristics of Bowling Green's trade areas.

Revisions Remaining

Pending – Business-license activity: The existing Business, Professional and Occupational License tax-collection exhibit will be replaced or supplemented with counts of active, new, and renewed business licenses by category. This will provide a more direct measure of business activity than revenue collections alone.

Pending – Trade-area population graphic: Staff continue to produce a graphic that will show projected population within the five-, fifteen-, and thirty-minute drive-time trade areas surrounding Bowling Green.

CHAPTER 5 – REGIONAL ECONOMY, ECONOMIC DEVELOPMENT & TOURISM

INTRODUCTION

This chapter will share trends and factors, both qualitative and quantitative, related to the regional economy, economic development, and tourism, relative to Bowling Green, based on information from the U.S. Census, the George Washington Regional Commission (GWRC) Comprehensive Economic Development Strategy, and state-specific economic development efforts from the Virginia Department of Community Development and Housing. All these factors weave into one of the most important aspects of the town's comprehensive plan.

This chapter will present data on state, regional, and local taxes, employment, and other pertinent economic data to the Town of Bowling Green. In 2025, the George Washington Regional Commission adopted the first Comprehensive Economic Development Strategy for our region, which includes Caroline, King George, Spotsylvania, Stafford, and the City of Fredericksburg; where appropriate, this chapter includes charts directly from the report, as it most accurately captures the regional information for this chapter. This chapter presents data on cases where Bowling Green data was unavailable; information for the County, the GWRC area, and the State has also been presented. In cases where data for Bowling Green were not available, information for the County, the GWRC area, and the State has been presented.

REGIONAL ECONOMY

Labor Force Growth

Caroline County's labor force grew by 739 persons (or 4.5%) between the 2016–2020 and 2020–2024 American Community Survey 5-Year Estimates, reaching approximately 17,340 persons. Over the same period, the labor force in the George Washington Regional Commission (GWRC) region – comprising Fredericksburg city and Caroline, King George, Spotsylvania, and Stafford Counties – increased by over 15,400 persons, or nearly 7.8%, reaching approximately 213,565 persons. Growth was concentrated in Spotsylvania and Stafford Counties (each up roughly 9–10%), while Fredericksburg city's labor force declined slightly (–1.3%) and Caroline County grew more modestly than the regional average.

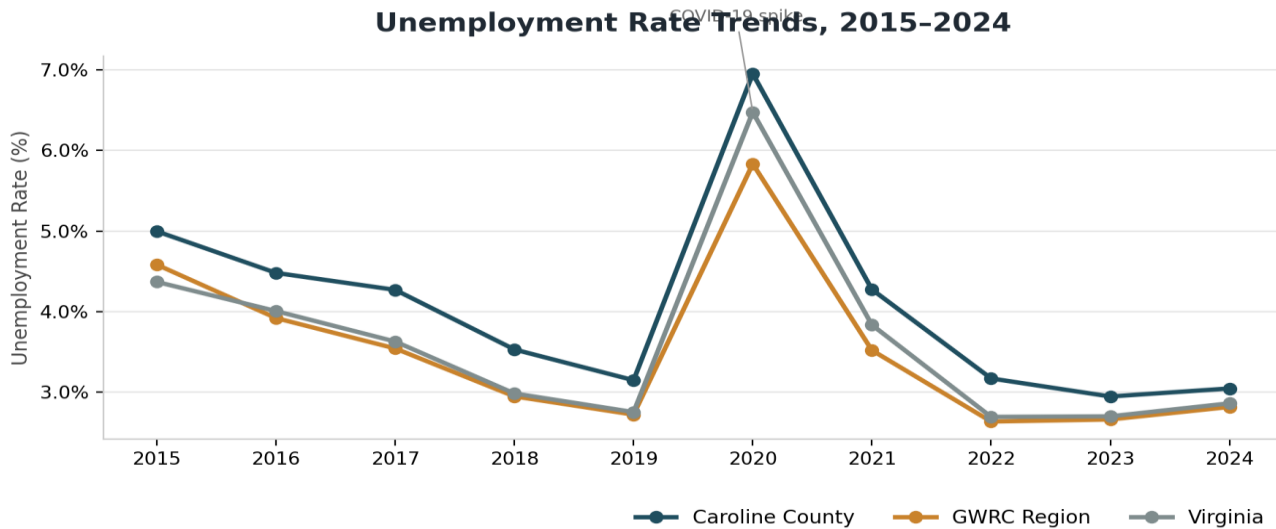
Table 5-2: Labor Force Growth by Jurisdiction, ACS 5-Year Estimates

Jurisdiction	2016–2020	2020–2024	Change	% Change
Town of Bowling Green	647	614	-33	-5.1%
Caroline County	16,601	17,340	+739	+4.5%
King George County	14,149	14,651	+502	+3.5%
Spotsylvania County	71,156	78,130	+6,974	+9.8%
Stafford County	79,867	87,270	+7,403	+9.3%
Fredericksburg city	16,393	16,174	-219	-1.3%
GWRC Region Total	198,813	214,179	+15,366	+7.8%

Source: U.S. Census Bureau, American Community Survey, Table DP03, Selected Economic Characteristics – 2016–2020 5-Year Estimates and 2020–2024 5-Year Estimates. “In labor force” (population 16 years and over).
 Note on scope: These two ACS 5-year releases provide a start-and-end comparison only; annual or intra-period detail (e.g., which years within each window drove the change) is not available at this geography and survey

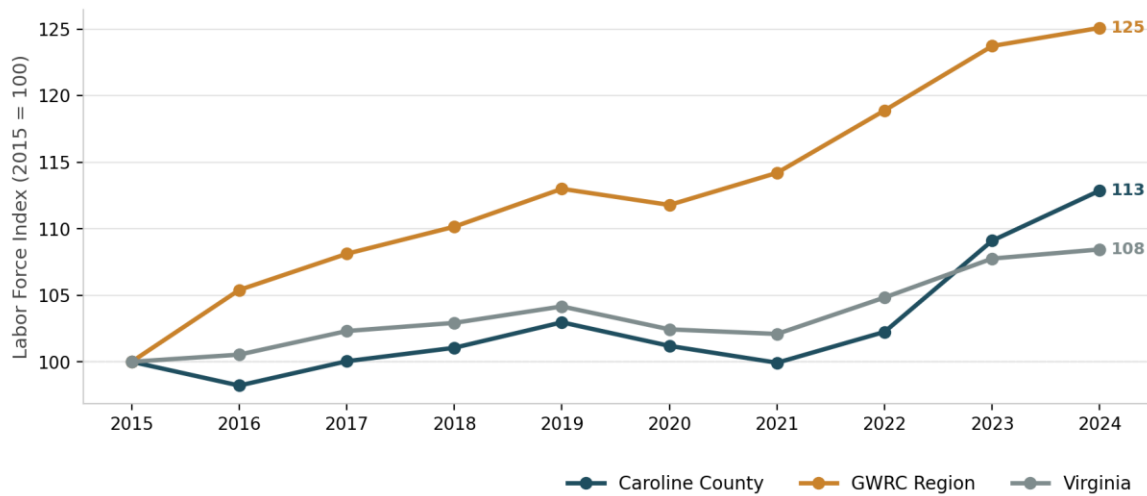
Historical Labor Force and Unemployment Trends

This section updates Table 5-2 (originally reporting 1992–2001 trends) with annual average data for 2015–2024, sourced exclusively from the Virginia Employment Commission's Virginia Works Local Area Unemployment Statistics (LAUS) program. Caroline County's labor force grew from 14,772 in 2015 to 16,672 in 2024 (+12.9%), tracking below the George Washington Regional Commission (GWRC) region's growth of 25.1% (171,077 to 213,995) and roughly in line with Virginia's statewide growth of 8.4% (4,228,925 to 4,585,889). All three geographies show the same pattern: a sharp unemployment spike in 2020 tied to the COVID-19 pandemic, followed by a steady recovery to historically low unemployment rates (2.8–3.0%) by 2023–2024.



Source: Virginia Employment Commission / Virginia Works, Local Area Unemployment Statistics (LAUS), Annual Averages, 2015–2024.

Civilian Labor Force Growth, 2015-2024 (Index: 2015 = 100)



Source: Virginia Employment Commission / Virginia Works, Local Area Unemployment Statistics (LAUS), Annual Averages, 2015-2024.

Table 5-2: Labor Force and Unemployment Trends for GWRC, 2015-2024

GWRC Region = Fredericksburg City and Caroline, King George, Spotsylvania, and Stafford Counties, summed.

Civilian Labor Force, 2015-2024			
Year	Caroline County	GWRC Region	Virginia
2015	14,772	171,077	4,228,925
2016	14,508	180,307	4,251,547
2017	14,778	184,955	4,326,572
2018	14,927	188,440	4,352,476
2019	15,210	193,309	4,404,770
2020	14,948	191,234	4,331,863
2021	14,761	195,360	4,317,236
2022	15,104	203,388	4,433,157
2023	16,116	211,663	4,556,792
2024	16,672	213,995	4,585,889

Employment, 2015-2024			
Year	Caroline County	GWRC Region	Virginia
2015	14,034	163,238	4,044,182
2016	13,858	173,239	4,081,193
2017	14,147	178,402	4,169,566
2018	14,400	182,884	4,222,550

2019	14,731	188,046	4,283,479
2020	13,909	180,081	4,051,412
2021	14,130	188,482	4,151,669
2022	14,625	198,025	4,313,707
2023	15,641	206,028	4,433,694
2024	16,164	207,965	4,454,619

Unemployment Rate, 2015–2024			
Year	Caroline County	GWRC Region	Virginia
2015	5.0%	4.6%	4.4%
2016	4.5%	3.9%	4.0%
2017	4.3%	3.5%	3.6%
2018	3.5%	2.9%	3.0%
2019	3.1%	2.7%	2.8%
2020	7.0%	5.8%	6.5%
2021	4.3%	3.5%	3.8%
2022	3.2%	2.6%	2.7%
2023	2.9%	2.7%	2.7%
2024	3.0%	2.8%	2.9%

Source: Virginia Employment Commission / Virginia Works, Local Area Unemployment Statistics (LAUS), Annual Averages (Period M13), 2015–2024. Virginia Works/LAUS does not publish estimates for Bowling Green.

Unemployment rates in Caroline County throughout the period from 2015-2024 have exceeded those of both the GWRC region and the State each year. While unemployment has ranged from a low of 2.9% (in 2023) to a high of 7% (in 2020) in Caroline, the highest rate in the GWRC region over this period was 7.0% in 2020 during the COVID-19 pandemic. Unemployment rates in Virginia did fluctuate to a similar degree, ranging from a high of 6.54% in 2020 to a low of 2.7

Employment

The following table presents employment by type in Bowling Green, Caroline County, and the State of Virginia according to the most recent Census. The largest employment category in Bowling Green and Virginia was management, professional, and related, while the largest category for Caroline was sales and office occupations.

Employment by Occupation Type

This section updates Table 5-3 from the 2000 U.S. Census with the most recent comparable American Community Survey (ACS) estimates for Bowling Green, Caroline County, and the Commonwealth of Virginia.

Table 5-3: Bowling Green Employment by Occupation Type, ACS 2019–2024 5-Year Estimates						
	Bowling Green		Caroline County		Virginia	
Occupation	#	%	#	%	#	%
Management, business, science & arts	194	34.2%	6,091	38.3%	2,031,791	48.3%
Service	159	28.0%	2,213	13.9%	646,999	15.4%
Sales & office	96	16.9%	3,511	22.1%	768,138	18.3%
Natural resources, construction & maintenance	80	14.1%	2,007	12.6%	315,036	7.5%
Production, transportation & material moving	39	6.9%	2,086	13.1%	444,458	10.6%
Total civilian employed (16+)	568	100%	15,908	100%	4,206,422	100%

Sources: Bowling Green town — U.S. Census Bureau, ACS 2019–2024 5-Year Estimates, Table DP03. Caroline County — U.S. Census Bureau, ACS 2020–2024 5-Year Estimates, Table DP03. Virginia — ACS-based statewide totals.

Note on category changes: The Census Bureau retired the six-category occupation scheme used in 2000 in favor of a five-category ACS scheme. “Farming, fishing, and forestry” is now folded into “Natural resources, construction, and maintenance” rather than reported separately, so 2000 and current figures are not perfectly comparable row-for-row.

Note on vintage: Bowling Green and Caroline County figures are drawn from different (though overlapping) 5-year ACS windows — 2019–2023 and 2020–2024, respectively — because that was the most recent Table DP03 release available for each geography at the time of pull.

Caroline County's labor force grew by 739 persons (or 4.5%) between the 2016–2020 and 2020–2024 American Community Survey 5-Year Estimates, reaching approximately 17,340 persons. Over the same period, the labor force in the George Washington Regional Commission (GWRC) region — comprising the City of Fredericksburg and Caroline, King George, Spotsylvania, and Stafford Counties — increased by more than 15,400 persons, or nearly 7.8%, to approximately 213,565 persons. Growth was concentrated in Spotsylvania and Stafford Counties (each up roughly 9–10%), while the labor force in Fredericksburg declined slightly (–1.3%) and Caroline County grew more modestly than the regional average.

Household Income and Poverty Status

The median household income in Bowling Green, according to the most recent U.S. Census data, was lower than that of each jurisdiction in the GWRC region and the State overall. The proximity of several jurisdictions to major employment centers, as well as the number of persons of retirement age in Bowling Green, undoubtedly play a role in the disparity in income levels.

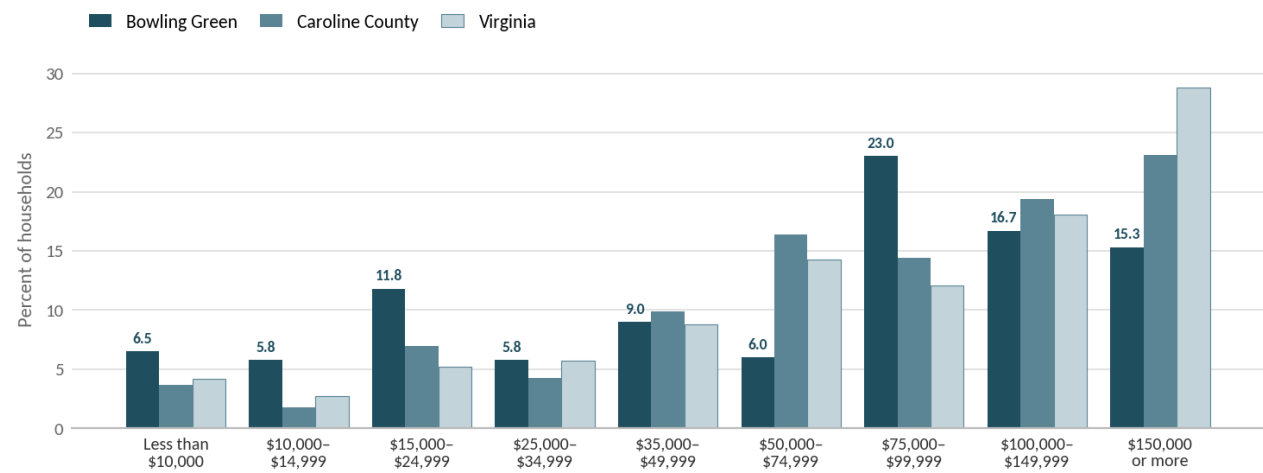
Table 5-4: Median Household Income, 2024

Locality	Median Household Income
Bowling Green	\$62,000
Caroline	\$78,000
King George	\$98,000
Spotsylvania	\$95,000
Stafford	\$112,000
Fredericksburg	\$68,000
Virginia	\$89,500

Source: 2024 U.S. Census

Exhibit 5-5: Household Income by Income Range, 2020–2024

Distribution of households by income range — percent of all households



Income Range	Bowling Green		Caroline County		Virginia	
	HHs	%	HHs	%	HHs	%
Less than \$10,000	38	6.5%	444	3.7%	141,361	4.2%
\$10,000 to \$14,999	34	5.8%	216	1.8%	90,875	2.7%
\$15,000 to \$24,999	69	11.8%	839	7.0%	175,018	5.2%
\$25,000 to \$34,999	34	5.8%	515	4.3%	191,847	5.7%
\$35,000 to \$49,999	53	9.0%	1,187	9.9%	296,184	8.8%
\$50,000 to \$74,999	35	6.0%	1,966	16.4%	481,300	14.3%
\$75,000 to \$99,999	135	23.0%	1,726	14.4%	407,254	12.1%
\$100,000 to \$149,999	98	16.7%	2,326	19.4%	609,197	18.1%
\$150,000 or more	90	15.3%	2,769	23.1%	969,331	28.8%
Total households	586	100%	11,988	100%	3,365,732	100%

Median household income	\$82,500	\$87,407	\$93,170
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Trend Analysis

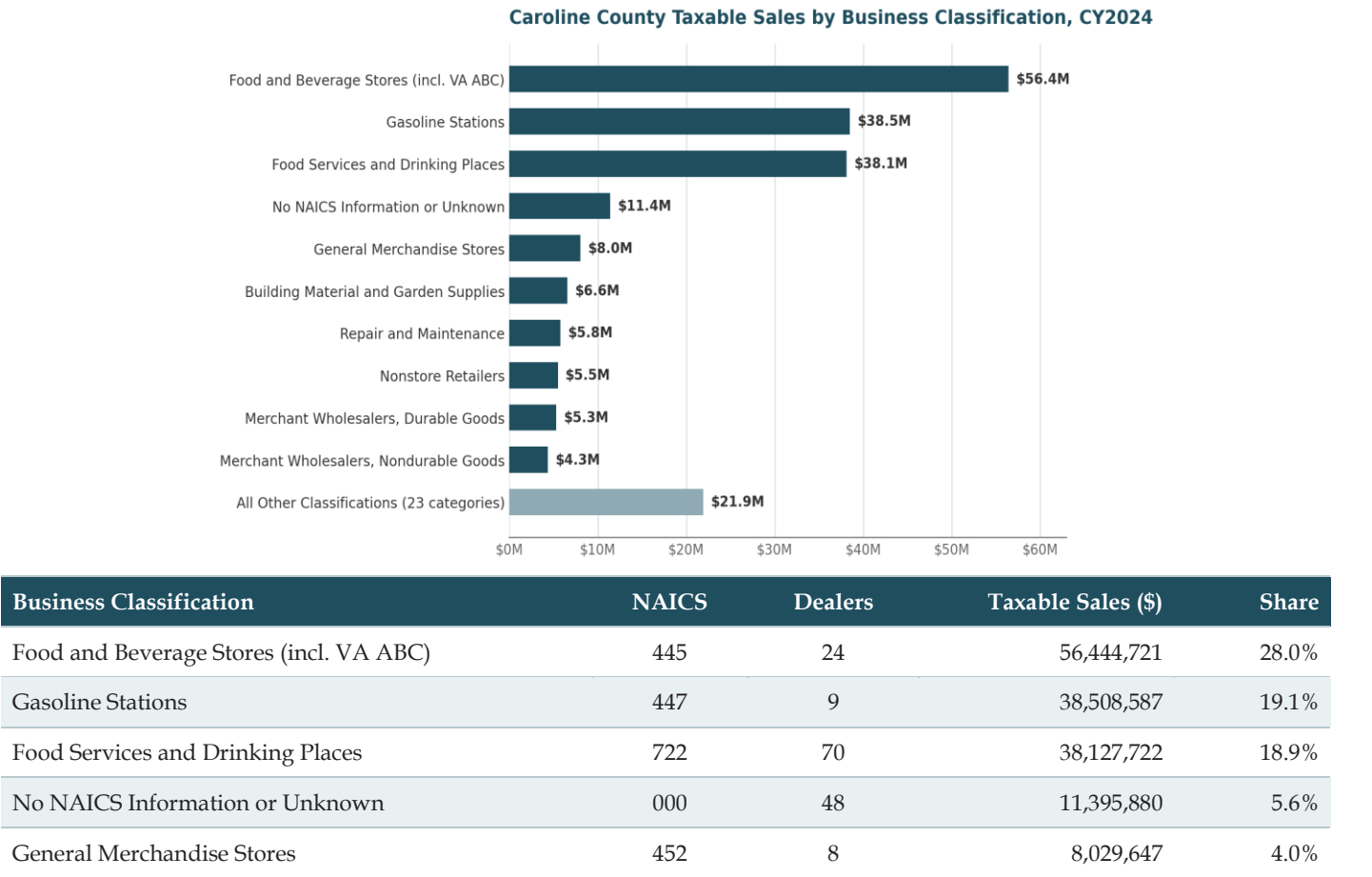
The Town’s income profile has shifted markedly upward since the 2000 Census (Table 5-54). In 2000, 39.9 percent of Bowling Green households earned less than \$25,000 and only 10.0 percent earned \$100,000 or more; in the 2020–2024 period, those shares are 24.1 percent and 32.0 percent, respectively, and the median household income has risen from \$32,250 to \$82,500. Even so, the Town’s median continues to trail Caroline County (\$87,407) and Virginia (\$93,170), and the local distribution remains wider at both ends than the County’s: nearly one in four Town households (24.1%) earns under \$25,000 — roughly double the County share (12.5%) — while the Town’s largest single cohort, 23.0 percent of households, falls in the \$75,000–\$99,999 range. The Town also lags in the top bracket, with 15.3 percent of households at \$150,000 or more versus 23.1 percent countywide and 28.8 percent statewide, consistent with the Town’s role as a modestly priced county seat within a higher-earning commuter region.

Because the Town sample covers only 586 households, small-area estimates carry wide margins of error (±\$20,288 on the Town median) and individual ranges should be read as indicative rather than precise. Dollar figures are expressed in 2024 inflation-adjusted dollars; the 2000 median of \$32,250 equates to roughly \$59,000 in 2024 dollars, indicating real — not merely nominal — income growth.

Sources: U.S. Census Bureau, 2020–2024 American Community Survey 5-Year Estimates, Table S1901 (Income in the Past 12 Months, in 2024 inflation-adjusted dollars). Household counts derived from published percentage distributions and rounded; the \$150,000-or-more range combines the ACS \$150,000–\$199,999 and \$200,000-or-more categories for comparability with Table 5-54. Comparative 2000 figures: 2000 U.S. Census.

Taxable Sales

Exhibit 5-6: Caroline County Taxable Sales by Business Classification, Calendar Year 2024



Business Classification	NAICS	Dealers	Taxable Sales (\$)	Share
Building Material and Garden Supplies	444	7	6,576,559	3.3%
Repair and Maintenance	811	28	5,762,111	2.9%
Non-store Retailers	454	42	5,477,706	2.7%
Merchant Wholesalers, Durable Goods	423	34	5,307,245	2.6%
Merchant Wholesalers, Nondurable Goods	424	22	4,328,476	2.1%
All Other Classifications (23 categories)	—	283	21,920,924	10.9%
Caroline County Classified Total		575	201,879,578	100%

Source: Virginia Department of Taxation, Taxable Sales by Business Classification (NAICS), Caroline County, CY2024, per sales tax deposits made February 1, 2024–January 31, 2025. Ten largest classifications shown individually; the remaining 23 are aggregated. Shares reflect the classified county total of \$201,879,577.53.

Taxable sales in Caroline County totaled \$201.9 million across 575 classified dealers in calendar year 2024, with an additional \$18.2 million in miscellaneous and unidentifiable sales bringing the countywide total to \$220.1 million among 655 dealers. The sales tax base is heavily concentrated in everyday consumption and highway-oriented commerce: Food and Beverage Stores (\$56.4 million), Gasoline Stations (\$38.5 million), and Food Services and Drinking Places (\$38.1 million) together generate \$133.1 million, or roughly two-thirds of all classified taxable sales in the county.

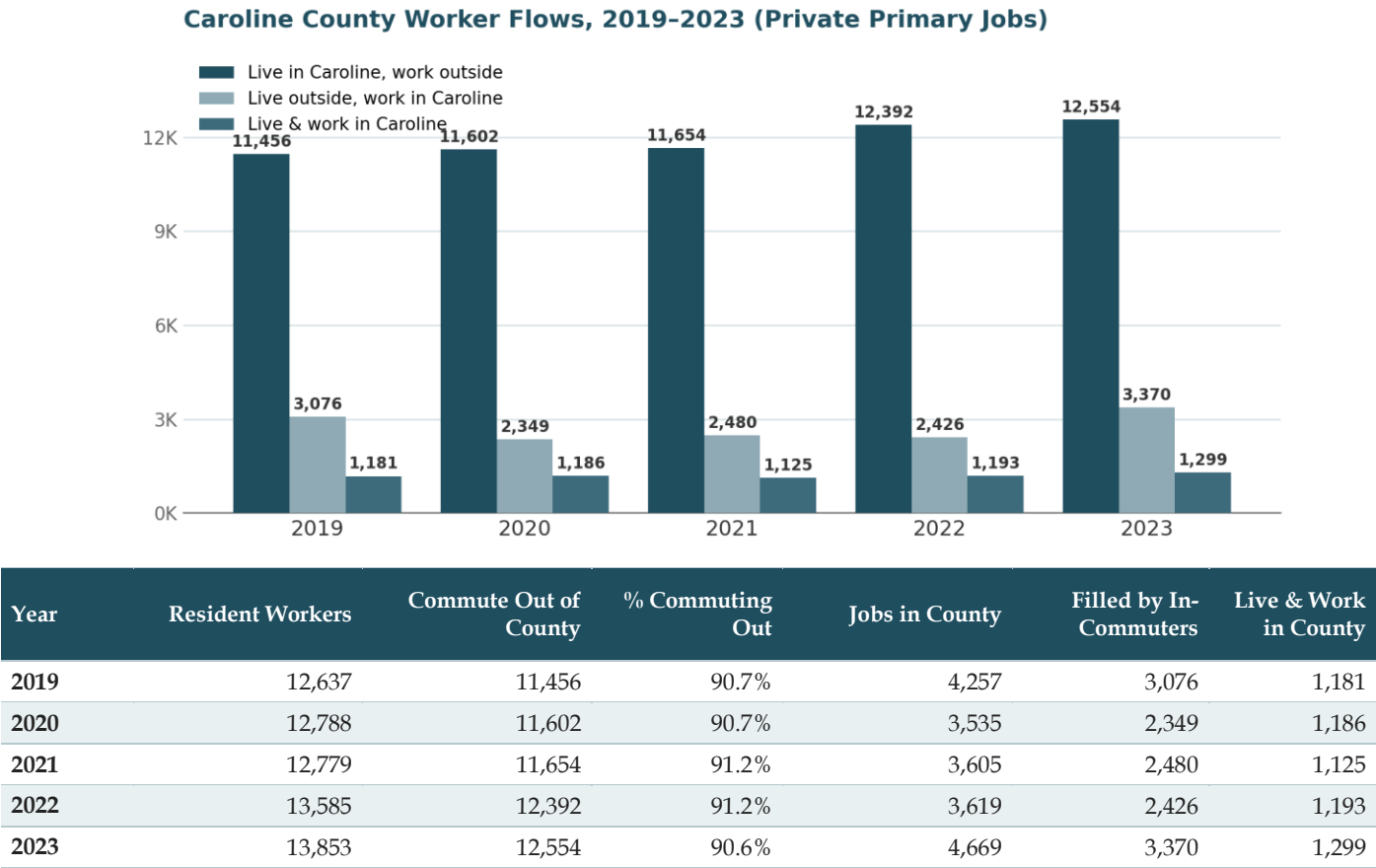
This composition carries two implications for the Town. First, the county's taxable sales base aligns closely with the categories from which Bowling Green draws its own meals, sales, and lodging tax revenues, tying the Town's revenue outlook to the same consumption and travel-oriented spending along the U.S. Route 301 and Interstate 95 corridors. Second, Food Services and Drinking Places counts 70 dealers — the largest of any classification — underscoring dining as both a fiscal anchor and an economic development opportunity for the Town's downtown.

Although taxable sales information is not available for businesses located only in Bowling Green, historic data for Caroline County is helpful when reviewing economic trends in the immediate area.

Commuting Patterns

Although commuting patterns are not provided for the town itself, Caroline County's commuting patterns can be used to gauge overall trends in the local area.

Exhibit 5-7: Caroline County Commuting Patterns, 2019–2023



Commuting Pattern Analysis

Caroline County is a pronounced net exporter of workers, and that pattern has been remarkably stable across the five-year period. In each year from 2019 through 2023, roughly 91 percent of the county’s employed residents commuted to private-sector jobs outside the county, while only about 1,100 to 1,300 residents both lived and worked within Caroline. The county’s resident workforce grew 9.6 percent over the period, from 12,637 to 13,853, confirming the county’s role — identified in the GWRC Comprehensive Economic Development Strategy — as the region’s affordability-driven growth locality: new households are arriving faster than new local jobs, and the daily out-commute grew by nearly 1,100 workers over five years. Caroline’s out-commute share is far more pronounced than the 57.6 percent regional rate reported in the CEDS for Planning District 16 as a whole.

Two trends within the data warrant attention. First, local private employment fell sharply during the pandemic (from 4,257 jobs in 2019 to 3,535 in 2020) and did not recover until 2023, when jobs rebounded to 4,669 — a five-year high — accompanied by a rebound of in-commuters to 3,370, signaling renewed strength in the county’s own employment base. Second, the out-commuting workforce is increasingly well-compensated: the share of out-commuters earning more than \$3,333 per month rose from 45.7 percent in 2019 to 58.2 percent in 2023. For Bowling Green, these patterns represent both a challenge and an opportunity: a large, rising-income commuter population passes through the U.S. Route 301 corridor daily, supporting the meals, fuel, and convenience retail base documented in this chapter.

Sources: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (LODES 8.4), Inflow/Outflow Analysis for Caroline County, VA, private primary jobs, 2019–2023 (analysis generated July 2026). Figures exclude federal, state, and local government employment, including Fort A.P. Hill and public-sector employers, and therefore understate total local employment. Regional comparison from the GWRC 2026–2030 Comprehensive Economic Development Strategy for Planning District 16.

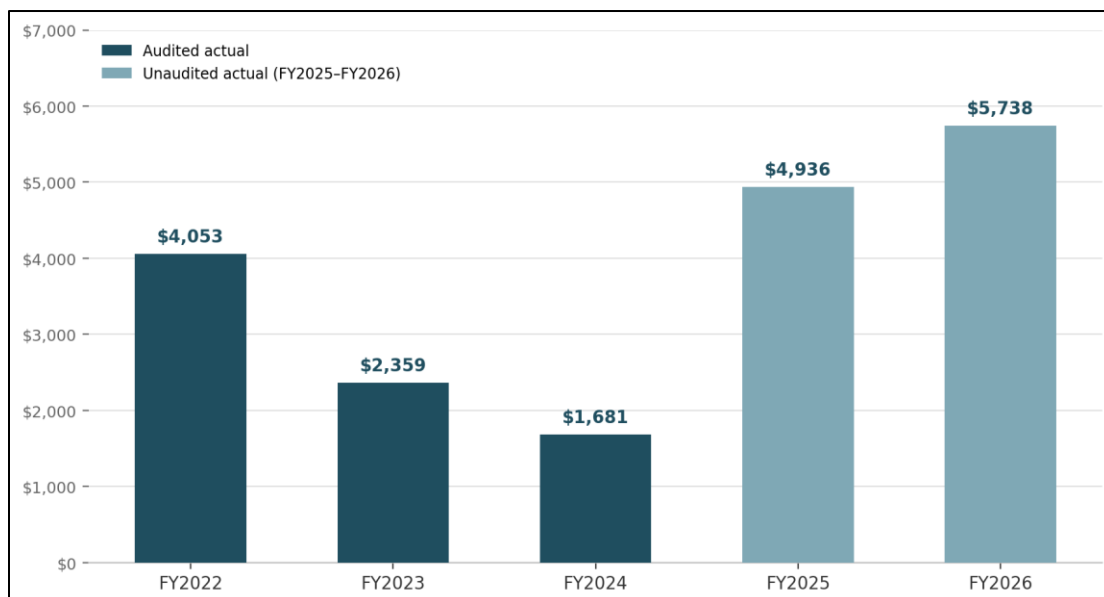
LOCAL ECONOMY

Exhibit 5-8: Local Meals Tax Revenue Trend, FY2021–FY2026

Fiscal Year	Meals Tax Actual	YoY Growth
FY2021	\$272,382	+21.5%
FY2022	\$311,725	+14.4%
FY2023	\$351,328	+12.7%
FY2024	\$387,079	+10.2%
FY2025	\$377,421	-2.5%
FY2026	\$479,234	+27.0%

The last five complete fiscal years (FY21–FY26) range from \$311,725 to \$479,234 — about 53.7% total growth, or roughly 11.4% compounded annually. On the FY26 number: the headline +27% includes the 6% to 7% rate change. Adjusting to an equivalent 6% basis, FY26 collections work out to be about \$410,800 — so underlying gross receipts grew roughly +8.8% over FY2025. This means the FY25 dip was fully reversed on receipts alone, and the rate increase added about \$68,400 over the year, representing a strong base for tourism and collections efforts by the town administration.

Exhibit 5-9: Transient Occupancy Tax Revenue Trend, FY2022–FY2026



Fiscal Year	Adopted Budget	Actual	YoY Growth	Source
FY2022	n/a	\$4,053	—	FY2022 Annual Financial Report
FY2023	n/a	\$2,359	-41.8%	FY2023 Annual Financial Report
FY2024	\$3,000	\$1,681	-28.7%	FY2027 Adopted Budget
FY2025	\$3,000	\$4,936 *	+193.6%	FY2027 Adopted Budget
FY2026	\$3,000	\$5,738 *	+16.2%	FY2027 Adopted Budget

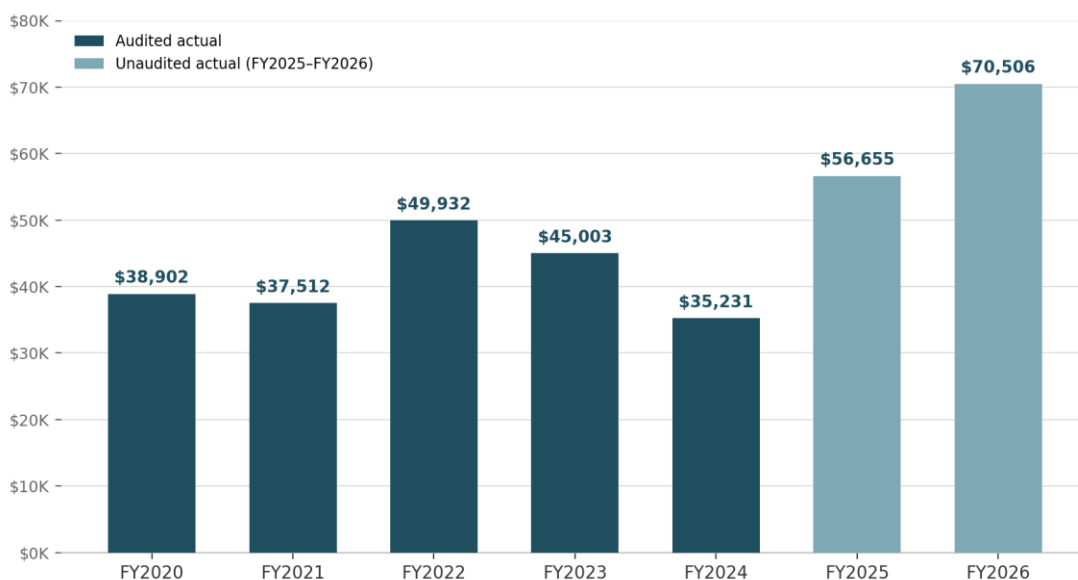
Trend Analysis

Transient occupancy tax collections grew from \$4,053 in FY2022 to \$5,738 in FY2026 — an increase of 41.6 percent over the five-year period — but the path was far from linear. Collections fell to \$2,359 in FY2023 and bottomed out at \$1,681 in FY2024 before nearly tripling in FY2025 and continuing upward in FY2026. FY2026 collections finished at nearly double the \$3,000 adopted budget, and the FY2027 Adopted Budget anticipates continued growth at \$6,000.

The transient occupancy tax is levied directly by the Town on overnight lodging within Town limits, making it — like the meals tax — a direct indicator of local visitor activity rather than a countywide distribution. Given the Town’s small lodging base, however, the dollar amounts are modest, and year-to-year percentage swings can reflect the opening, closure, or reporting timing of a single establishment as much as underlying visitation trends. The recent recovery is nonetheless a positive signal for tourism-related activity, consistent with the sustained growth in meals tax collections over the same period and supports continued investment in events and visitor-oriented programming.

* FY2025 and FY2026 actuals unaudited, as reported in the FY2027 Adopted Budget. Sources: Town of Bowling Green Annual Financial Reports, FY2022–FY2023 (Exhibit 2, Lodging Tax); Town of Bowling Green FY2027 Adopted Budget (FY2024–FY2026 actuals and adopted figures). Prepared July 2026.

Exhibit 5-10: Local Sales & Use Tax Revenue Trend, FY2020–FY2026



Fiscal Year	Adopted Budget	Actual	YoY Growth	Source
FY2020	\$30,000	\$38,902	—	FY2020 Annual Financial Report
FY2021	n/a	\$37,512	−3.6%	FY2021 Annual Financial Report
FY2022	n/a	\$49,932	+33.1%	FY2022 Annual Financial Report
FY2023	n/a	\$45,003	−9.9%	FY2023 Annual Financial Report
FY2024	\$35,000	\$35,231	−21.7%	FY2027 Adopted Budget
FY2025	\$45,000	\$56,655 *	+60.8%	FY2027 Adopted Budget
FY2026	\$52,050	\$70,506 *	+24.4%	FY2027 Adopted Budget

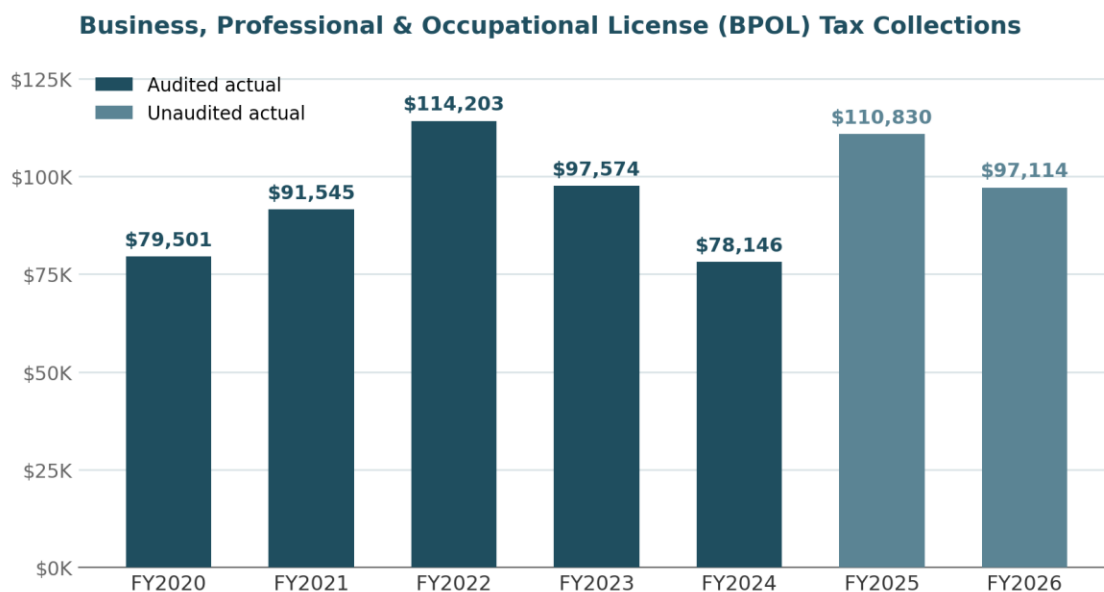
Trend Analysis

Local sales and use tax receipts grew from \$38,902 in FY2020 to \$70,506 in FY2026 — an increase of 81.2 percent over the seven-year period, a compound annual growth rate of approximately 10.4 percent. The path has been notably more volatile than meals tax collections: receipts declined in FY2021, FY2023, and sharply in FY2024 (−21.7 percent) before rebounding strongly in FY2025 (+60.8 percent) and FY2026 (+24.4 percent). FY2026 collections exceeded the \$52,050 adopted budget by roughly 35 percent, and the FY2027 Adopted Budget anticipates continued growth at \$80,000.

Unlike the meals tax, the Town does not levy its own sales tax. The combined rate within Bowling Green is 5.3 percent (4.3 percent state, 1.0 percent local option); the local option share is collected by the Commonwealth, distributed to Caroline County, and apportioned to the Town. Year-to-year swings therefore reflect countywide taxable sales, distribution timing, and the demographic apportionment as well as in-Town retail activity, and this exhibit is best read alongside the meals tax exhibit as a complementary indicator of local commercial vitality.

* FY2025 and FY2026 actuals unaudited, as reported in the FY2027 Adopted Budget. Sources: Town of Bowling Green Annual Financial Reports, FY2020–FY2023 (Exhibit 2 / Schedule 1); Town of Bowling Green FY2027 Adopted Budget (FY2024–FY2026 actuals and adopted figures). Prepared July 2026.

Exhibit 5-11: Business, Professional & Occupational License (BPOL) Tax Revenue Trend, FY2020–FY2026



Fiscal Year	BPOL Tax Collections	YoY Change	Source
FY2020	\$79,501	—	FY2020 Annual Financial Report, Schedule 1
FY2021	\$91,545	+15.1%	FY2021 Annual Financial Report, Exhibit 2
FY2022	\$114,203	+24.7%	FY2022 Annual Financial Report, Exhibit 2
FY2023	\$97,574	–14.6%	FY2023 Annual Financial Report, Exhibit 2
FY2024	\$78,146	–19.9%	FY2024 Annual Financial Report
FY2025	\$110,830	+41.8%	Unaudited actuals
FY2026	\$97,114	–12.4%	Unaudited actuals

Trend Analysis

Business, Professional & Occupational License (BPOL) tax collections have ranged from \$78,146 to \$114,203 over the seven-year period, ending FY2026 at an unaudited \$97,114 — approximately 22 percent above the pre-pandemic FY2020 base of \$79,501. Because BPOL is levied on the prior calendar year's gross receipts, each fiscal year's collections lag underlying business activity: the FY2022 peak reflects the surge in local gross receipts during calendar 2020–2021, the FY2024 trough of \$78,146 reflects the post-stimulus normalization in calendar 2022–2023 receipts, and the FY2025 rebound to \$110,830 signals renewed growth in the Town's commercial gross-receipts base.

BPOL is the most variable of the Town's major local tax revenues, with year-over-year swings ranging from a 19.9 percent decline (FY2024) to a 41.8 percent gain (FY2025) across this period. This volatility is structural rather than a sign of instability in the business community, and the revenue is best evaluated against its multi-year average of approximately \$95,600 rather than any single year. The FY2026 collection of \$97,114 sits within two percent of that average, and every year in the series has remained within a band of roughly \$78,000 to \$114,000, indicating a durable commercial base in the Town's downtown and Route 301 corridor that supports conservative budgeting near the multi-year average.

Sources: Town of Bowling Green Annual Financial Reports, FY2020–FY2024 (Davis & Associates, PC), Statement of Activities (Exhibit 2) and General Fund budget-to-actual schedule (Schedule 1). FY2025 (\$110,830) and FY2026 (\$97,113.68) figures are unaudited actuals per Town Treasurer's records and are subject to change upon completion of the respective annual audits.

Tourism

In 2024, the Town of Bowling Green was recognized as an exploring Main Street America community and in 2025, recognized as a mobilizing Main Street America community. Over the last two years, the Bowling Green Virginia (BGVA Main Street) Main Street nonprofit and the Town of Bowling Green have partnered to focus intentionally on the Main Street America model for revitalization and on tourism in Bowling Green.

As part of these efforts, the Virginia Department of Housing and Community Development has assisted the town with transformation strategies related to tourism since 2024. Most notably, BGVA Main Street led efforts in 2024 to conduct a community survey based on the best practices of the Main Street America model, in collaboration with the Virginia Department of Housing and Community Development. Some of the results of the community survey and transformational strategy are included throughout this section.

Exhibit 5-12: Main Street Business District – Community Perspective & Transformation Strategies

Community Perspective

Bowling Green’s Main Street planning effort was grounded in an exceptional level of community engagement. A district-wide survey drew **409 participants** – residents, visitors, business owners, and property owners – providing both quantitative data and hundreds of open-ended responses. The results reveal a community deeply embedded and emotionally invested in the district’s future: **55%** of respondents have lived in Bowling Green for more than a decade, and **75%** visit Main Street weekly or monthly. With **92%** arriving by car – most within a 5-15-minute drive – the district benefits from a strong, built-in base of local and near-local customers who interact with Main Street as part of daily life.

2026 MAIN STREET BUSINESS DISTRICT COMMUNITY SURVEY – KEY FINDINGS	
409	survey participants – residents, visitors, business & property owners
55%	of respondents have lived in Bowling Green more than 10 years
75%	visit the Main Street district weekly or monthly
92%	arrive by car, most within a 5-15-minute drive
“Quaint” × 56	the most frequent open-ended descriptor of the district

The community’s sense of identity emerged with striking consistency. **“Quaint” was the single most common descriptor**, appearing 56 times in open-ended responses, reinforced by themes of friendliness, small-town charm, coziness, and a distinctive local business culture. Residents expressed pride in the district’s walkability and heritage character. At the same time, they identified clear gaps: the current business mix does not meet everyday needs, with demand for dining, entertainment, and family-friendly activities far outpacing supply. Limited and inconsistent business hours – particularly evenings and Sundays – were a recurring frustration, alongside parking concerns and a desire for more gathering places such as parks, improved playgrounds, and casual spaces to linger.

Business owners cited challenges with customer attraction, staffing, and parking, and some located just beyond the primary block reported feeling excluded from promotional efforts. Property owners voiced strong collective interest in **façade improvements and upper-floor renovations** to enhance leasing potential while preserving historic character. Across all groups, respondents called for stronger communication about events, opportunities, and the role of the Main Street program.

Transformation Strategies

The survey's quantitative results and open-response feedback provide clear, community-driven direction for the district's emerging Transformation Strategies across the four Main Street points: Organization, Design, Economic Vitality, and Promotion.

Organization

Successful transformation depends on a collaborative governance model built on public-academic-nonprofit partnership. The Town should strengthen cross-jurisdictional communication — particularly regarding how housing growth affects regional resources — and formalize relationships with strategic regional partners.

Design

The physical environment should bridge Bowling Green's rural heritage with modern connectivity. Priorities include enhancing the town's signature "quaint factor" through consistent façade improvements and walkable streetscapes designed to invite people to linger. Design efforts should knit new housing developments to the historic core so that growth reads as a natural extension of the town's identity rather than a disconnected addition — directly responding to residents' expressed desire for gathering places and preserved character.

Economic Vitality

The district's consumer base is shifting, with "Flourishing Families" and "Loyal Locals" driving demand for higher-quality local services. The central economic opportunity is reclaiming retail leakage: residents currently travel outside town for basic needs such as casual dining and specialty retail. Targeted business recruitment that fills "third space" gaps — , family-friendly eateries, and similar establishments — can convert the Town's high-traffic Route 301 location into a sustainable revenue engine serving both residents and regional travelers, while addressing the survey's most-cited unmet demand.

Promotion

Bowling Green's narrative should pivot toward its identity as a "connected haven" for those who value heritage and community. Marketing should leverage the area's high concentration of "Dreamers" — residents emotionally invested in the town's story — and brand the Town as a destination for authentic small-town experiences, positioning local events and boutique offerings to regional audiences seeking an alternative to more commercialized corridors. Promotional efforts should be deliberately inclusive of businesses located just outside the primary district, strengthening relationships and raising the visibility of the Main Street program itself.

Taken together, the community's direction is clear: protect and amplify what residents already treasure — the quaint, welcoming character of Main Street — while filling the gaps in dining, hours, gathering spaces, and communication that currently draw local spending and social life outside the Town.

Market Overview

According to data from 2025, Bowling Green's market profile reveals a strong and growing opportunity for Main Street revitalization, supported by rising household incomes, population increases within the 5-, 15-, and 30-minute trade areas, and a highly family-oriented demographic base. This market environment indicates significant potential for expanded business activity, increased visitor capture, and a more diversified business mix. Furthermore, Bowling Green's location near Route 301 positions the town to capitalize on cross-regional travel, creating a sustainable environment for destination-driven retail, food and beverage establishments, and experience-focused offerings that align with modern spending patterns.

Household Income & Economic Strength

The trade area shows healthy income levels, providing a strong consumer base for district businesses. Median household income rises significantly as the trade radius expands. The 15-minute drive-time

market reaches a median household income of \$100,150, indicating substantial purchasing power close to Bowling Green's core. The 5-minute radius, while more modest, still presents stable income levels that support local spending. These trends confirm that Bowling Green has the economic foundation to sustain additional dining, entertainment, and shopping options.

Income distribution also reflects notable upper-income representation in the broader market. Within the 15-minute trade area, 41.9% of households fall within the \$100,000–\$200,000 category, while 6.1% exceed \$200,000, further strengthening conditions for destination-driven retail, food-and-beverage, and experience-focused offerings.

Population Characteristics

The area surrounding Bowling Green demonstrates stability and modest growth. Recent “population snapshot” data shows increases within the 5-, 15-, and 30-minute radii, indicating ongoing residential draw and reinforcing demand for daily-use retail and services. While precise population counts vary across the drive-time rings, survey respondents and market tables confirm that Bowling Green serves as a local activity center for families and commuters within a reasonable drive downtown.

Age and household composition data further support this pattern. Across the trade area, the dominant household type is family households (67%), with a large share of multi-person and school-aged households attracted to Bowling Green's quiet environment and small-town amenities. This family-oriented market profile directly corresponds with resident survey demand for family entertainment, youth activities, breakfast restaurants, cultural programming, improved playgrounds, and places to gather.

Psychographic & Lifestyle Segments

ESRI (Environmental Systems Research Institute) Tapestry segmentation data identifies Bowling Green's market as being primarily concentrated within the Loyal Locals, Flourishing Families, and Dreamers/Dream belt segments. These groups are characterized by a deep-rooted commitment to community, a strong preference for small-town living, and value-conscious spending patterns that prioritize safe, convenient, and family-friendly experiences. Because these residents typically favor local dining, recreation, and daily-use retail – with a marked preference for authenticity – Bowling Green is uniquely positioned to leverage its historic assets to meet these demands. These psychographic insights directly reinforce the viability of the town's dual Transformation Strategies, particularly the long-term initiative to establish 'Experience Bowling Green' as a welcoming, multi-generational destination.

ESRI Tapestry Segments

ESRI Tapestry Segmentation divides U.S. neighborhoods into 67 unique market segments based on socioeconomic and demographic characteristics, incorporating factors such as income, education, and urbanization. This system uses GIS (Geographic Information Systems) technology to provide a detailed spatial analysis of consumer behaviors at a local level.

ESRI Tapestry Segmentation provides a detailed understanding of consumer lifestyles, preferences, and behaviors within Bowling Green's primary trade areas. These insights help guide business recruitment, district programming, marketing strategies, and long-term economic development initiatives. The 5-, 15-, and 30-minute trade areas around Bowling Green display a strong presence of family-oriented, community-rooted, and value-driven segments. These groups are highly compatible with the district's desired identity as a welcoming, family-friendly, experience-oriented destination. Bowling Green's dominant tapestry groups show strong affinity for local businesses, authentic experiences, convenience-oriented retail, and traditional community events, while also revealing opportunities for expanded food, entertainment, and creative offerings.

Bowling Green is a community defined by pride, loyalty, and potential. Residents love their small-town

character and want more opportunities to enjoy it—more restaurants, more family activities, more consistency, and more connections. Businesses share these sentiments and emphasize the need for stronger communication, better visibility, and support that helps them thrive. Market data confirms that Bowling Green sits within a healthy and growing trade area of families, young professionals, and local loyalists.

Population Trends		
	Bowling Green	Caroline County
2000	936	22,121
2010	1,111	28,545
2020	1,168	30,887

* Source: 2000, 2010, and 2020 counts came from US Census Bureau

RACE and ETHNICITY in Bowling Green	
White	76.5%
Black or African-American	15.8%
Two or More Races	4.2%
Other	1.7%
Hispanic or Latino	0.8%
Not Hispanic or Latino	99.2%

* Source: 2024 ACS 5-Year Estimates

AGE	
Under 5 years	111
5 to 9 years	136
10 to 14 years	155
15 to 19 years	97
20 to 24 years	42
25 to 34 years	262
35 to 44 years	204
45 to 54 years	92
55 to 59 years	61
60 to 64 years	88
65 to 74 years	149
75 to 84 years	108
85 years and over	56

* Source: 2024 ACS 5-Year Estimates

	Bowling Green	Virginia
Less than high school diploma	6.5%	8.4%
High school diploma or equivalenc	44.8%	23.9%
Some college, no degree	17.1%	17.7%
Associate's degree	7.6%	7.8%
Bachelor's degree	17.9%	23.7%
Graduate or professional degree	6.1%	18.5%

* Source: 2024 ACS 5-Year Estimates

Overall Population Projections for Bowling Green				
Year	Low	Middle	High	
2024 (base)	1,561	1,561	1,561	
2030	1,657	1,757	1,863	
2040	1,828	2,143	2,504	
2050	2,017	2,615	3,366	

* Source: 2024 ACS 5-Year Estimates Projection Formula From Berkley Group: Pt=P0(1+r)n

Age-Group Projections for Bowling Green			
Scenario	2030 age structure		
	0–17	18–64	65+
Low	488	836	333
Middle	518	887	352
High	549	940	374
	2040 age structure		
	0–17	18–64	65+
Low	539	923	366
Middle	632	1,082	429
High	765	1,311	521
	2050 age structure		
	0–17	18–64	65+
Low	594	1,018	405
Middle	771	1,320	524
High	1,067	1,828	726

Population Trends		
	Bowling Green	Caroline County
2000	936	22,121
2010	1,111	28,545
2020	1,168	30,887
2030	1,757	35,607
2040	2,143	37,707
2050	2,615	41,839

* Source: 2024 ACS 5-Year Estimates

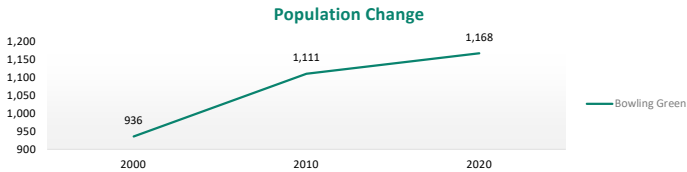
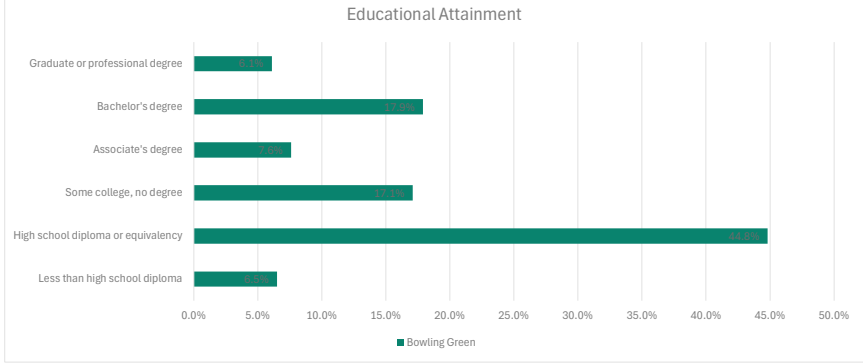
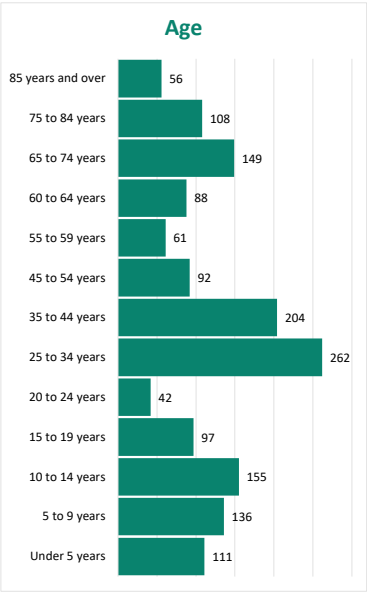
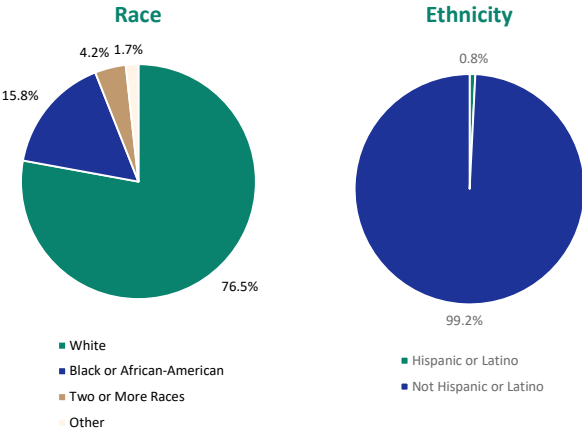
Median Age	
Bowling Green	31.9

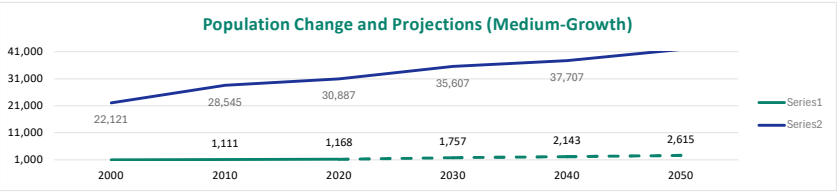
* Source: 2024 ACS 5-Year Estimates

	Total	%
Male	652	41.8
Female	909	58.2

* Source: 2024 ACS 5-Year Estimates

1,561 100.00





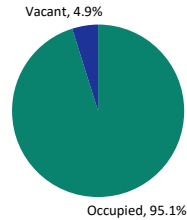
Housing Units		
Occupied	95.1%	586
Vacant	4.9%	30
Total:		616

* Source: 2024 ACS 5-Year Estimates

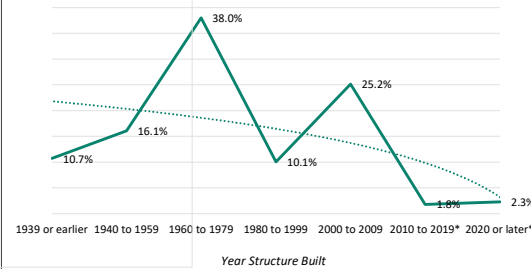
Housing Units	
1-unit, detached	384
1-unit, attached	83
2 units	10
3 or 4 units	100
5 to 9 units	22
10 or more units	17
Mobile home	0

* Source: 2024 ACS 5-Year Estimates

Total Housing Units



Age of Housing Stock



Housing Units by Number of Bedrooms

	Number of Units	% of Occupied Units
No bedroom	7	1.1%
1 bedroom	116	18.8%
2 or 3 bedrooms	277	45.0%
4 or more bedrooms	216	35.1%

* Source: 2024 ACS 5-Year Estimates

Note: "No bedroom" housing units refers to a single-room housing unit where the living, eating, and sleeping areas are combined into one open space.

YEAR STRUCTURE BUILT

2020 or later*	14	2.3%
2010 to 2019*	11	1.8%
2000 to 2009	155	25.2%
1980 to 1999	62	10.1%
1960 to 1979	234	38.0%
1940 to 1959	99	16.1%
1939 or earlier	66	10.7%

Source: 2024 ACS 5-Year Estimates. *data acquired from CaCo Commissioner Of Revenue

Households by Size

1-person household	33.1%
2-person household	24.4%
3-person household	12.6%
4-or-more-person household	29.9%

* Source: 2024 ACS 5-Year Estimates

Households by Type

Married-couple family	45.7%
Other family	16.9%
Nonfamily households	37.4%

* Source: 2024 ACS 5-Year Estimates

Tenure 2000

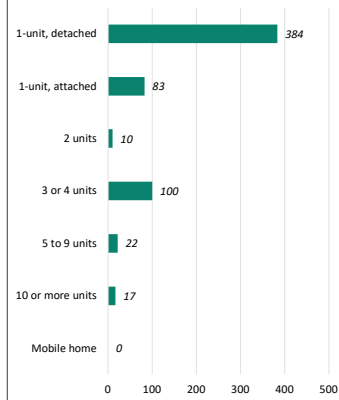
	2000	
Owner-occupied	57.6%	223
Renter-occupied	42.4%	164
Total:		387

* Source: 2024 ACS 5-Year Estimates

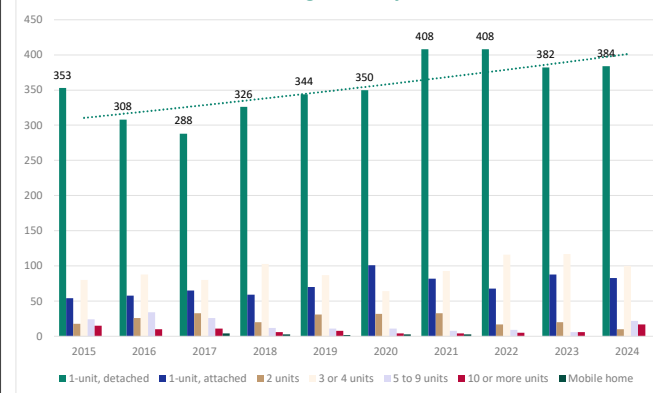
Owner-Occupied Housing Value

Less than \$50,000	14	3.7%
\$50,000 to \$99,999	0	0%
\$100,000 to \$149,999	47	12.5%
\$150,000 to \$199,999	13	3.4%
\$200,000 to \$299,999	67	17.8%
\$300,000 to \$499,999	185	49.1%

Housing Units by Type, 2024



Housing Units By Year



Tenure 2010

	2010	
Owner-occupied	59.1%	260
Renter-occupied	40.9%	180
Total:		440

* Source: 2024 ACS 5-Year Estimates

Tenure 2015

	2015	
Owner-occupied	54.3%	284
Renter-occupied	45.7%	239
Total:		523

* Source: 2024 ACS 5-Year Estimates

Tenure 2020

	2020	
Owner-occupied	58.3%	263
Renter-occupied	41.7%	188
Total:		451

* Source: 2024 ACS 5-Year Estimates

Tenure 2000-2024

	2000	2010	2015	2020	2024
Owner-occupied	57.6%	59.1%	54.3%	58.3%	64.3%
Renter-occupied	42.4%	40.9%	45.7%	41.7%	35.7%

Source: 2024 ACS 5-Year Estimates

Tenure 2024

	2024	
Owner-occupied	64.3%	377
Renter-occupied	35.7%	209
Total:		586

* Source: 2024 ACS 5-Year Estimates

70%

64.3%

\$500,000 to \$999,999	51	13.5%
\$1,000,000 or more	0	0%
Median (dollars):	\$336,300	

* Source: 2024 ACS 5-Year Estimates

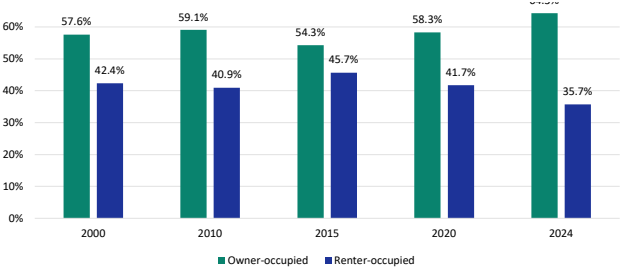
Median Monthly Housing Costs	
Housing units with a mortgage	\$1,512
Housing units without a mortgage	\$511
Rent	\$751

* Source: 2024 ACS 5-Year Estimates

Percentage of Cost-Burdened Units		
	Bowling Green	Virginia
Homeowners with a Mortgage	19.5%	25.1%
Homeowners without a Mortgage	12.0%	11.1%
Renters	49.0%	48.5%

* Source: 2024 ACS 5-Year Estimates

Note: A cost-burdened household is one that spends more than 30% of its gross monthly income on housing



Housing Units By Year										
	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
1-unit, detached	353	308	288	326	344	350	408	408	382	384
1-unit, attached	54	58	65	59	70	101	82	68	88	83
2 units	18	26	33	20	31	32	33	17	20	10
3 or 4 units	80	88	80	103	87	64	93	116	117	100
5 to 9 units	24	34	26	12	11	11	8	9	6	22
10 or more units	15	10	11	6	8	4	4	5	6	17
Mobile home	0	0	4	3	2	3	3	0	0	0

* Source: 2024 ACS 5-Year Estimates

Types of Workers in Bowling Green		
Class of Worker	Number of Employed Population	Percent of Employed Population
Private Wage and Salary Workers	385	68%
Government Workers	162	29%
Unpaid Family Workers	21	4%
Total Workers	568	

* Source: 2024 ACS 5-Year Estimates

Unemployment Rates in Bowling Green										
	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Unemployment Rate	8.8%	4.9%	6.3%	5.5%	5.5%	5.9%	6.9%	3.9%	8.4%	7.5%
Percentage of Workforce Working From Home	3.0%	2.9%	3.3%	3.5%	3.2%	2.2%	3.3%	4.2%	5.0%	6.6%

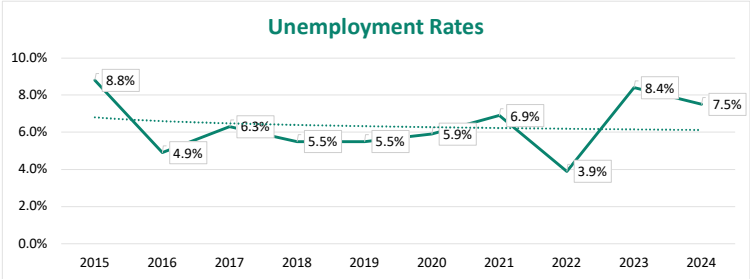
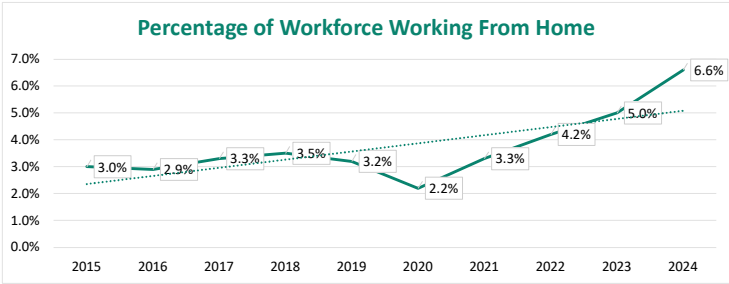
* Source: 2024 ACS 5-Year Estimates

Employment by Industry in Bowling Green	
Industry Sector	Percent of Total Workers
Educational Services, Health Care and Social Assistance	27.5%
Manufacturing	21.3%
Retail Trade	7.4%
Professional, Scientific, Management, Administrative, and Waste Management Services	8.1%
Transportation, Warehousing, and Utilities	3.3%
Construction	8.5%
Finance and Insurance, Real Estate, Rental and Leasing	6.0%
Other Services, except Public Administration	5.1%
Public Administration	21.3%
Arts, Entertainment, Recreation, Accommodations, and Food Services	7.6%
Agriculture, Forestry, Fishing, Hunting, and Mining	0.5%
Wholesale Trade	0.7%
Information	0.4%

* Source: 2024 ACS 5-Year Estimates

QCEW Industry Employment and Wages, 2024, 2nd Quarter	
# of Establishments	749
Average employment	6,967
Average weekly wages	\$952
Total Wages	\$173,208,742

*Source: U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, County Employment and Wages in Virginia — Fourth Quarter 2024, Table 2, Caroline County.



Median Household Income by Type of Household in Bowling Green	
Households, All	\$82,500
<i>Families, All</i>	<i>\$93,995</i>
<i>Married-Couple Families</i>	<i>\$96,071</i>
<i>Nonfamily Households</i>	<i>\$31,328</i>

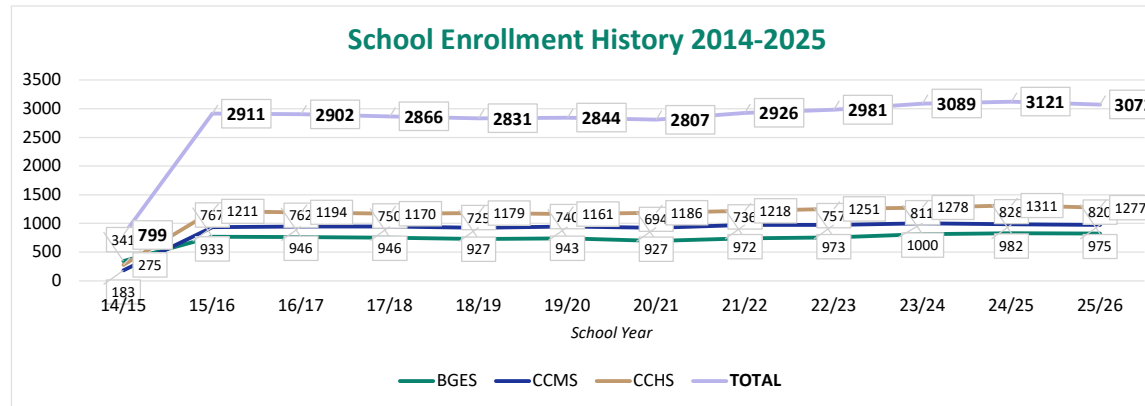
* Source: 2024 ACS 5-Year Estimates

Poverty Status in Bowling Green	
Under 18 years	15.2%
18 to 64 years	16.4%
65 years and over	2.9%

* Source: 2024 ACS 5-Year Estimates

	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
BGES	341	767	762	750	725	740	694	736	757	811	828	820
CCMS	183	933	946	946	927	943	927	972	973	1000	982	975
CCHS	275	1211	1194	1170	1179	1161	1186	1218	1251	1278	1311	1277
TOTAL	799	2911	2902	2866	2831	2844	2807	2926	2981	3089	3121	3072

*Source: VA DOE Fall Membership by School 2014-2026



Projected Enrollment by Grade Group

Grade	2023-24 Actual	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	Difference
Pre-K - 5	2,286	2,299	2,369	2,420	2,437	2,440	2,442	2,485	2,509	2,531	2,571	285
8-Jun	1,000	1,016	1,019	1,042	1,070	1,136	1,188	1,185	1,179	1,171	1,197	197
12-Sep	1,278	1,308	1,340	1,371	1,397	1,398	1,428	1,471	1,530	1,607	1,612	334
Pre-K - 12 Total	4,564	4,623	4,728	4,833	4,904	4,974	5,058	5,141	5,218	5,309	5,380	816

Bowling Green Elementary School: Projected Enrollment

Grade	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34
Pre-K	87	92	95	93	94	95	97	98	99	101
K	111	118	121	118	120	122	124	125	127	129
1	122	113	119	123	120	122	124	125	127	129
2	135	127	117	125	128	135	127	129	131	133
3	109	138	131	120	128	131	128	130	132	134
4	133	109	138	131	120	128	131	128	130	132
5	122	139	114	144	136	125	133	136	134	136
Total	819	836	835	854	846	858	864	871	880	894

Lewis and Clark Elementary School: Projected Enrollment

Grade	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34
Pre-K	79	83	86	84	85	86	88	89	90	91
K	130	138	142	139	141	143	145	147	149	151
1	159	141	150	154	151	153	155	157	159	162
2	156	165	146	155	159	156	158	161	163	165
3	176	162	172	152	162	166	163	165	167	170
4	150	179	165	175	155	165	169	166	168	170
5	141	152	181	167	176	157	166	171	167	170
Total	991	1,020	1,042	1,026	1,029	1,026	1,044	1,056	1,063	1,079

Madison Elementary School: Projected Enrollment

Grade	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34
Pre-K	58	61	63	62	62	63	64	65	66	67
K	75	79	81	80	81	82	83	84	86	87
1	81	75	79	81	80	81	82	83	84	86
2	75	83	76	81	83	82	83	84	85	86
3	71	78	87	80	84	87	85	86	87	89
4	62	75	82	91	84	89	91	89	91	92
5	67	62	75	82	91	84	89	91	89	91
Total	489	513	543	557	565	568	577	582	588	598

Caroline County Public Schools: Current Enrollment, Capacity, and Facility Needs

School	Current Enrollment*	Current Capacity*	Over/Under (+/-) Current Capacity	Year Capacity Reached*	Remarks
Bowling Green	811	809	-2	2023-24	5 Classrooms (by 2033-34)
Lewis & Clark	983	919	-64	2023-24	9 Classrooms (by 2033-34)
Madison	492	538	46	2026-27	4 Classrooms (by 2033-34)
Caroline MS	1,000	1,116	116	2028-29	4 Classrooms (by 2033-34)
Caroline HS	1,278	1,437	159	2030-31	7 Classrooms (by 2033-34)

* Current Enrollment reflects actual 2023-24 school enrollment figures.

** Capacity determined based on Divisional Operating Standards for Teacher/Pupil ratios.

*** Based on Demographic Study Enrollment Projections over next 10 years.

ENROLLMENT BY GRADE

Grade	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025	2025/2026
PK	57	53	48	51	50	61	43	45	58	95	89	90
K	120	124	131	112	108	115	113	107	122	120	121	103
1	129	115	120	117	118	111	110	123	103	129	121	130
2	122	124	120	120	116	120	101	115	130	106	123	124
3	100	131	120	111	112	119	110	107	118	133	118	121
4	137	93	124	121	103	105	120	116	106	117	134	116
5	120	127	99	118	118	109	97	123	120	111	122	136
6	314	320	313	318	307	320	309	325	331	330	330	320
7	303	317	326	312	312	309	311	317	317	326	322	328

8	331	296	307	316	308	314	307	330	325	344	330	327
9	356	354	317	313	342	345	326	336	355	368	366	381
10	310	315	315	294	299	294	322	308	324	328	312	309
11	252	274	275	286	262	254	271	294	277	284	302	275
12	267	268	287	277	276	268	267	280	295	298	331	312
TOTAL	2918	2911	2902	2866	2831	2844	2807	2926	2981	3089	3121	3072

*Source: VA DOE Fall Membership by School 2014-2026



Planning Commission Memorandum

TO: The Honorable Members of the Planning Commission
FROM: Darla Orr Odom, Deputy Zoning Administrator
COPY: India Adams-Jacobs, Town Manager
SUBJECT: **Comprehensive Plan Update – Chapter 3: Environment**
DATE: August 20, 2026

SUMMARY:

Staff has prepared a complete diagnostic of Chapter 3 – Environment for presentation to the Planning Commission as part of the Town's ongoing update to the Comprehensive Plan. Staff is drafting the chapter as well.

BACKGROUND

Chapter 3 provides information related to the town's natural environmental resources and their protection. Given the wealth of changes needed to this chapter, staff has summarized the necessary changes in the attached diagnostic document.

RECOMMENDATION

This diagnostic is provided for Planning Commission review and discussion as part of the Comprehensive Plan update process.

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
9VAC25-830-170 (1)	Local governments shall establish and maintain, as appropriate, an information base from which policy choices are made about future land use and development that will protect the quality of state waters. This element of the plan should be based upon the following, as applicable to the locality:	Mandatory		
a.	The location and extent of Chesapeake Bay Preservation Areas (CBPA)	Mandatory	Included Chapter 3	Page 39 of the Plan states that the entirety of the Town is contained within the Chesapeake Bay watershed and Map 2 shows the Town's Resource Management Areas (RMA) and the Resource Protection Areas (RPA), as well as Intensely Developed Areas (IDA).

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
b.	Physical constraints to development, including soil limitations	Mandatory	Included Chapter 3, Pages 28-38;	The Plan includes narrative descriptions of various features that act as development constraints, such as tidal marshlands, floodplains, and areas of highly erodible and permeable soils. The Plan also references authoritative data sources such as the FEMA Flood Insurance Rate Maps and the USDA Soil Survey, demonstrating that relevant information exists. However, the Plan does not include maps or other detailed descriptions of the specific constraints within the Town. While the Plan meets the intent of this Administrative Code requirement, recommend using illustrative graphics and maps where possible to benefit understanding. Ensure development constraint data maps include most recent data. Consider development constraints map showing constraints to development, including but not limited to floodplains, steep slopes, sensitive wildlife habitats, and RPAs/RMAs. Human-caused constraints such as conservation easements, parks, and cemeteries may also be included if desired, but are not required by this Section of the State Code.
c.	The character and location of commercial and recreational fisheries and other aquatic resources	Mandatory	Not included;	The Plan describes generally the Town's aquatic areas but does not address fish habitat, area rivers. It discusses protecting rivers and aquatic resources. Update where necessary policies and goals for protecting aquatic resources. Maps should identify the location or extent of these areas or aquatic habitats. While the Plan needs to identify and show any recreational areas, and other aquatic resources, wetlands, and waterways.

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
d.	Shoreline and streambank erosion problems	Mandatory	Included Pages 41;	The Plan describes shoreline and streambank erosion problems generally, identifies three affected areas (particularly the receiving channel behind the sewage treatment plant, an area on both sides of Lakewood Road extending to Route 301 which is associated with the Maracossic Creek System, and an area near the southeast corner of the Town on Bowling Green Farm property. However, the Plan does not contain maps or site-specific delineations. While the Plan meets the intent of this Administrative Code requirement, recommend including a map to identify and clarify the extent of existing shoreline and streambank erosion problems, if recent data is available.
e.	Existing and proposed land uses	Mandatory	Included <i>Throughout</i>	The Plan describes functional components of the Town's current land use patterns. Chapter 6 indicates two prominent industrial uses that are reliant on the surrounding rivers for barge access. The Plan includes figures detailing the amount of water service connections, which provide insight into land use. The Plan mentions the Chesapeake Bay Preservation Area Overlay District, showing how local zoning integrates land use regulation with water quality protection. It further describes distinct management areas that shape future land use: RPAs, RMAs, and Intensely Developed Areas (IDAs). However, the Plan does not include a map showing current land use, nor does it include a detailed or descriptive Future Land Use Map (FLUM). Check any specific recommendation by DEQ

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
f.	Catalog of existing and potential water pollution sources	Mandatory	Partial Pages 43-45	The Plan contains narrative discussion of both point and non-point pollution sources and demonstrates how the Town manages them through wastewater treatment, stormwater regulation, septic pump-outs, and the CBPA overlay. The Plan provides a general understanding of the types and mechanisms of pollution within the Town. However, the Plan does not include a table or map identifying the location and extent of specific pollution sources. Recommend including a list of any impaired waters and the causes of impairment. Recommend a map showing pollution sources including underground storage tanks and Virginia Pollutant Discharge Elimination System (VPDES) outfalls and other sources for which data is available.
g.	Public and private waterfront access areas, including the general locations of or information about docks, piers, marinas, boat ramps, and similar water access facilities	Mandatory	Not Included	The Plan needs to be updated to discuss existing private and public facilities within the Town, as well as any future plans.. Recommend including clear identification of public and private waterfront access areas in the Plan. This can be done through a table and map identifying the locations, ownership, and general descriptions of access points. Recommend verifying information and including up-to-date data.
h.	A map or map series accurately representing the above information	Mandatory	Not Included	While the Plan includes a map showing the general RPAs, no other items from this section of Administrative Code are mapped, as noted above. See lines b. through g., above, for mapping recommendations and information regarding the whole town being an RMA

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
9VAC25-830-170 (2)"	Local governments shall clearly indicate local policy on land use issues relative to water quality protection based on an analysis of the data referred to in subdivision 1 of this section. Local governments shall ensure consistency among the policies developed.	Mandatory		
a.	Local governments shall discuss each component of Chesapeake Bay Preservation Areas in relation to the types of land uses considered appropriate and consistent with the goals and objectives of the Act, this chapter, and their local programs	Mandatory	Included Chapter 3; Chapter 10	The Plan includes goals and objectives for the establishment and protection of the Chesapeake Bay Preservation Areas in conjunction with the other Plan elements of land use, recreation, etc. Objectives are related to shoreline protection, protection of water quality, public education, and ensuring that land use and development consider sensitive areas. Recommend updating the Plan's goals and objectives based on updated data and public information. Further recommend strengthening the Plan's policy by bolstering implementation with additional details as part of the additional recommendations specific to the Plan's approach to implementation.
b.	As a minimum, local governments shall prepare policy statements for inclusion in the plan on the following issues, as applicable to the locality:	Mandatory		

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
b(1)	Physical constraints to development, including a discussion of the relationship between soil limitations and existing and proposed land use, with an explicit discussion of soil suitability for septic tank use	Mandatory	Included Chapter 3 Chapter 9 Chapter 10	Chapters 3, 9 and 10 include goals and objectives to consider future development carefully, in relationship to the Town's soils and septic appropriateness. Recommend including all policy (objectives/strategies) in an Implementation Matrix with more details, including responsible parties, potential funding sources and partnerships, timelines or priorities, and indicators of success. New Chapter 10 as discussed.
b(2)	Protection of potable water supply, including groundwater resources and threats to the water supply or groundwater resources from existing and potential pollution sources	Mandatory	Included Chapter 3	Chapter 3 and 10 list objectives and provides discussion to protect the potable water supply. Chapter 2 also includes more general objectives to protect the Town's water supply. Recommend including all policy (objectives/strategies) in an Implementation Matrix with more details, including responsible parties, potential funding sources and partnerships, timelines or priorities, and indicators of success. New Chapter 10 as discussed

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
b(3)	Relationship of land use to commercial and recreational fisheries and other aquatic resources	Mandatory	Included Chapter 3 Chapter 9 Chapter 10	The Plan includes various goals and objectives to ensure future land use and development considers aquatic resources and habitats.. Goals include reserving drain fields, implementing public education, and using RPA buffers to protect wetlands and shallow-water habitats. The Plan policy also directs the Town to promote waterfront development only where consistent with natural-resource protection, reinforcing that future land uses on the shore must not degrade aquatic resources. The 100-foot RPA buffer along streams (and associated BMPs and reforestation) is a land use requirement that preserves riparian habitat and water quality to support aquatic resources. Recommend including all policy (objectives/strategies) in an Implementation Matrix with more details, including responsible parties, potential funding sources and partnerships, timelines or priorities, and indicators of success. New Chapter 10 as discussed
b(4)	Siting of docks and piers	Mandatory	Not Included	The Plan should include details on requiring agency coordination for docks/piers, and including clear, protective siting criteria that minimize dredging, avoid shellfish areas, ensure flushing and sanitary adequacy, and protect habitats.
b(5)	Public and private access to waterfront areas and effect on water quality	Mandatory	Not Included	Chapter 3 should include policies for siting waterfront access and boating facilities as related to water quality; the Plan's policy should also include review by various appropriate entities. Chapter 2 includes additional goals and objectives for both additional water access and water quality protection.

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
b(6)	Mitigation of the impacts of land use and its associated pollution upon water quality	Mandatory	Partial	Chapter 3 includes policies and goals to mitigate the impacts of pollution, including partnerships with external agencies for additional monitoring and mitigation. Ensure goals clear Suggest adding to Chapter 10 Implementation Strategies
b(7)	Shoreline and streambank erosion problems	Mandatory	Included Chapter 3	The Plan includes various policy statements and accompanying goals related to streambank and shoreline protection, including requirements for BMPs, vegetation and buffers, as well as stabilization. Suggest adding to Chapter 10 Implementation Strategies
b(8)	Potential water quality improvement through reduction of existing pollution sources and the redevelopment of Intensely Developed Areas (IDAs) and other areas targeted for redevelopment	Mandatory	Included Chapter 2 Chapter 5	Chapter 3 includes general discussion without identifying IDAs. Specific discussion and policy related to IDAs and how concentrating development in designated areas protects water quality. Includes general Plan policy to direct development to appropriate areas, away from environmental sensitivities. Suggest communicate in Chapter 10 Implementation

Administrative Code Section	Intent	Status	Comp. Plan Reference	Consultant Comments/Recommendations
c.	For each of the policy issues listed above, the plan shall contain a discussion of the scope and importance of the issue, the policy adopted by the local government for that issue, and a description of how the local policy will be implemented	Mandatory	Partial	The Plan does not provide clear discussion of the scope, importance, and policy basis for each CBPA issue included in this section of Administrative Code. The Plan needs to emphasize that the entire Town lies within the Chesapeake Bay watershed, framing water quality as a community-wide concern and linking all land use activity to Chesapeake Bay protection. The Plan identifies sensitive areas (i.e., streams, wetlands, floodplains, and erodible soils) as critical to protect, and needs more specific policies such as: maintaining 100-foot vegetated RPA buffers, discouraging development on fragile soils, expanding public sewer service to reduce septic pollution, and safeguarding shellfish waters and aquatic resources, in addition to those items discussed in Lines b(1) through b(8), above. While the Plan does include policy statements and objectives that are to be implemented, those objectives do not include additional details. Recommend including all policy (objectives/strategies) in the Implementation Matrix, Chapter 10 with more details, including responsible parties, potential funding sources and partnerships, timelines or priorities, and indicators of success.
d.	Within the policy discussion, local governments shall address the relationship between the plan, existing and proposed land use, public services, and capital improvement plans and budgets to ensure a consistent local policy	Mandatory	Partial	The Plan links for land use, public services, and capital spending needs to be clearer to its Chesapeake Bay water quality goals. Clearer integration of planning, services and infrastructure investment will demonstrate consistency across local policy instruments.

Additional Comments	Comments/Recommendations
General	All environmental data should be reviewed for necessary updates, cited, and explained clearly. Tables, charts, maps, and graphics may be used to aid in explaining and interpreting complex data.
Graphics and Maps	CBPA planning is included in Chapter 3 of the Plan. The chapter provides information to partially satisfy Administrative Code requirements, partially describes conditions and issues, and includes policy and objectives. However, to effectively inform and educate the public, the chapter would benefit from clear and attractive graphics, maps, and data charts to illustrate content and explanations written in language understandable to the average reader.
Implementation	The Plan provides various goals and objectives for implementation. However, to provide a clear path forward for implementation and strategic investment, the Plan should include in its proposed Implementation Matrix with additional information for each objective/strategy, including the responsible party, approximate cost and potential funding sources, partners, and timelines/priorities. (Proposed as Chapter 10 of Revised Plan)

Source: <https://law.lis.virginia.gov/admincode/title9/agency25/chapter830/>