



**TOWN OF BOWLING GREEN
PLANNING COMMISSION MEETING**

A G E N D A

**Thursday, June 18, 2026
6:00 PM**

PLEDGE OF ALLEGIANCE:

ROLL CALL AND DETERMINATION OF A QUORUM:

APPROVAL OF THE MINUTES:

1. May 21, 2026 Minutes

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

UNFINISHED BUSINESS:

2. Comprehensive Plan Discussion
 - A. Project Timeline
 - B. Plan Vision and Themes
 - C. Outreach with Town Staff and Partners
3. Plan Diagnostic
4. Demographics and Community Profile
5. Draft Chapter 1 — Full Stride to 2045

NEW BUSINESS:

COMMISSION COMMENTS AND REPORTS:

ADJOURNMENT:



TOWN OF BOWLING GREEN PLANNING COMMISSION MEETING

MINUTES

Thursday, May 21, 2026
6:00 PM

PLEDGE OF ALLEGIANCE:

- Chair Benjamin called the meeting to order at 6:00 PM and led the 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. April 16, 2026, Minutes

- Commissioner Jeff Voit motioned to approve the April 16, 2026, Planning Commission minutes. The motion was seconded by Commissioner Lauren Griemsman and was approved unanimously.

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

- Chair Benjamin opened public comment at 6:02 PM. No one spoke, and public comment was closed at 6:03 PM.

CHESAPEAKE BAY PRESERVATION ACT PRESENTATION:

- Darla Odom, Planner, provided an overview of the Chesapeake Bay Preservation Act, including its purpose, the Town's local program responsibilities, and the relationship between water quality protection and land use decision-making.
- Discussion included non-point source pollution, stormwater runoff, erosion and sediment control, impervious surfaces, riparian buffers, Resource Protection Areas, Resource Management Areas, and the need to confirm the Town's current Chesapeake Bay mapping.
- Ms. Odom noted that the Comprehensive Plan and related ordinance provisions will need to be updated to reflect current requirements, including coastal resiliency, mature tree preservation or planting, and local website posting requirements. Commissioners also discussed the Planning Commission's role in recognizing Bay Act considerations during land use reviews.

UNFINISHED BUSINESS:

2. Comprehensive Plan Discussion

Vision

Goals

Implementation Matrix

- Ms. Odom continued the Comprehensive Plan discussion, including the plan revision schedule, draft outline, vision statement, goals, and implementation matrix. She noted that the anticipated June Town Council work session would likely need to be pushed back while staff continued work on demographics, existing conditions, draft text amendments, and mapping. Commissioner Voit stated that the Council discussed the worksession date as a place holder that could be modified. Commission members agreed. A potential joint worksession will be assessed for the August Commission meeting.
- The Commission reviewed the proposed structure and timeframe for the updated Comprehensive Plan, including whether to frame the plan through 2045 or 2050. Commissioners generally favored continuing with the 2045 timeframe and discussed possible title language, including “Full Stride to 2045.”
- The Commission participated in a visioning exercise focused on image, purpose, mission, and values. Key themes included Bowling Green as a thriving, welcoming, and historic small town; the heart of Caroline County; a hub for residents, businesses, visitors, and partnerships; and a community guided by historic character, safety, prosperity, transparency, environmental stewardship, and modern infrastructure.

3. Comprehensive Plan Next Steps

- Ms. Odom stated that she would continue refining the draft vision language and bring it back for additional Commission discussion at the next meeting. Commissioners were asked to retain their written comments on goals and implementation items so they can be revisited as each chapter is reviewed.
- Ms. Odom stated that she intended to bring the first two chapters, and possibly additional draft material, to the next meeting. She noted that edits would identify updates needed for legal compliance, improved wording, and revised demographic or background information.
- The Commission discussed long-term priorities, including mixed housing types, transportation safety for drivers, pedestrians, and cyclists, support for local businesses, major utility improvements, and low-impact recreation. Ms. Odom emphasized that the goal is to modernize the Comprehensive Plan, improve compliance, carry the vision through the document, and create a useful implementation section to guide future decisions, investments, and funding opportunities.

NEW BUSINESS:

- None.

REPORT OF THE ZONING ADMINISTRATOR:

- None.

COMMISSION COMMENTS AND REPORTS:

- None.

ADJOURNMENT:

- Commissioner Jeff Voit motioned to adjourn the Planning Commission Meeting, seconded by Chair Benjamin. Following unanimous approval, the Planning Commission Meeting adjourned at 8:38 PM.

Attest:

Chair: _____
Matthew Benjamin

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

[illegible]



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 Review – Commission Review of Draft Vision Statement and Theme**
DATE: June 18, 2026

SUMMARY:

A Comprehensive Plan describes the future vision for a community and serves as a decision making guide for its public officials.

The purpose of a comprehensive plan is to guide and accomplish a coordinated, adjusted, and harmonious development of the locality's territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity, and general welfare of the inhabitants, including the elderly and persons with disabilities.

While general in nature, the Comprehensive Plan establishes goals for the future development of the Town. The most successful Comprehensive Plans include clear strategies to implement the Plan's goals to better determine desired outcomes.

BACKGROUND:

As part of the Town's current Comprehensive Plan review, an important component for evaluation is the Plan's Vision and Themes. The Town's existing Comprehensive Plan includes its Vision Statement on Pages 14 and 15.

Since prior to their meeting on March 19, 2026, the Planning Commission has been evaluating the existing Plan goals and implementation strategies. At their April and May meetings, the Commission, with staff's assistance, offered insight into the revised Plan's vision statement.

Staff will be reviewing the draft vision statement and themes with the Commission at their June 18, 2026, meeting.

RECOMMENDATION:

Vote to accept a draft Vision Statement and Theme for the Comprehensive Plan revision.

ATTACHMENT:

Draft Vision Statement and Theme



What's In A Vision?

			
IMAGE	PURPOSE	MISSION	VALUES
How would you like Bowling Green to be in 2045? How should it look and feel?	What is the purpose of Bowling Green as a Town? How should it serve residents?	What actions should we take by 2045 to achieve the stated purpose?	What are the beliefs or convictions that do not change, regardless of the initiative or task at hand?

“Bowling Green is _____(image) _____focused on _____(purpose) ____ by _____(mission) _____guided by _____(values)_____.”

Draft Vision Statement from Commission’s May 21st meeting:

1. As the vibrant heart of Caroline County, the Town of Bowling Green is a thriving, connected community that values its historic small-town charm while embracing opportunity, innovation, and strong partnerships to support the safety, prosperity, and quality of life for all of its residents and businesses.
2. Bowling Green is the vibrant heart of Caroline County focused on supporting the safety and prosperity of residents and businesses by fostering a community and partnerships while honoring our historic small-town character and valuing opportunities for all.
3. The Town of Bowling Green is the vibrant heart of Caroline County and a safe, prosperous, and welcoming community that honors its historic character, fosters strong partnerships, and creates opportunities for residents and businesses.
4. The Town of Bowling Green Bowling Green is the vibrant heart of Caroline County, fostering a safe, prosperous, and welcoming community for residents and businesses through strong partnerships and stewardship of its historic small-town character to create opportunities for all to live, work, and thrive.



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 Review – Outreach with Town Staff and Partners**
DATE: June 18, 2026

SUMMARY:

Understanding the existing state of the Town is important to evaluating the Town's path forward. Part of the existing conditions are derived from construction records and demographic data pulled from the census.

Staff has worked to pull the data necessary to capture the existing conditions of the Town and has met with community facility staff and partners to gain data and operational details to better inform the Plan chapters.

BACKGROUND:

As part of the Town's current Comprehensive Plan review, an important component for evaluation is the Plan's chapters on community facilities and services and existing land use.

Since prior to the Commission's March 19, 2026, meeting, Staff has been pulling demographic information and projections from the Census and the American Community Survey. This information as well as staff's outreach to town staff and community partners will help capture the current state of the community and facilities to serve the community.

Staff began to meet with community partners and staff. The first meeting was held on June 11, 2026. Staff will continue with these meetings on update various draft Plan chapters based on this input.

RECOMMENDATION:

No action required. Provided for the Commission's information.



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 Review – Plan Diagnostic**
DATE: June 18, 2026

SUMMARY:

As part of the Town of Bowling Green's Comprehensive Plan update process, the Plan diagnostic being performed by staff examines the current plan for compliance with the Code of Virginia and community planning best practices.

The analysis includes the following components:

- Review of the Comprehensive Plan for conformance with the requirements of the Code of Virginia and Administrative Code, including Chesapeake Bay Preservation Act (CBPA) requirements.
- Review of the Comprehensive Plan for compatibility with planning best practices, as established by the American Planning Association (APA).
- Review of existing maps.
- Assessment of the Plan strengths and weaknesses based on Code of Virginia compliance and alignment with planning best practices.
- Assessment of the content, structure, and consistency of the Plan for completeness and ease of use.
- Identification of final recommendations that will be incorporated into the

Comprehensive Plan update.

BACKGROUND:

Initially staff has found that the Town's Comprehensive Plan aligns broadly with the Code of Virginia, updates are needed to ensure compliance with mandatory elements, modernize the document, and strengthen its role in guiding future planning and implementation efforts. The update will build on elements of the current plan that remain effective while improving or restructuring those that do not, ensuring the plan aligns with the Code of Virginia. Staff has found the following is needed:

- Update demographic, housing, and economic data using current U.S. Census Bureau, Weldon Cooper Center, Virginia Employment Commission (VEC), and Virginia Department of Transportation (VDOT) sources, and include projections to show probable future growth and needs.

- Include a VDOT-compliant transportation plan that inventories existing facilities, identifies needs, includes cost estimates, and integrates recommendations from VTrans, the Six-Year Improvement Program, and regional plans.
- Comprehensively update the Future Land Use Map (FLUM) to match the categories and intent described in the Plan and ensure every parcel in Town is designated.
- Incorporate best acceptable practices to represent the best thinking and planning action tools used by communities to activate desired attributes, processes and principles of their Plan.
- Enhance the housing section to provide current data on housing cost and affordability, differentiate affordable housing from subsidized housing, and include strategies to expand housing options.
- Organize implementation actions into a clear matrix that includes responsible parties, timeframes, costs, and performance measures.
- Update content to address resilience, coastal resource management, broadband access, and other emerging issues, incorporating state and regional coordination where applicable.

Staff will be reviewing diagnostic efforts with the Commission at their June 18, 2026, meeting.

RECOMMENDATION:

No action required. Provided for the Commission's information.



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 Review – Demographics for Community Profile, Chapter 2**
DATE: June 18, 2026

SUMMARY:

Demographic statistics and trends provide an important background for evaluating land use and community service and facility/infrastructure needs. They tell the story of the Town's history and offer projections to guide policy decisions for the future.

Staff will use demographic information to prepare a Community Profile that summarizes the information for ease of use of the Comprehensive Plan.

BACKGROUND:

As part of the Town's current Comprehensive Plan review, staff provided some of the demographic data collected to the Commission at their March 19, 2026, meeting.

Since that time staff has been continuing to pull information for the Plan from the Census and the American Community Survey. This information as well as staff's outreach to town staff and community partners will help capture the current state of the community and facilities to serve the community and inform future strategies.

Staff will give an overview of the Community Profile being drafted as Chapter 2 of *Full Stride to 2045*.

RECOMMENDATION:

No action required. Provided for the Commission's information.

Population Trends in Bowling Green, Caroline County, and the State of Virginia

	Bowling Green		Caroline County		State of Virginia	
	Population	Average Annual % Change	Population	Average Annual % Change	Population	Average Annual % Change
1950	616	—	12471	—	3318680	—
1960	528	-1.40%	12725	0.20%	3966949	2.00%
1970	528	0.00%	13925	0.90%	4651448	1.70%
1980	669	2.70%	17904	2.90%	5346797	1.50%
1990	727	0.90%	19217	0.70%	6189197	1.60%
2000	936	2.90%	22121	1.50%	7078515	1.40%
2010	1111	1.87%	28545	2.90%	8001024	1.30%
2020	1168	0.51%	30887	0.82%	8631393	0.79%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Bowling Green's Population as a Percentage of Caroline County's Population

Year	Percentage of Population
1950	4.9%
1960	4.1%
1970	3.8%
1980	3.7%
1990	3.8%
2000	4.2%
2010	3.9%
2020	3.8%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Age Composition by Sex in Bowling Green, 1990, 2000, 2010, 2020

	1990		2000		2010		2020		Age Group as a Percentage of Overall Population			
Age	Male	Female	Male	Female	Male	Female	Male	Female	1990	2000	2010	2020
0–4	24	25	20	29	23	24	13	16	6.70%	5.20%	4.70%	2.10%
5–9	21	22	19	27	15	7	26	68	5.90%	4.90%	2.20%	6.90%
10–14	25	22	23	24	6	38	68	74	6.50%	5.00%	4.40%	10.40%
15–19	15	19	14	19	29	0	38	44	4.70%	3.50%	2.90%	6.00%
20–24	27	23	16	22	36	37	13	21	6.90%	4.10%	7.40%	2.50%
25–34	63	53	48	52	43	60	45	120	16.00%	10.70%	10.40%	12.00%
35–44	39	43	60	52	45	54	114	85	11.30%	12.00%	10.00%	14.70%
45–54	33	34	48	57	47	25	53	95	9.20%	11.20%	7.20%	10.80%
55–64	27	29	47	51	60	63	91	93	7.70%	10.50%	12.40%	13.40%
65–74	22	43	34	57	41	141	55	66	8.90%	9.70%	18.40%	8.90%
75–84	26	65	38	88	39	51	53	49	12.50%	13.50%	9.10%	7.50%
85+	3	24	17	74	64	44	20	47	3.70%	9.70%	10.90%	4.90%
Total	325	402	384	552	448	544	590	777	100.00%	100.00%	100.00%	100.00%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Educational Attainment in Bowling Green, Caroline County, and the State of Virginia Calendar Year 2026

Educational Attainment*	Bowling Green	Caroline County	Virginia
Less than 9th Grade	1.7%	5.4%	3.9%
9th to 12th Grade, No Diploma	4.8%	9.6%	6.3%
High School Graduate	44.8%	38.9%	23.7%
Some College, No Degree	17.1%	21.4%	18.9%
Associates Degree	7.6%	8.1%	7.2%
Bachelors Degree	17.9%	11.3%	25.6%
Graduate or Professional Degree	6.1%	5.3%	14.4%
Total	100.00%	100.00%	100.00%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Racial Composition in Bowling Green, Caroline County, and the State of Virginia

Race	Bowling Green	Caroline County	Virginia
1990			
White	72.6%	60.7%	77.4%
Black	26.8%	37.7%	18.8%
American Indian, Eskimo, or Aleut.	0.0%	1.1%	0.3%
Asian or Pacific Islander	0.3%	0.3%	2.6%
Other Race	0.3%	0.2%	0.9%
2000			
White	80.1%	62.6%	72.3%
Black	18.4%	34.4%	19.6%
American Indian, Eskimo, or Aleut.	0.5%	0.8%	0.3%
Asian or Pacific Islander	0.0%	0.4%	3.8%
Other Race	0.3%	0.0%	2.0%
2010			
White	74.3%	63.5%	73.0%
Black	33.4%	39.2%	19.4%
American Indian, Eskimo, or Aleut.	0.6%	0.7%	0.5%
Asian or Pacific Islander	2.1%	1.4%	5.8%
Other Race	1.3%	1.5%	2.8%
2020			
White	67.8%	59.9%	66.3%
Black	37.4%	38.8%	22.5%

American Indian, Eskimo, or Aleut.	0.7%	0.8%	0.6%
Asian or Pacific Islander	2.9%	2.0%	6.8%
Other Race	1.2%	1.6%	3.8%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Population Projections 1, Based on 6% Increase per Decade

Year	Population	Percent Increase
2000	936	—
2010	992	6.00%
2020	1052	6.00%
2030	1115	6.00%
2040	1182	6.00%
2050	1253	6.00%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Population Projections 2, Based on 12% Increase per Decade

Year	Population	Percent Increase
2000	936	—
2010	1048	12.00%
2020	1174	12.00%
2030	1315	12.00%
2040	1473	12.00%
2050	1650	12.00%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Population Projections 3, Based on Future Land Use

Year	Population	Percent Increase
2000	936	—
2010	1100	17.50%
2020	1700	54.50%
2030	2300	35.30%

Source: Town of Bowling Green

TO BE UPDATED
WITH FUTURE LAND
USE INFORMATION

Housing Trends in Bowling Green, Caroline County, and the State of Virginia

Timeframe	Bowling Green Housing Units		Caroline County Housing Units		Virginia Housing Units	
Year	Total	Occupied	Total	Occupied	Total	Occupied
2000		425	387	8,889	8,021	2,904,192
2010		474	409	11,729	10,728	3,364,939
2020		497	463	12,415	10,937	3,618,247

Source: U.S. Census Bureau, ACS 5-Year Estimates

Persons Per Household, 2000-2020

Location	2000	2010	2020
Bowling Green	2.1	2.3	2.49
Caroline County	2.69	2.59	2.63
Virginia	2.54	2.54	2.54

Source: U.S. Census Bureau, ACS 5-Year Estimates

Owner Occupied and Rental Housing Units, 2000-2020

Timeframe	Bowling Green		Caroline County		Virginia	
	Owner	Renter	Owner	Renter	Owner	Renter
Number of Owner-Occupied and Rental Housing Units						
2000	223	164	6,571	1,450	1,837,939	861,234
2010	260	180	8,503	1,953	2,055,186	1,000,872
2020	263	188	9,275	2,171	2,154,112	1,167,106
Percentage of Owner and Rental Housing Units						
2000	57.60%	42.40%	81.90%	18.10%	68.10%	31.90%
2010	59.10%	40.90%	81.30%	18.70%	67.20%	32.80%
2020	58.30%	41.70%	81.00%	19.00%	64.90%	35.10%
Percent Change						
2000–2010	16.60%	9.80%	29.40%	34.70%	11.80%	16.20%
2010–2020	1.20%	4.40%	9.10%	11.20%	4.80%	16.60%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Owner Occupied and Rental Housing Units, 2000-2020

Year	Owner-Occupied Housing Units	Renter-Occupied Housing Units	Total Occupied Housing Units
2000	223	164	387
2010	260	180	440
2020	263	188	451

Source: U.S. Census Bureau, ACS 5-Year Estimates

Housing Composition, 2020

Housing Type	Bowling Green #	Bowling Green %	Caroline County #	Caroline County %	Virginia #	Virginia %
Total Housing Units	565 -		12,322 -		3,537,788 -	
Single Family	451	79.80%	11,030	89.50%	2,576,551	72.80%
2-4 Units Per Structure	96	17.00%	118	1.00%	153,187	4.30%
5 or More Units	15	2.70%	100	0.80%	633,357	17.90%
Manufactured Housing	3	0.50%	1,060	8.60%	173,451	4.90%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Housing Quality Characteristics (Percentage of Occupied Units), 2020

Housing Quality Characteristic	Bowling Green	Caroline County	Virginia
Lacking Complete Plumbing Facilities	0.00%	0.10%	0.30%
Lacking Complete Kitchen Facilities	2.90%	0.40%	0.60%
1.01 persons or more per room	3.20%	1.30%	2.30%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Year Structure Built

Year Structure Built	Bowling Green	Caroline County	Virginia
2000 or later	25.20%	39.60%	28.30%
1940–1999	64.10%	55.50%	64.70%
1939 or earlier	10.70%	5.00%	6.90%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Housing Cost, 2000-2020

	Bowling Green	Caroline County	Virginia
Median Gross Rent			
2000	\$525	\$587	\$650
2020 ACS 5-Year	\$939	\$961	\$1,257
Change 2000–2020	78.90%	63.70%	93.40%
Median Value, Owner-Occupied Housing			
2000	\$120,000	\$88,900	\$125,400
2020 ACS 5-Year	\$222,400	\$218,000	\$282,800
Change 2000–2020	85.30%	145.20%	125.50%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Employment by Type, 2020

Occupations	Bowling Green #	Bowling Green %	Caroline County #	Caroline County %	Virginia #	Virginia %
Management, business, science, and arts	181	39.30%	4,895	33.00%	1,930,076	46.40%
Service	64	13.90%	2,035	13.70%	632,972	15.20%
Sales and office	108	23.40%	3,320	22.40%	803,498	19.30%
Natural resources, construction, and maintenance	65	14.10%	2,000	13.50%	341,944	8.20%
Production, transportation, and material moving	43	9.30%	2,588	17.40%	454,755	10.90%
Civilian employed population 16 years and over	461	100.00%	14,838	100.00%	4,163,245	100.00%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Note: ACS S2401 now groups the former “Farming, fishing, & forestry” and “Construction, extraction, & maintenance” categories into Natural resources, construction, and maintenance occupations.

Labor Force and Unemployment Trends, 2010-2020

Year	Caroline County	GWRC	Virginia
Civilian Labor Force			
2010	14,314	165,378	4,156,228
2011	14,392	167,920	4,192,637
2012	14,453	169,021	4,212,221
2013	14,578	170,598	4,238,414
2014	14,809	171,790	4,256,191
2015	14,772	171,077	4,228,912
2016	14,512	180,753	4,251,531
2017	14,781	185,283	4,326,559
2018	14,929	188,746	4,352,465
2019	15,212	193,291	4,404,760
2020	14,949	191,184	4,331,844
Employment			
2010	13,014	154,006	3,872,674
2011	13,157	156,984	3,928,933
2012	13,371	158,920	3,967,373
2013	13,579	160,824	4,003,905
2014	13,922	162,629	4,040,771
2015	14,034	163,238	4,044,175
2016	13,862	173,678	4,081,183
2017	14,150	178,725	4,169,561
2018	14,402	183,189	4,222,546
2019	14,733	188,029	4,283,473
2020	13,910	180,031	4,051,401
Unemployment Rate			
2010	9.10%	6.90%	6.80%
2011	8.60%	6.50%	6.30%
2012	7.50%	6.00%	5.80%
2013	6.90%	5.70%	5.50%
2014	6.00%	5.30%	5.10%
2015	5.00%	4.60%	4.40%
2016	4.50%	3.90%	4.00%
2017	4.30%	3.50%	3.60%
2018	3.50%	2.90%	3.00%
2019	3.10%	2.70%	2.80%
2020	7.00%	5.80%	6.50%

Source: Virginia Works, Local Area Unemployment Statistics Annual data 2016-2026

Note: I am unsure of how to create this table using ACS data, I believe virginia works is the authority on this information

Median Household Income, 2020

Locality	Median Household Income	% of Virginia Household Income
Bowling Green	\$69,318	90.70%
Caroline County	\$67,901	88.90%
King George County	\$96,711	126.60%
Spotsylvania County	\$90,913	119.00%
Stafford County	\$112,247	146.90%
Fredericksburg	\$69,528	91.00%
Virginia	\$76,398	100.00%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Note: The “% of Virginia Household Income” column was calculated by dividing each locality’s median household income by Virginia’s 2020 ACS 5-Year median household income of \$76,398.

Household Income by Income Range, 2020

Income	Bowling Green # of HH's	Bowling Green %	Caroline County # of HH's	Caroline County %	Virginia # of HH's	Virginia %
Less than \$10,000	25	4.80%	430	3.90%	151,739	4.80%
\$10,000 to \$14,999	14	2.70%	207	1.90%	103,516	3.30%
\$15,000 to \$24,999	36	6.90%	679	6.20%	221,834	7.00%
\$25,000 to \$34,999	89	17.20%	588	5.40%	227,036	7.10%
\$35,000 to \$49,999	36	6.90%	1,766	16.10%	342,619	10.80%
\$50,000 to \$74,999	110	21.20%	2,333	21.30%	518,677	16.30%
\$75,000 to \$99,999	86	16.60%	1,575	14.30%	411,580	12.90%
\$100,000 to \$149,999	61	11.80%	1,889	17.20%	548,694	17.20%
\$150,000 or more	61	11.80%	1,511	13.80%	658,426	20.70%
Total Households	518	100.00%	10,978	100.00%	3,184,121	100.00%

Source: U.S. Census Bureau, ACS 5-Year Estimates

Taxable Sales in Caroline County, 2010 and 2020

NAICS	Business Classification	2010 # of Registered Dealers	2010 Taxable Sales	2020 # of Registered Dealers	2020 Taxable Sales
	0 No NAICS Information or Unkr	20	\$3,346,736	12	\$837,712
	111 Crop Production	6	\$841,838	8	\$483,713
	112 Animal Production	7	\$89,180	8	\$317,079
	311 Food Manufacturing —	—		7	\$8,644
	321 Wood Product Manufacturing	7	\$547,654	7	\$641,387
	323 Printing and Related Support / —	—		6	\$15,686
	327 Nonmetallic Mineral Product I —	—		5	\$8,745,484
	339 Miscellaneous Manufacturing —	—		11	\$135,571
	423 Merchant Wholesalers, Durab	16	\$1,889,599	23	\$3,824,967
	424 Merchant Wholesalers, Nondi	6	\$643,765	14	\$1,258,073
	441 Motor Vehicle and Parts Deale	8	\$1,203,841	9	\$2,596,662
	442 Furniture and Home Furnishin	8	\$263,747	8	\$159,069
	444 Building Material and Garden	9	\$2,484,991	9	\$3,074,079
	445 Food and Beverage Stores, inc	25	\$33,433,063	32	\$42,045,722
	446 Health and Personal Care Sto	7	\$1,261,564	7	\$1,430,300
	447 Gasoline Stations	13	\$17,385,483	16	\$32,559,414
	448 Clothing and Clothing Access	9	\$35,611	25	\$36,076
	451 Sporting Goods, Hobby, Book	17	\$508,269	25	\$827,967
	452 General Merchandise Stores	10	\$4,269,591	14	\$7,869,554
	453 Miscellaneous Store Retailers	56	\$1,896,578	38	\$3,659,023
	454 Nonstore Retailers	38	\$3,958,527	54	\$5,459,129
	517 Telecommunications —	—		6	\$268,139
	531 Real Estate —	—		6	\$400,595
	532 Rental and Leasing Services	21	\$449,692	9	\$299,513
	541 Professional, Scientific, and T	14	\$245,941	26	\$402,976
	561 Administrative and Support Se	6	\$211,979	8	\$119,131
	713 Amusement, Gambling, and R —	—		5	\$373,386
	721 Accommodation	13	\$3,798,511	12	\$2,490,630
	722 Food Services and Drinking Pl	35	\$16,309,754	49	\$21,683,458
	811 Repair and Maintenance	20	\$1,861,733	22	\$4,031,732
	812 Personal and Laundry Service	12	\$1,012,894	15	\$1,811,518
—	Caroline Total	383	\$97,950,541	496	\$147,866,389
—	Miscellaneous and Unidentif	62	\$14,575,016	70	\$7,127,607
—	Total	445	\$112,525,557	566	\$154,993,996

Source: U.S. Census Bureau, ACS 5-Year Estimates

Caroline County Commuting Patterns, 2020

Into	From	Number	From	Into	Number
Caroline	Spotsylvania	692	Caroline	Spotsylvania	2,253
Caroline	Henrico	466	Caroline	Hanover	1,447
Caroline	Hanover	386	Caroline	Henrico	1,400
Caroline	King William	191	Caroline	Stafford	836
Caroline	Essex	133	Caroline	Fredericksburg	798
Caroline	Stafford	71	Caroline	Richmond	793
Caroline	Fredericksburg	71	Caroline	Prince William	521
Caroline	Louisa	65	Caroline	Albemarle	260
Caroline	Richmond	50	Caroline	Chesterfield	232
Caroline	King George	49	Caroline	Fairfax	213
Caroline	Prince George	46	Caroline	King George	200
Caroline	Reside Elsewhere	272	Caroline	Work Elsewhere	1,262
Total		2,492	Total		10,215

Source: U.S. Census Bureau, 2016–2020 ACS 5-Year Commuting Flows

CHAPTER 1

ABOUT THE PLAN

What is a Comprehensive Plan?

Full Stride to 2045 is the Town of Bowling Green’s Comprehensive Plan. This Plan is the Town’s most important document for guiding future land use and development – along with associated aspects of daily life including housing, parks and recreation, community facilities and services, and economic development – over the next ten to twenty years. While not an ordinance, the Plan is an officially adopted policy document intended for use by Town staff, the Planning Commission, Town Council, public agencies, developers, and the general community.

As the Comprehensive Plan is implemented over time, it facilitates rational and responsive decision making. Although it has no direct regulatory effect, it provides both Town leaders and the community with a rationale and guidance for ordinance updates and capital improvements.

Full Stride to 2045 is based on data analysis, current Plan diagnostics and community and stakeholder input. The Plan describes the community’s long-term vision for itself along with goals, strategies, and actions to aid Bowling Green in achieving this vision.

Legal Basis for the Plan

The Code of Virginia, or state law, requires all localities to adopt a Comprehensive Plan. Code of Virginia §§ 15.2-2223 and 15.2-2224, among others, outline the required and optional Plan elements and offer a general framework for Plan activities. Typical elements of the Comprehensive Plan include, but are not limited to:

- Future land use planning maps and recommendations for development.
- A comprehensive system of transportation facilities, including maps and cost estimates for improvements.
- Strategies to provide a system of community service facilities.
- Areas and implementation measures for the construction, rehabilitation, and maintenance of affordable housing.
- A plan to protect sensitive environmental areas.

VIRGINIA CODE

§15.2-2223

“The Comprehensive Plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities.”

State requirements for Comprehensive Plans also recognize that community development is ongoing and ever-changing. For this reason, Code of Virginia § 15.2-2230 requires localities to review the Comprehensive Plan every five years and amend as needed to ensure its continued applicability and usefulness to the community.

Plan Jurisdiction

Relationship to Other Plans and Policies

Bowling Green 2050 is tied to past and present planning efforts, including plans, policies, and ordinances. This Plan includes data, ideas, and recommendations from existing plans, studies, and strategic documents. In turn, the Plan informs and influences future updates to all Town land development regulations and decisions. The Plan guides development of the annual budget, capital improvements, resource preservation plans, other strategic plans, and amendments and enforcement of the Zoning and Subdivision Ordinances. Further, zoning and subdivision matters, land use decisions, and environmental and historic resource protection initiatives will all rely on the contents of the Plan.

ZONING AND SUBDIVISION ORDINANCES

The Town of Bowling Green's Zoning and Subdivision Ordinances are the primary tools used to realize the vision of the Comprehensive Plan. While *Full Stride to 2045* articulates Bowling Green's ideal vision, goals, objectives and strategies for land use and development, the Zoning and Subdivision Ordinances serve to directly regulate the location, form, and character of development. The Plan should therefore guide all updates to the Zoning and Subdivision Ordinances. These Ordinances should also be reviewed in their entirety on an annual basis to ensure that they align with the Comprehensive Plan. In addition, when a development or rezoning application is submitted to the Town, the Town Council and the Planning Commission must ensure that the application meets the specific standards of the Town's ordinances and contributes to the successful implementation of the Comprehensive Plan.

CAPITAL IMPROVEMENT PROGRAM (CIP)

A Capital Improvement Program (CIP) is a multi-year planning and budgeting tool used by local governments to identify, prioritize, and fund major capital projects over a defined timeframe, typically five years. The Town of Bowling Green does not currently maintain a formal CIP. Instead, capital projects and infrastructure investments are planned and funded through the Town's annual budgeting process and longer-term financial planning efforts. Each year, the Town identifies priority capital needs and evaluates them alongside operating expenditures during budget development. This process allows Town Council to allocate funding based on immediate needs, available revenues, and evolving community priorities.

While this approach does not follow a fixed five-year CIP structure, it still enables the Town to consider the timing, cost, and funding sources for major projects. Multi-year projects may be phased through successive annual budgets, and funding strategies may include local revenues and grants. Regular budget cycles provide an opportunity to reassess priorities and adjust planned investments as conditions change. *Full Stride to 2045* plays an informative role in guiding these decisions. It helps identify priority projects, inform long-term investment goals, and may assign responsibility for implementation. By aligning annual and multi-year budgeting decisions with the vision and priorities of the Capital Improvements Plan, the Town can ensure that its financial resources are directed toward projects that support community goals and long-term sustainability.

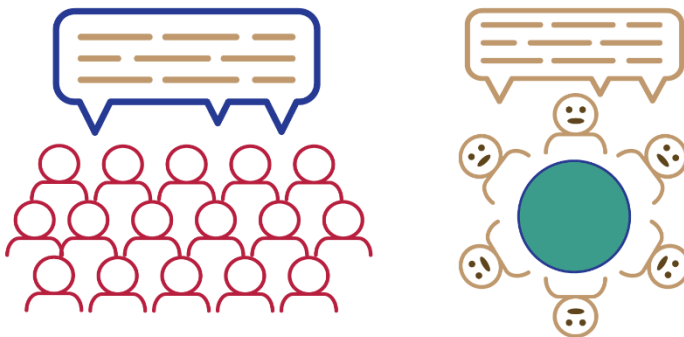
OTHER PLANS AND STUDIES

Local, regional, and state plans, studies, and initiatives all inform the planning process, while the Comprehensive Plan informs the development of future planning initiatives.

[insert plans & studies graphic]

Creating the Plan

Full Stride to 2045 is the culmination of [redacted] months of research, data analysis, and stakeholder input. Throughout the planning process, steps have been taken to ensure that the revised Plan clearly defines the Town of Bowling Green's vision and goals for today and the future. The Town of Bowling Green is committed to continuing the promotion of the *Full Stride to 2045*'s vision and engaging the community in the Plan's implementation.



[insert project schedule graphic]

EXISTING CONDITIONS

The first step to writing a data-driven, community-informed Plan was to gather robust data about Bowling Green through research and outreach. Extensive research was completed to provide quantitative data about current conditions.

A history of the Town of Bowling Green and a summary of existing conditions can be found in Chapter 2 **Community Profile**.

PLAN FORMULATION

The Bowling Green Planning Commission is ultimately responsible for reviewing and recommending the proposed changes to the Comprehensive Plan, as directed in Code of Virginia §15.2-2223. Plan drafting was conducted through a collaborative approach between Town staff, including the Berkley Group planning consultant. The Planning Commission and Town Council reviewed drafts and provided input and guidance during regularly scheduled work sessions from November 2025 through **December 2026**.

PUBLIC REVIEW

Comprehensive Plans are a product of the community's input, as interpreted through the lens of appointed and elected decision makers. As such, the Plan follows a public review and refinement period that ensures the Plan accurately represents the community's vision for Bowling Green.

Editor's Note: This section will be drafted following the completion of the public review phase in the end of 2026.

REFINEMENT AND ADOPTION

Editor's Note: This section will be drafted at the time of public hearings for Plan consideration and adoption.

Using the Plan

Comprehensive Plans are community documents used by a variety of individuals and stakeholders. The Comprehensive Plan serves the community best when it is consistently referenced to make recommendations and decisions. The Planning Commission's annual review of the Plan's Implementation Matrix (**Chapter 10**) will track progress by measuring achievements and will prioritize strategies, including identifying any necessary amendments needed to meet community goals.

[insert graphic]