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# LIFE IN CAROLINE COUNTY

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- CONCLUSIONS

*Caroline County,  
Virginia*

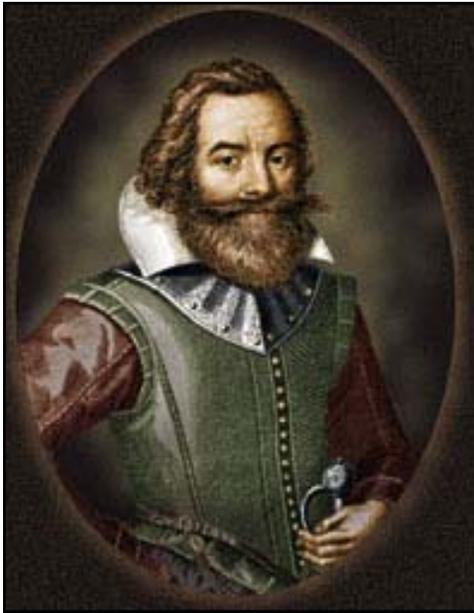
# CHAPTER 1 – *LIFE IN CAROLINE COUNTY*

## INTRODUCTION TO CAROLINE COUNTY

Caroline County is located in the northeastern portion of Virginia along Interstate 95 approximately half way between the Virginia Capitol of Richmond and the City of Fredericksburg, as shown in Map 1.1. Bounded on the north by the Rappahannock River and the counties of King George and Stafford, it is approximately ninety miles from the nation's capitol, Washington, D.C., and about 110 miles from Baltimore, Maryland. It is bordered by the counties of King & Queen and Essex to the east, by King William and Hanover Counties as well as the North Anna and Pamunkey Rivers to the south and Hanover and Spotsylvania Counties to the west. Caroline County is approximately thirty miles long and twenty miles wide and covers 562 square miles. With its mid-Atlantic location, Caroline County is within a day's drive of over 65% of the nation's population (see Map 1.2).

There are two incorporated towns within Caroline County, Bowling Green and Port Royal. The Town of Bowling Green is located in the central portion of the County and serves as the County Seat, while the Town of Port Royal is located in the northeastern portion of the County along the Rappahannock River.

## A BRIEF HISTORICAL VIEW



Caroline County was most likely founded in March of 1727, from the Counties of Essex, King & Queen, and King William. The County was formed in the first year of the reign of George II and took its name from the King's wife, Queen Caroline.

The County's location, with its navigable rivers, appealed to the early colonial settlers in America. Captain John Smith explored what was to become Caroline County in 1607, and in 1608, visited the Indian village of "Doguetown", near present day Milford on the Mattaponi River. At that time, seven different Indian tribes occupied the area that is now Caroline County.

The Rappahannock River became a well-traveled shipping route and the natural harbor at Port Royal and was established as an important early trading center. Simultaneous to the establishment of the Town of Port Royal in 1744, several other commercial centers emerged. Chesterfield (Ruther Glen) and the original Caroline Courthouse, located near present Kidd's Fork, were two such trade centers of the time.

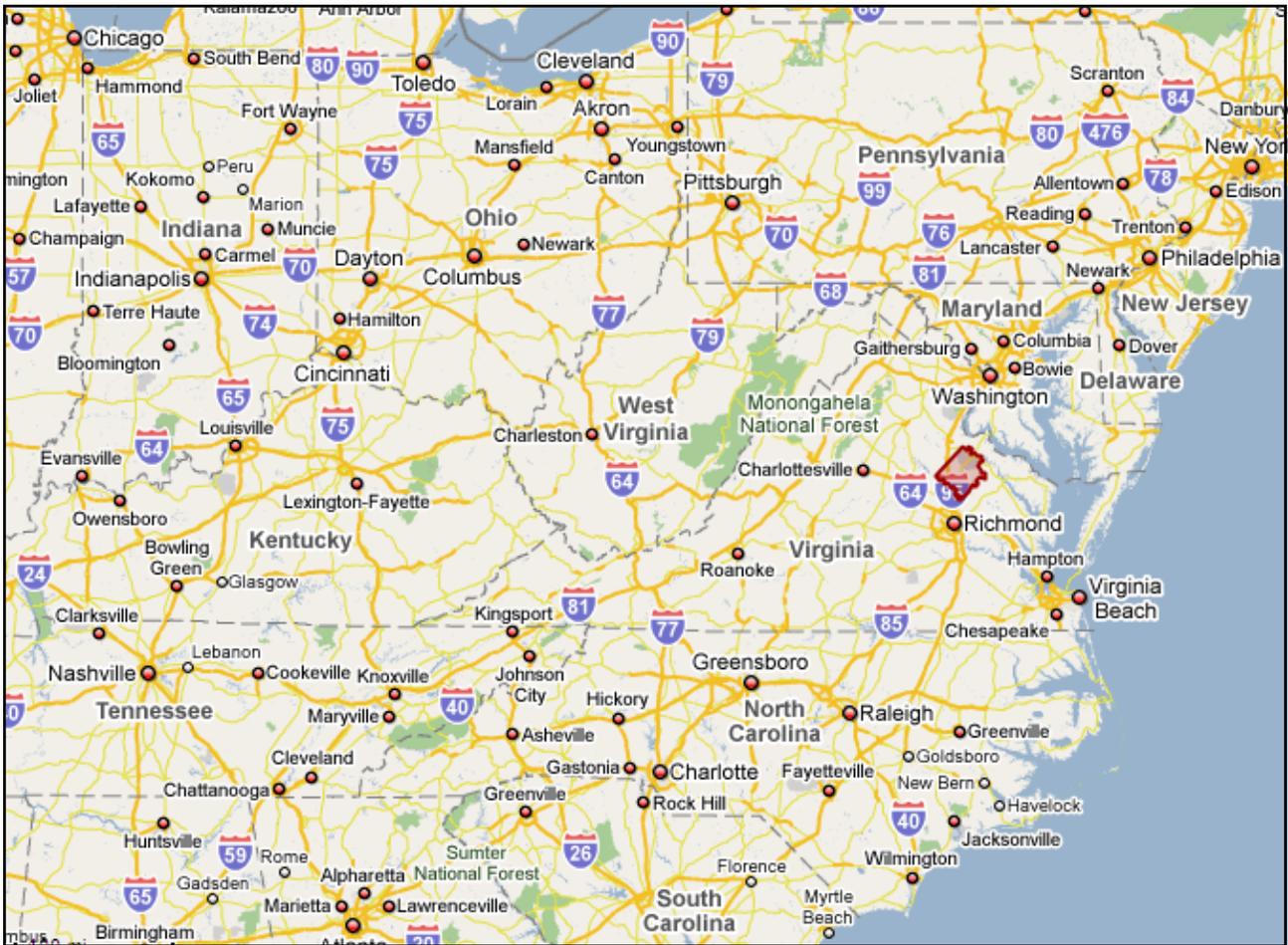
Captain John Smith (<http://www.apva.org/history/jsmith.html>)

Historically, Caroline's commercial centers were supported by the agricultural industry of the County. Farming in Caroline included the cultivation of a variety of crops, most importantly tobacco, as well as the raising of cattle and other livestock. Horse breeding farms have also been traditionally associated with Caroline County, as some of the County's first thoroughbreds were imported from England to Caroline. In more modern times, Meadow Farm along Route 30 was the home of Secretariat, the 1973 Triple Crown winner.

For a more complete history of Caroline County, please turn to Chapter 5 of this plan.



Map 1.1 - Caroline County



Map 1.2 - Caroline County (highlighted in red) along the I-95 Corridor

## COUNTY GOVERNMENT

### BOARD OF SUPERVISORS

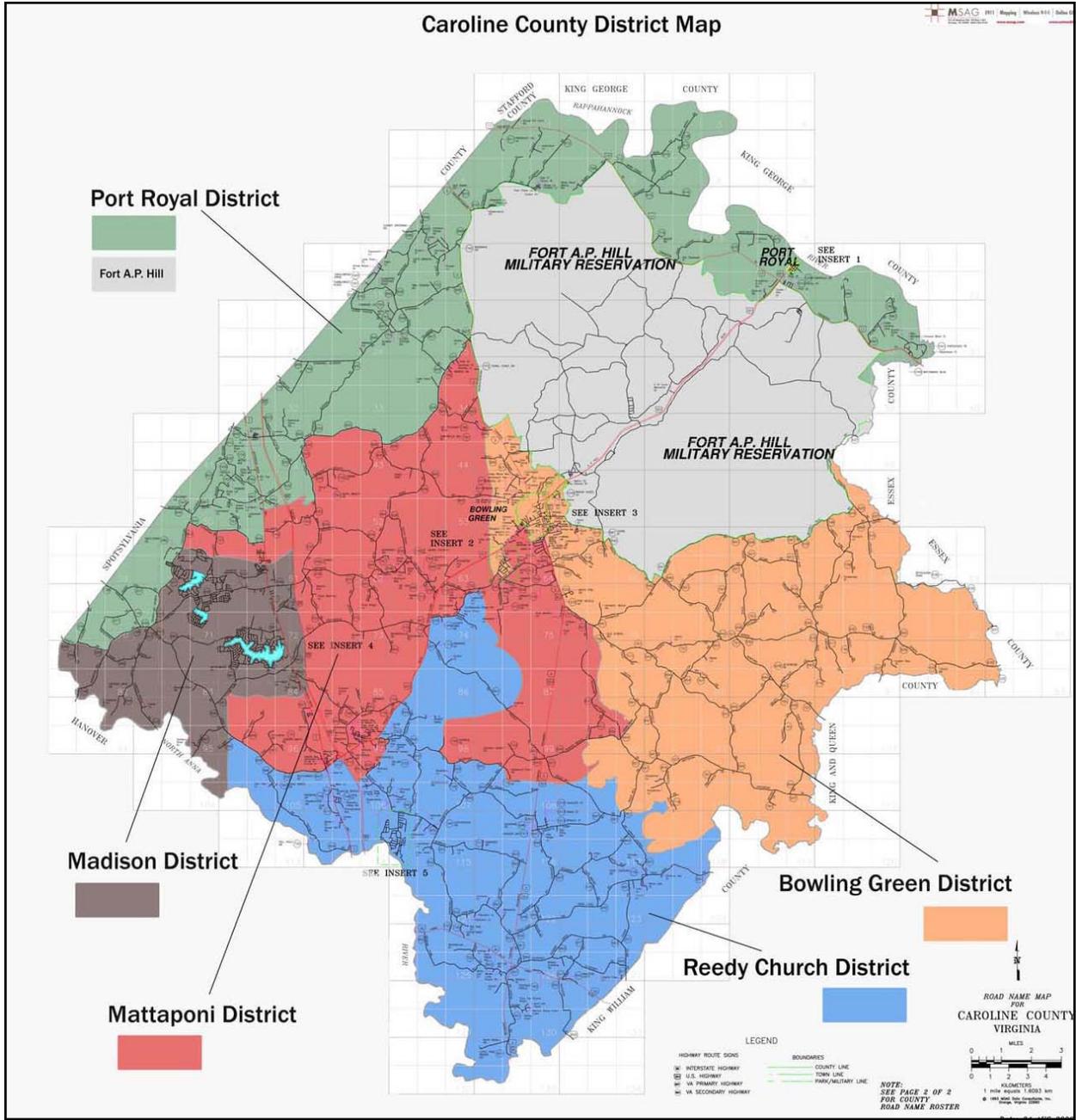
County citizens are served by five elected supervisors under what is known as the County Board Form of Government. Each elected official represents an area of the County, containing about one-fifth of the County's population, to ensure equal representation. The five districts are Bowling Green, Madison, Mattaponi, Port Royal and Reedy Church. Every four years, citizens get the opportunity to elect a representative to further their interests in the overall direction and operations of the County. The County expanded from four to five supervisors as a result of the federally mandated redistricting process in 1992. Redistricting must be accomplished every ten years after the completion of the decennial census. Map 1.3 identifies the boundaries of the five districts as adopted in 2002.

Many people may believe that the Board of Supervisors has broad discretion in its powers and abilities. In reality, its powers are quite limited. This doctrine is commonly referred to as the "Dillon Rule", which is a legal principle established in the late 1800s. The Dillon Rule states that local governments have the powers expressly delegated to them from the state.

Virginia courts routinely apply the Dillon Rule to determine whether a local government has the legal authority to undertake an action. Virginia courts have determined that local governments have only those powers that are: 1) specifically conferred upon them by the Virginia General Assembly, 2) necessarily or fairly implied from a specific grant of authority and 3) essential to the purposes of government.



**From left to right: Robert J. "Bobby" Popowicz - Port Royal District, D.M. "Maxie" Rozell, Jr. - Reedy Church District, Wayne A. Acors - Madison District, Jeffrey M. "Jeff" Sili - Bowling Green District and Floyd W. Thomas - Mattaponi District**



Map 1.3 - Election District Map

The Board of Supervisors is responsible for the overall conduct of County business, including budgeting and policy direction. The Board regularly meets on the second and fourth Tuesday of each month, and as necessary to carry out its responsibilities.

#### *COUNTY VISION*

The Board of Supervisors adopted a Vision Statement and Core Values in June of 2008, to provide guiding principle for governmental decision-making. The Vision Statement and core values are as follows:

*It is the Vision of the government of Caroline County to recognize the need for an enriched community while respecting our history and embracing our future.*

Commitment – *Committed to responsive, quality service delivered with timeliness, courtesy and fairness.*

Accountability – *Individually, and in teams, always accepting responsibility for our behaviors, actions and results.*

Respect – *Treat others with respect, be tolerant of differences, use good manners, be considerate of the feelings of others.*

Optimistic – *Maintain a positive attitude in all we say and do.*

Loyalty – *In word and deed to each other and to our community.*

Integrity – *Act with honesty and fairness and always strive to do the right thing.*

Neighborly – *Be good neighbors to our community, maintaining an environment of friendliness, helpfulness, and hospitality.*

Excellence – *To be the best in everything we do. Provide efficient and effective services for County residents and businesses.*

#### *STRATEGIC PLANNING*

Caroline County has adopted a strategic plan, which is prepared and updated by a citizen committee, appointed by the Board. The strategic planning process uses the “balanced scorecard” approach, which identifies target dates, tangible outputs and outcomes, and appropriate measures.

The plan establishes sixty-nine goals, with accompanying objectives and implementation strategies to measure implementation of the plan for the following areas:

Community Issues	Economic Development & Tourism
Finance Department	Fire-Rescue & Emergency Management
Human Resources	Parks & Recreation
Planning & Community Development	Public Works

The strategic plan complements the County’s Comprehensive Plan. As such, each update of the Strategic Plan offers the opportunity to review and update the Comprehensive Plan with respect to issues identified in the strategic planning process.

#### *ADMINISTRATION*

The day to day operations of County government are the responsibility of the County Administrator, who is appointed by the Board. The County Administrator oversees the operations of seven departments providing services directly to citizens, including public utilities (water and sewer), public works (buildings and grounds,

new county construction), fire and rescue (volunteer assistance, training, career EMS, hazardous materials), economic development, parks and recreation, finance, and planning and community development (building construction, erosion & sediment control, stormwater management, zoning and planning).

As County personnel perform their daily tasks, their conduct and delivery of services to County citizens is guided by a mission statement developed by them. This statement provides further support for the overall Vision of the County and its future. The Mission Statement is:

*The government of Caroline County exists to serve the people of Caroline County in a professional, progressive and cost effective manner so all our citizens may enjoy a protected quality of life and appreciate our diversity through openness and citizen participation.*

In addition to the mission statement, County staff undertakes other internal processes to promote a high level of service. Department heads, under the supervision of the County Administrator, perform a Benchmark Analysis, which was first presented to the Board in 2000.

This program analyzes five categories; service delivery, employee development, community involvement, policy direction and budgeting, and financial controls. The analysis is performed on average every two years, and is scheduled for completion in early 2009.

Each department is also required to establish project goals every six months. This process is designed to improve County government operations, as well as to support the Strategic Plan, Comprehensive Plan, Benchmark Analysis, and Customer Service Programs. First started in 2000, this continues to be an effective measure of government programs.

#### *COUNTY EMPLOYEE DEMOGRAPHICS*

In 2008, a survey of County employees was conducted. This survey gathered information such as age, location and years of service. The survey shows that 74% of County employees live in the County and most are between the ages of 25 and 44. Most of the employees (73%) worked for the County five or fewer years at the time of the survey, 24% have been with the County between six and nineteen years and three percent of County employees have worked for the County over 20 years.

#### *CITIZEN PARTICIPATION & OUTREACH*

County officials cannot make decisions in a vacuum, without the participation of the citizens. Yet, public participation is often times elusive. The County has employed a number of techniques to encourage public participation over the years, including:

**BUSINESS ROUND TABLE:** The County annually appoints a "Business Roundtable" to meet with County staff and elected officials bi-monthly. The committee represents a cross section of business interests, and promotes dialogue between the business community and government. This has led to improvements in government processes, new public-private partnerships, and a better understanding of challenges and opportunities.

**COUNTY NEWSLETTER:** An internet newsletter is published, in an effort to keep citizens up to date on projects and issues of importance throughout Caroline County.

**CITIZEN ADVISORY COMMITTEE:** The County depends on Citizen Advisory Committees to aid in the development of Area and Sub-Area plans. These are groups of citizens and community leaders who help guide the future vision for their communities.

**CITIZEN SURVEYS:** The County also conducts surveys of citizen attitudes from time to time. The most recent survey was a mailing conducted by the Parks and Recreation Department to determine the recreational desires of residents. The County has also used informal surveys through its website to seek citizen input.

## *COMMITTEES*

In addition to the previously mentioned agencies, numerous committees are appointed by the Board of Supervisors or other bodies, as necessary to provide guidance and information on issues of interest. Current committees include: Youth Task Force, Recreation Advisory Committee, Citizens Health Advisory Committee, Child Care Roundtable and the Museum Committee. More information about these committees is available on the County webpage [www.visitcaroline.com](http://www.visitcaroline.com).

In conjunction with the Board of Supervisors, there are several other boards and commissions that play a role in the governance and development of the County, including the Planning Commission, Board of Zoning Appeals, and the School Board.

## OTHER BOARDS & COMMISSIONS

### *PLANNING COMMISSION*

The Planning Commission held their first meeting in December of 1964 after being appointed by the Board of Supervisors to create the County's development policies. It was at this same time that the Planning Commission began the process of developing Zoning and Subdivision Ordinances for Caroline County. Six years later the Planning Commission recommended approval of the first Zoning Ordinance to the Board of Supervisors. In the three years that followed, the Subdivision Ordinance and first Land Use Map would also be prepared by the Planning Commission and recommended to the Board of Supervisors.

Since its inception, the Planning Commission has served a vital role in shaping Caroline County. It continues to serve as an advisory body to the Board of Supervisors for development and zoning requests, Ordinance amendments and Comprehensive Plan updates. The Planning Commission is also responsible for administration of the Subdivision Ordinance. For more information visit [www.visitcaroline.com/planningcomm.html](http://www.visitcaroline.com/planningcomm.html)



**From left to right: Joseph Brown, Jr - Port Royal District, William L. Smith - Reedy Church District, M. Raymond Piland, III - Bowling Green District, Dr. Milton Bush - Mattaponi District and Walter A. "Pete" Davis - Madison District**

### *BOARD OF ZONING APPEALS*

The Board of Zoning Appeals, BZA, is a quasi-judicial body comprised of five members appointed by the Circuit Court of Caroline County. It is the duty of the BZA to rule on variances and appeal of administrative zoning decisions. It is a safety valve from strict adherence to the Zoning Ordinance, where an applicant can demonstrate a hardship. The BZA has the authority to grant variances to provisions in the Zoning Ordinance and overturn decisions made by zoning officials, pursuant to the regulations set forth in the Code of Virginia, as amended, and case law. For more information visit [www.visitcaroline.com/zoningboard.html](http://www.visitcaroline.com/zoningboard.html)

### *SCHOOL BOARD*

The School Board has ten powers and duties set out for them. These duties include providing for the day-to-day supervision of the schools in the County and enforcement and oversight of the school laws. The School Board acts under the powers given by the State Board of Education to enforce goals and objectives of the school system, redistricting of school boundaries, methods of teaching and school term length. Additionally, the School Board cares for and manages all school properties, including the building of new schools, furnishings and equipment. For more information visit [www.caroline.k12.va.us/education/components/scrapbook/default.php?sectiondetailid=6505](http://www.caroline.k12.va.us/education/components/scrapbook/default.php?sectiondetailid=6505)

### *EMERGENCY SERVICES COMMISSION (ESC)*

The Emergency Services Commission (ESC) serves as the citizens technical advisory committee to the Board of Supervisors on all fire and rescue related issues. The ESC makes policy recommendations and reviews budget and Capital Improvement Programs for both career and volunteer agencies.

### *INDUSTRIAL DEVELOPMENT AUTHORITY (IDA)*

The Caroline County Industrial Development Authority (IDA) is appointed by the Board of Supervisors and staffed by the Department of Economic Development and Tourism has powers that are enumerated by the General Assembly. The IDA may exercise authority to be the conduit of loans to business and non-profit entities, buy and sell property, own structures and lease real estate, use their funds to finance economic development and other governmental projects, operate their own offices and employ staff. Principally, the IDA finances and promotes the development of industry, employment and the quality of life of the citizens of Caroline County.

## **REGIONAL AGENCIES**

### *RAPPAHANNOCK AREA AGENCY ON AGING (RAAA)*

The RAAA is a private non-profit corporation administering programs under the Older Americans Act and Federal Administration on Aging. The Rappahannock Area Agency on Aging serves the needs of and acts on behalf of persons aged sixty and older in the City of Fredericksburg and the Counties of Caroline, King George, Spotsylvania and Stafford. Program services include, but are not limited to, congregate and home delivered meals, transportation, information and referral services, telephone reassurance, homemaker, legal, senior training/employment, emergency home repair and weatherization. For more information visit [www.raaa16.org](http://www.raaa16.org)

### *RAPPAHANNOCK AREA COMMUNITY SERVICES BOARD (RACSB)*

The Rappahannock Area Community Services Board is dedicated to improving the quality of life for people with mental health, mental retardation and substance abuse problems and preventing the occurrence of those conditions. RACSB provides services to all localities within the George Washington Regional Commission area. The RACSB was started after the 1968 Virginia General Assembly passed legislation authorizing local governments to establish Community Mental Health and Mental Retardation Services Boards to serve the needs of the individual communities. For more information visit [www.racsb.state.va.us](http://www.racsb.state.va.us)

## LOCAL AGENCIES

### *CAROLINE COUNTY HEALTH DEPARTMENT*

The Caroline County Health Department is divided into two sections - Environmental Health and Medical Health.

The mission of the Environmental Health Department is to protect the public health through administering the Onsite Sewage Disposal and Private Well Regulations. The department ensures that ground water is safe and adequate through proper well construction and placement of onsite sewage disposal systems. Another function of the Environmental Health Department is to oversee the Rabies Program within Caroline County by responding to animal bites and exposures to possible rabid animals. Through confinement and testing, the department protects the public health from this deadly virus. The Caroline Environmental Health department works to ensure a safe environment for all citizens, and is available for assistance for any environmental concerns of the public.

The medical section of the Health Department has a vision to be a health district where there are healthy people living and working in a healthy community. This section of the Health Department provides many different services including: maternity care, family planning services, immunizations, dental health, infectious disease control and other services. In addition to these services, the Health Department provides nursing home pre-screening and school physicals.

### *REGISTRAR*

The Caroline County Registrar is appointed by the Caroline County Electoral Board every four years. The Registrar supervises all elections (General, Primary, Special and Town), instructs the Officers of Elections in their duties and responsibilities, monitors current legislation that may impact residents of Caroline County, and corresponds with delegates to discuss the impact of proposed legislation. It is also the responsibility of the Registrar's office to assist all qualified Caroline County residents in registering to vote, updating information, and transferring registration. Local candidates running for office also look to the Registrar's office to review and file the necessary forms for running for office. Verifying petitions for local elections, as well as those from Congressional, Senate and House Districts, is another duty of the Registrar. For more information visit [www.sbe.virginia.gov](http://www.sbe.virginia.gov) or [www.visitcaroline.com/registrar.html](http://www.visitcaroline.com/registrar.html)

### *CAROLINE COUNTY DEPARTMENT OF SOCIAL SERVICES*

With a goal of providing services to promote self-reliance and personal responsibility to the citizens of Caroline County, the Department of Social Services operates in three divisions: Eligibility, Services and Administration. Each of the different units has a unique function to serve the overall community. The Eligibility Unit receives and processes initial applications for assistance and provides initial screening and assessments for other service needs by families. It also has the responsibility of maintaining on-going benefits cases and conducting program reviews. The Services Unit provides or arranges employment related services to help make families as self-sufficient as possible. Services are also provided for families and members who may be considered "at-risk" of abuse, neglect or exploitation. Administration provides administrative services throughout the agency, including budget, fiscal and accounting activities, customer services, and personnel. For more information visit [www.visitcaroline.com/socialservices.html](http://www.visitcaroline.com/socialservices.html)

### *VIRGINIA COOPERATIVE EXTENSION AGENCY (VCE)*

Virginia Cooperative Extension (VCE) is the connection between the Land Grant universities of Virginia Tech and Virginia State University and the citizens of Virginia. This connection helps people improve their lives by providing research-based educational resources. Virginia Cooperative Extension responds to the needs of individuals, families, groups and organizations with educational programs in three broad areas: agriculture and natural resources, family and consumer sciences, and 4-H youth development. Residents of Virginia can participate in VCE programs through a local Extension office. The Caroline County office is located on the second floor of the Caroline County Community Services Building. For more information visit [www.ext.vt.edu](http://www.ext.vt.edu)

## COMMUNITY ORGANIZATIONS

There are numerous community organizations in Caroline County, ranging from civic clubs, garden clubs, homeowner associations, hunt clubs, to membership organizations (i.e. Lions, Ruritans, Kiwanis, etc.). Caroline County also has over sixty places of worship, many of which offer after school and summer recreational programs for the County's youth.

Caroline's Promise is a 501 C-3 organization created to assist at-risk youth and provide positive experiences for the County's children. It works with County government, schools and the private sector to address issues faced by the County's youth. Some of the programs initiated by this organization include, but are not limited to, a lunch buddies program, sports parties, Youth Ambassadors of Caroline, Dental Health Program and Divas with Promise.

## CAROLINE COUNTY DEMOGRAPHICS

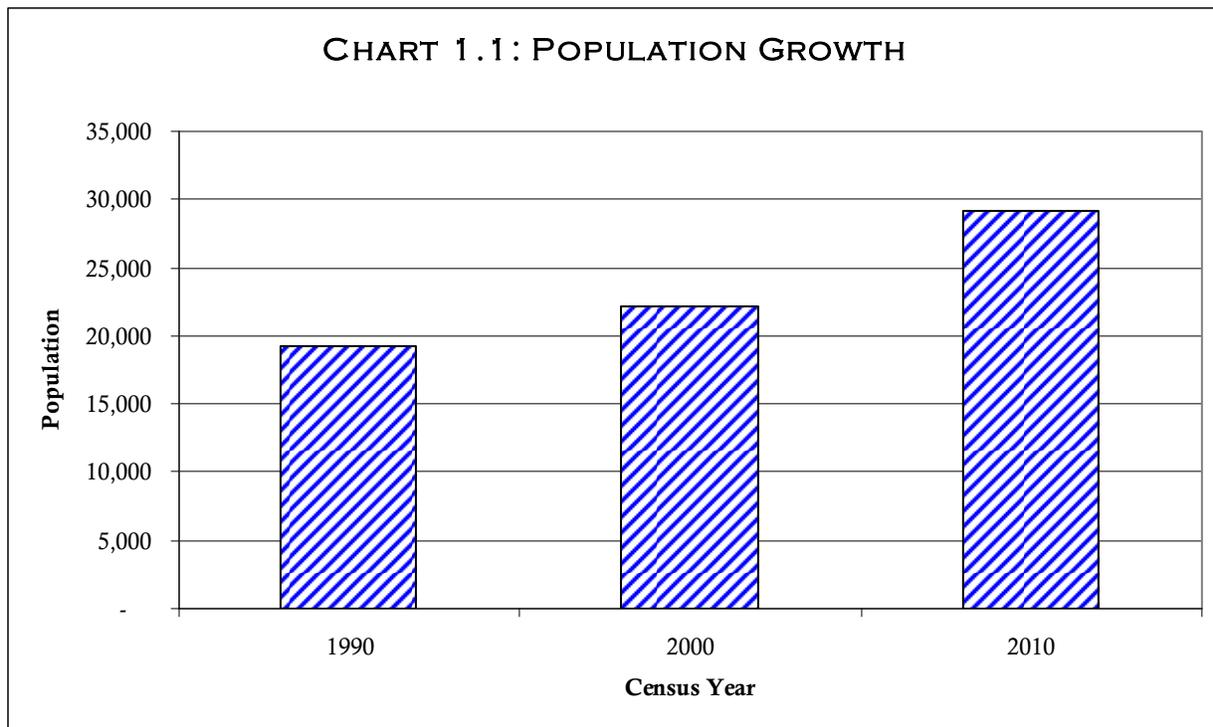
The analysis of changes in demographics is very important to the planning process. Many decisions, planning and otherwise, are based on the need to serve a certain magnitude and type of population. Demographic analysis is concerned with the size, composition, distribution, and future projections of the population, which will have a direct bearing on the future of Caroline County and its planning.

This section discusses the population of Caroline County over the last several decades. In addition, the characteristics and changes in the County's population are compared to other localities in the George Washington Regional Commission (GWRC).

### POPULATION CHANGES

Caroline County is located in the fastest growing region in the Commonwealth of Virginia; the George Washington Regional Commission (GWRC) region, or Planning District 16. The GWRC includes the City of Fredericksburg, Caroline, King George, Spotsylvania and Stafford Counties. Chart 1.1 illustrates the population growth of Caroline County from 1990 to 2000 and projects growth to 2010.

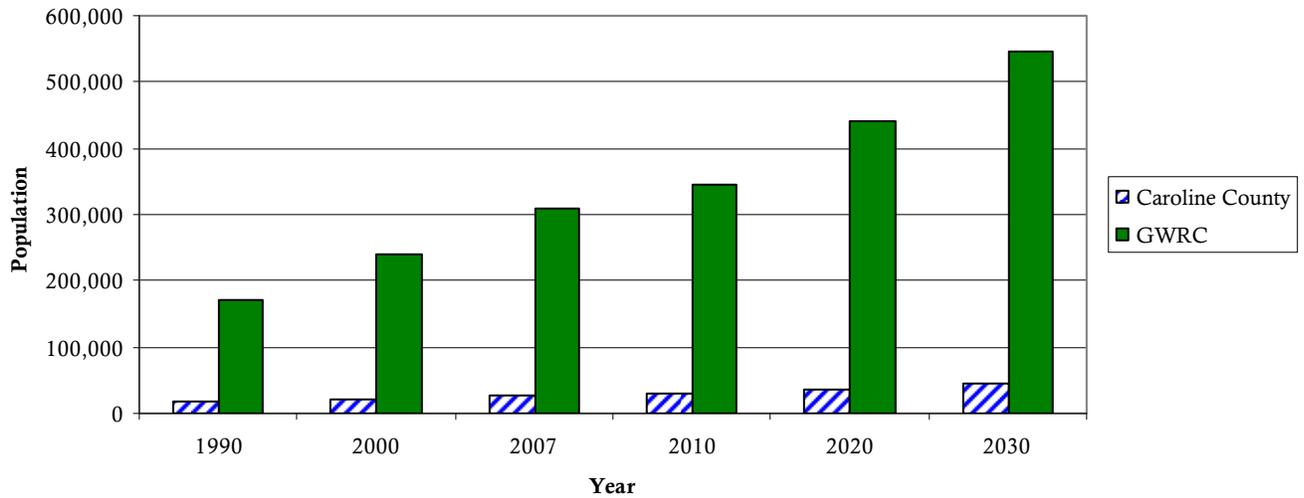
By Census estimations, the population in Caroline grew to an estimated 26,336 persons between 2000 and 2007, reflecting a total growth of 19%, an average annual growth rate of 2.7%. While this rate of growth is considered high (Caroline is the 17<sup>th</sup> fastest growing county in Virginia), population in the GWRC region increased even more dramatically at 28.4%, or 4.1% annually, for the same time period. In comparison, the population in Virginia and in the United States increased more modestly at an annual average rate of 1.3% and 1.0%, roughly one-third to one-fourth the rate of Caroline County. Population projections for 2010 show an average annual average growth rate for Caroline County of 3.2% for the period between the 2000 and 2010 Census.



Source: U.S. Census

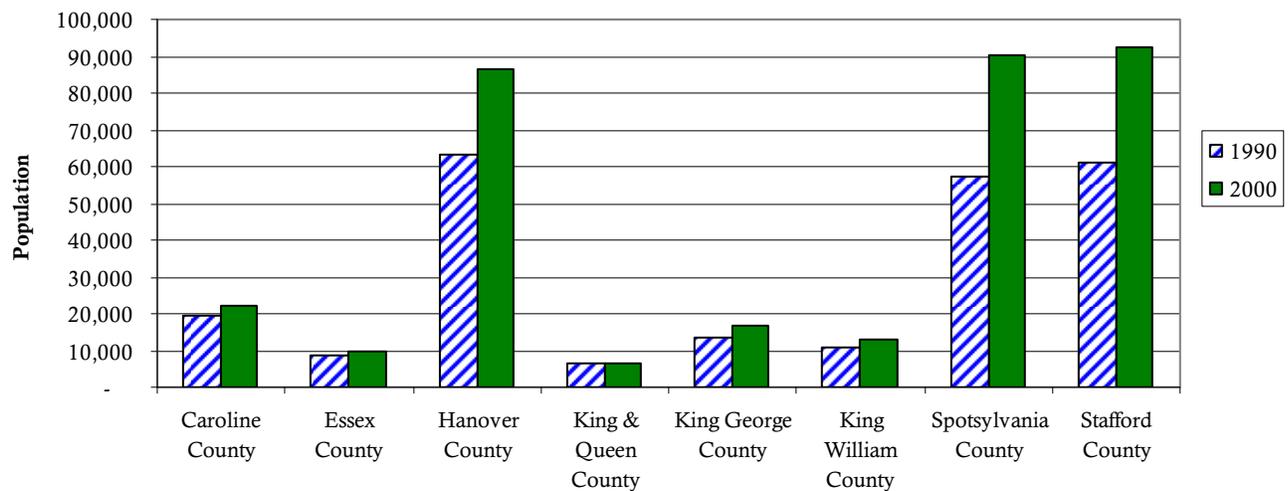
Chart 1.2 shows the population for Caroline County and the GWRC Region, projected through 2030. The growth in the County pales in comparison to that of the region as a whole. The rapid growth throughout the region lead to the decrease in the proportion of the Caroline County population to that of the regional population. In the 1990s, Spotsylvania and Stafford Counties were among the three fastest growing counties in Virginia. The growth of Caroline and surrounding localities (within and outside of the GWRC region) is shown in Chart 1.3.

**CHART 1.2: POPULATION OF CAROLINE COUNTY & GWRC REGION  
1990 TO 2030**



Source: U.S. Census, Virginia Employment Commission & Weldon Cooper Center for Public Service

**CHART 1.3: POPULATION GROWTH OF CAROLINE COUNTY & SURROUNDING LOCALITIES**

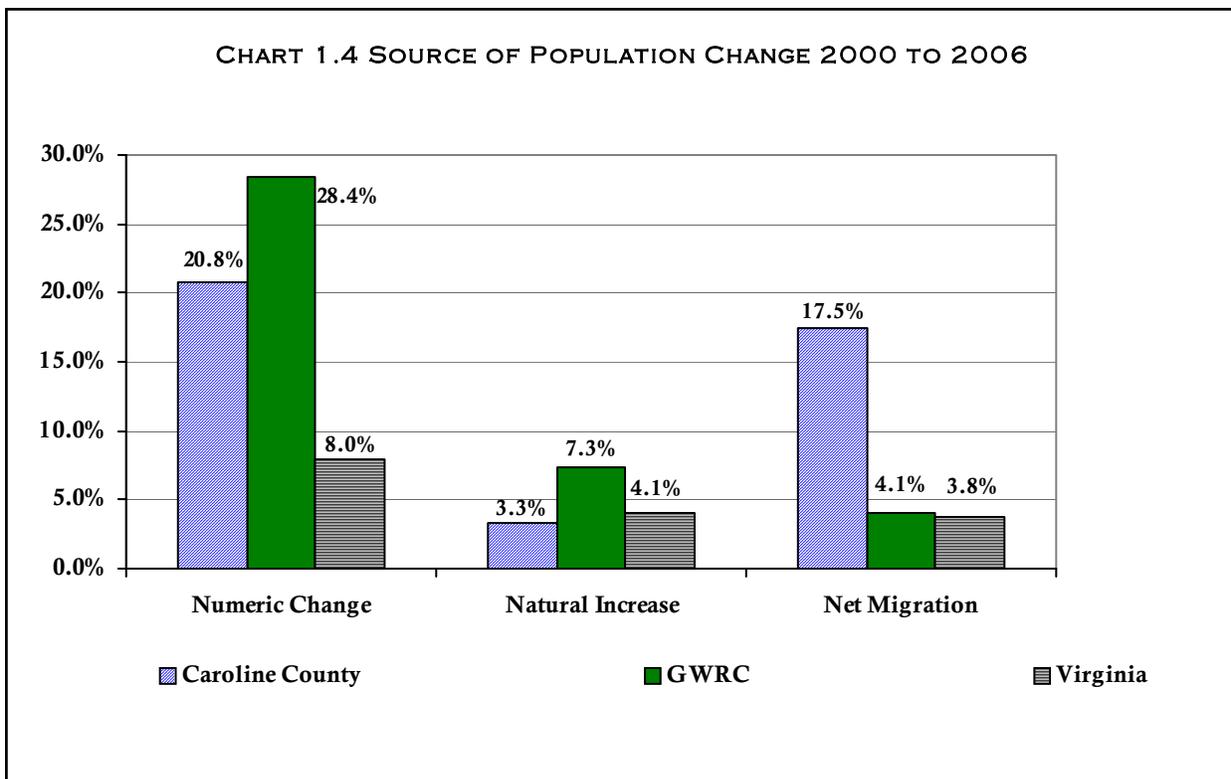


Source: U.S. Census

Though the County Population is projected to increase by at least 20,000 residents by 2030, the population as a portion of the overall GWRC region has been and will continue to decrease. In the 1990s, Caroline County comprised over 11% off the total GWRC region. Even with the expansive growth in Caroline County, in 2000 it dropped to just over nine percent. The regional growth is projected to continue to outpace that of Caroline County, due in large part to the projected rapid growth of Spotsylvania & Stafford Counties.

SOURCES OF POPULATION CHANGE

Caroline County population growth (2008-2010) is expected to be primarily due to net migration (people moving into the area from other locations). If the expected change in the County’s population over this period (20.8%) is correct, then roughly four out of five new residents will move to the Caroline County from elsewhere and a mere one out of five new residents will be the result of natural growth (number of births minus the number of deaths). In the GWRC region, net migration will account for three out of four new residents to the area. In contrast, slightly more than half of the projected population increase in Virginia is expected to be due to natural increases, with less than half expected to be due to net migration. These changes are detailed in Chart 1.4.



Source: U.S. Census & Weldon Cooper Center for Public Service

POPULATION PROJECTIONS

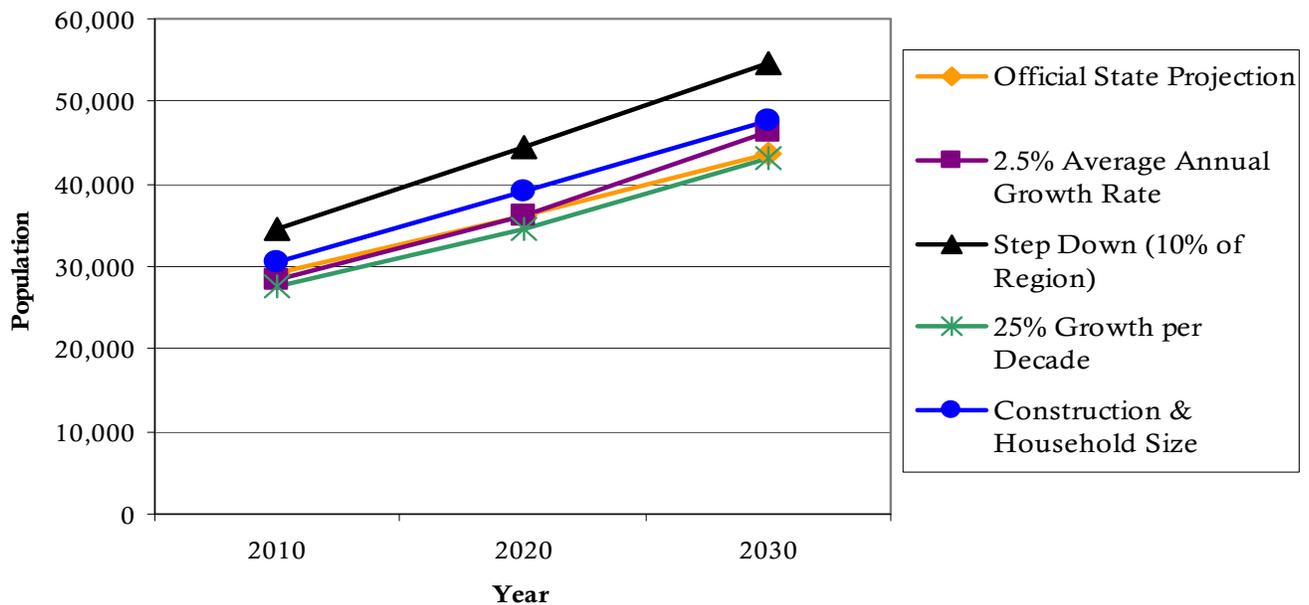
Chart 1.5 illustrates population projections to the year 2030 for Caroline County as determined by various methods. Using the Virginia Employment Commission (VEC) estimates (considered Official State Projections), Caroline County is projected to grow by 5,802 residents or 23% in the next 25 years, resulting in an annual average growth rate of 1%.

The Department of Planning & Community Development (DPCD) staff prepared population projections based upon approved developments, proffered phasing plans, and household size. Using an average number of people per dwelling unit is 2.69 and the number of approved lots, the resulting total population is 42,191 in

2030. This represents an annual growth rate of 2.6%. The annual rate is increased to 6.5% with a total population of 67,784 when by-right development is also considered in the calculations.

Historically, Caroline County’s population is estimated to be 10% of the regional population (Step Down Method). This method provided a relatively reliable estimate in the past. However, recent findings by the U.S. Census Bureau support the findings of County staff and seem to be the most valid strategy to estimate the future population of Caroline.

**CHART 1.5 CAROLINE COUNTY POPULATION PROJECTIONS 2010 TO 2030**



Other methods for projecting the population growth include the Official State Projections, an average annual growth rate, and a constant growth per decade. While these methods yield varying projections for the future population, each method shows the same general pattern of an increase of at least 20,000 residents by 2030. Chart 1.5 illustrates the differences between the projections gathered from each method.

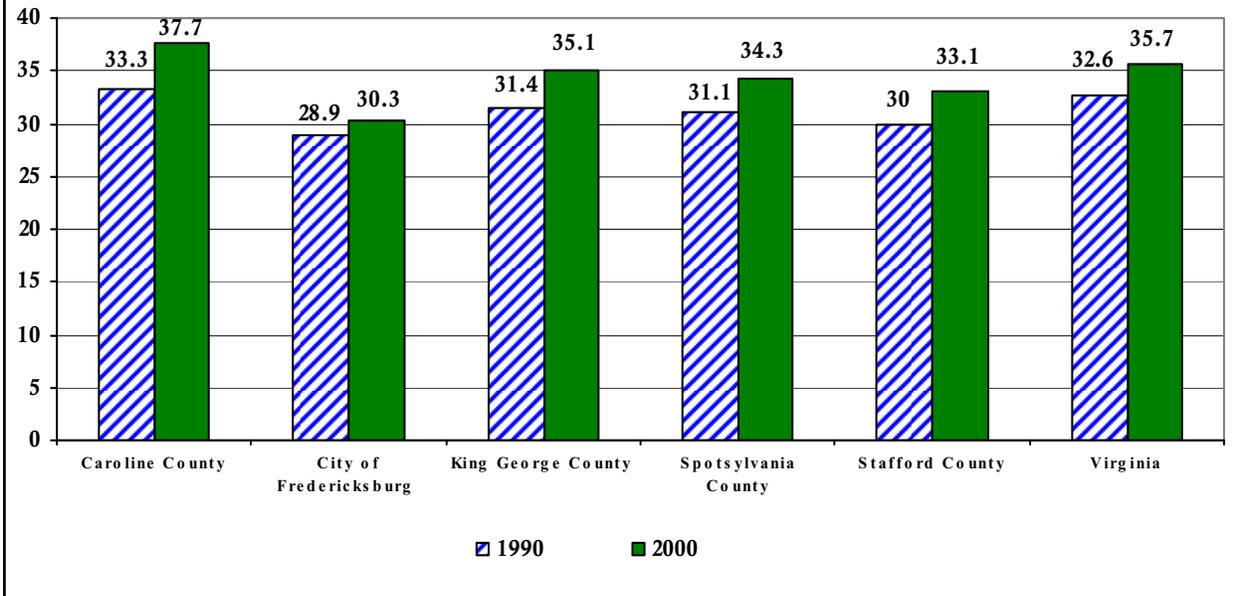
The projected population using the Step Down method stands out on the chart because it has higher projected growth than the other methods. This is the result of the rapid growth of the other localities in the region, which boost the overall population.

POPULATION CHARACTERISTICS

*MEDIAN AGE*

The median age of residents in Caroline County is rising. In 2000, the median age of County residents was 37.7 years, an increase from 33.3 years in 1990. The median age in Caroline County was projected in 2006 by the Census to be closer to 43 years, which is a dramatic increase from the previous Census findings. Chart 1.6 reveals changes in the median age of Caroline County and other localities of the GWRC.

**CHART 1.6 CHANGES IN MEDIAN AGE OF CAROLINE COUNTY, GWRC LOCALITIES & VIRGINIA BETWEEN 1990 AND 2000**



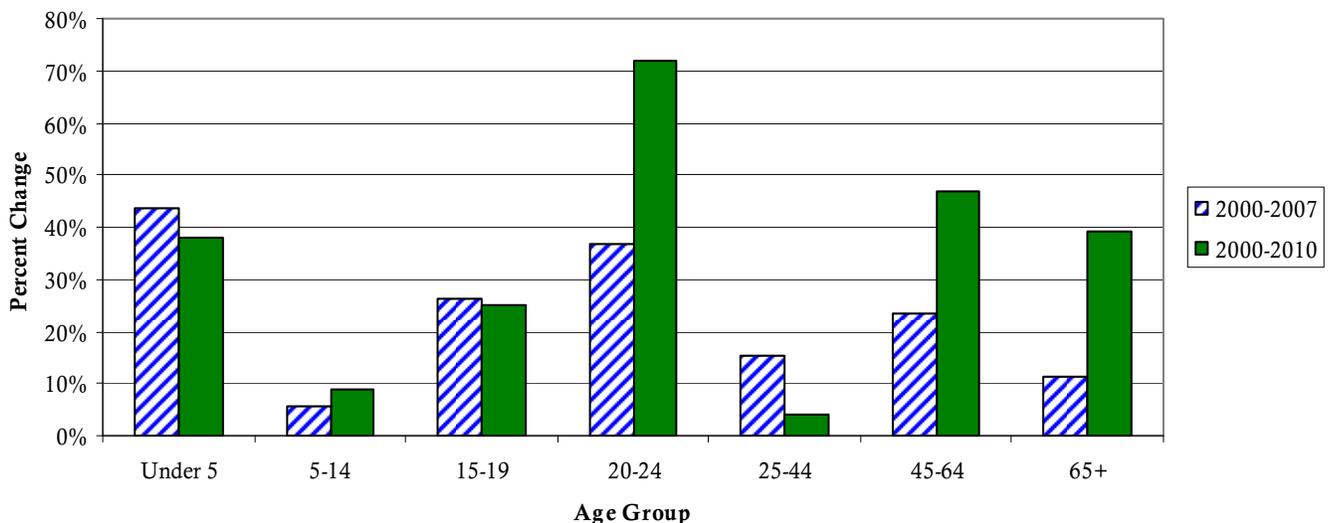
Source: U.S. Census

*AGE DISTRIBUTION*

Examining the County population trends by age groups helps to predict the distribution of those age groups in the future. This type of analysis can aid the County in providing a foundation for market changes and needs assessments.

Chart 1.7 illustrates the population changes by age group, using the Census estimates for 2007 and population projections for 2010. Based on the information from the Census, the 2007 estimates show that a few age groups may be underestimated in the 2010 projections. The population under 5 increased more between

**CHART 1.7 PERCENT POPULATION CHANGE BY AGE GROUP**

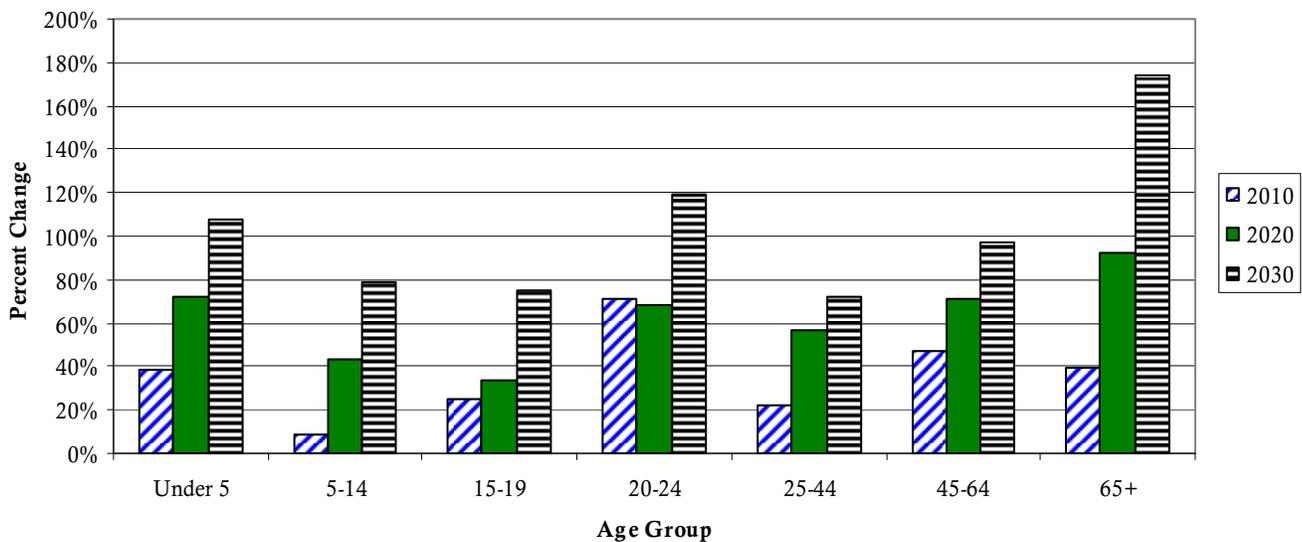


2000 and 2007 than it is projected to grow between 2000 and 2010. This means that there will be more children under the age of 5 in the year 2010 than originally anticipated. Along the same lines, the population between the ages of 25 and 44 increased by 15% between 2000 and 2007, while projections have a total increase of only 4%. With the exception of those also in the 5-14 age group, all other age groups are projected to increase beyond the estimates from 2007.

Projecting the population into 2020 and 2030 can also be useful in estimating housing and service needs for the County. Chart 1.8 shows the percent change of the various age groups from the 2000 Census. The population in all age groups is expected to increase with the greatest increase seen between 2000 and 2030 in the 65+ age group, an overall change of 174%. Following directly behind the 65+ age group are those aged 20-24 who are expected to increase by 119% between 2000 and 2030.

Between 2000 and 2010 the greatest increase is expected for those 20-24, with the smallest increase for those between the ages of 5 and 14. Not to be underestimated is the 45-64 age group, which is projected to have steady growth. With the projections showing various age groups increasing dramatically, there is a need to address needs of those age groups. For Caroline County, there will be an increase of small children, young adults and retirees. These increases will mean a need for daycare and schooling options, retirement communities and a housing inventory with a variety of options for single adults and young families.

**CHART 1.8 PERCENT POPULATION CHANGE FROM 2000**



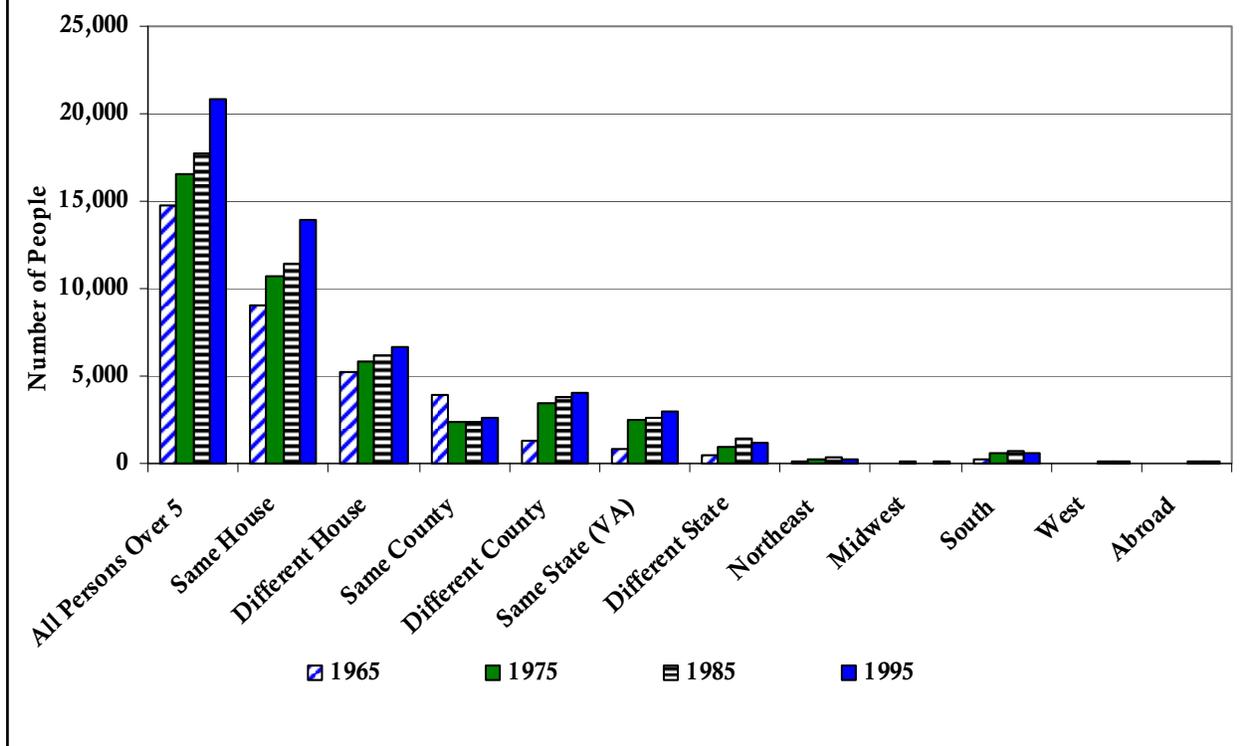
*IN-MIGRATION*

The population of a locality changes either by natural increase or by migration. These factors are important when analyzing the future population of a locality and the demand for services.

The Census tracks migration from a person's place of residence five years prior to each Census. Chart 1.9 shows migration into Caroline County. Generally, in-migration is the cause of most population growth in faster growing communities.

The 1990 Census indicated that the majority (1,062 people) of out of state residents moving into Caroline County came from the northeast and south. One hundred six new residents moved into Caroline County from western states during 1980s. One hundred twenty new residents moved into the County from abroad.

CHART 1.9 GEOGRAPHIC MOBILITY BY PLACE OF RESIDENCE



The 2000 Census indicated a continuation of these same trends, with northeast and south provided the majority of new residents to the County (799) during the 90s. The midwest and west also provided 103 and 167 new residents, respectively, during this time. Finally, there were 111 new residents who moved to the County from abroad.

The number of people moving into Caroline County from other counties in the Commonwealth of Virginia during the 1980s was 2,596. The County experienced continued growth from other in-migration by adding 3,000 new residents. It is evident from these figures that migration into the County for the past 30+ years has followed the national trend of moving to the south and west.

The data reveals that Caroline County has experienced a net migration rate of 9.6% between 1990 and 2000, representing approximately 63% of the total population during that time. Similar patterns can be seen at the regional and state levels. GWRC experienced a migration rate of 30.3%, while Virginia experienced a migration rate of 7.5%. It is expected that this trend will continue well into 2010.

*NATURAL INCREASE*

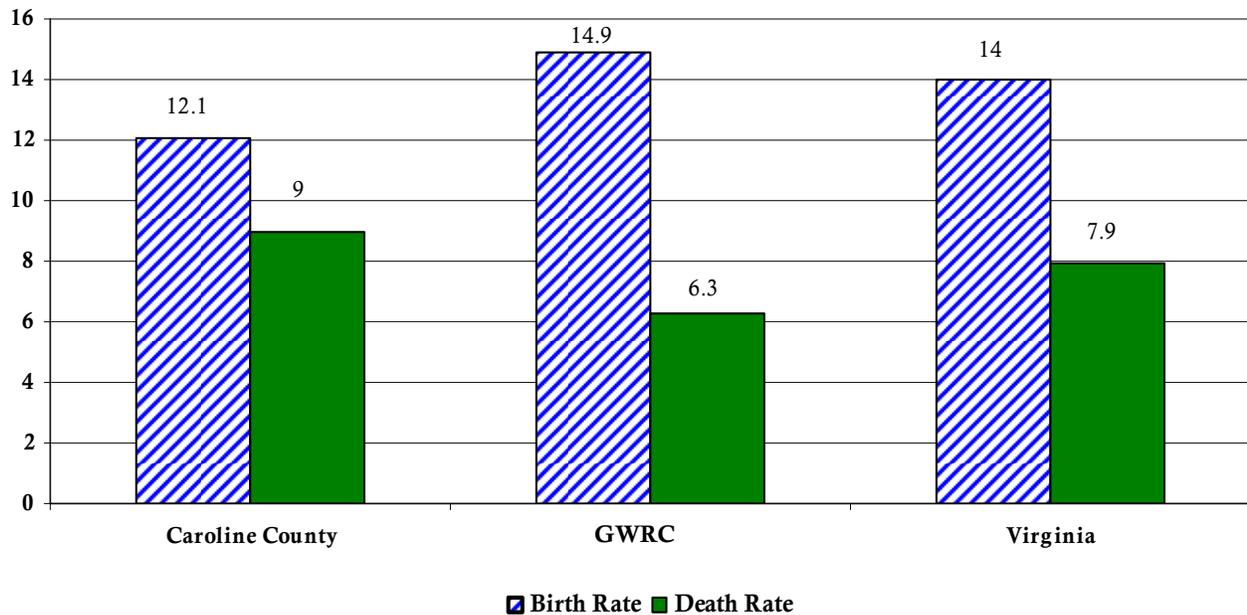
The birth rate for Caroline County was 15.8 in 1980 and increased to 16.7 by 1990. However, this rate declined to 12.1 in 2000. The rate for the GWRC was 15.1 in 1980 and increased to 17.8 by 1990, but the birth rate decreased in 2000 to 14.9. The Commonwealth of Virginia's birth rate was 14.7 on 1980 increasing to 16.0 by 1990. By 2000, the birth rate for Virginia had declined to 14.0. Since the birth rate for GWRC decreased at a slower rate than that of the County, this supports the conclusion that elderly people are moving into the County.

The death rate for Caroline County increased from 8.1 to 10.0 between 1980 and 1990, but dropped back slightly in 2000 to nine per 1,000. The death rate in the GWRC region as a whole decreased from 6.7 to 6.3

between 1980 and 1990 and held at 6.3 in 2000. Virginia's death rate dropped from 7.9 to 7.7 between 1980 and 1990, but by 2000 the Commonwealth's death rate had returned to its 1980 rate of 7.9 per 1,000.

The declining birth rates and rising death rates for Caroline County support the conclusion that a large number of elderly people moved to and/or reside in Caroline County. The 2000 birth and death rates for Caroline, GWRC and the State are illustrated in Chart 1.10.

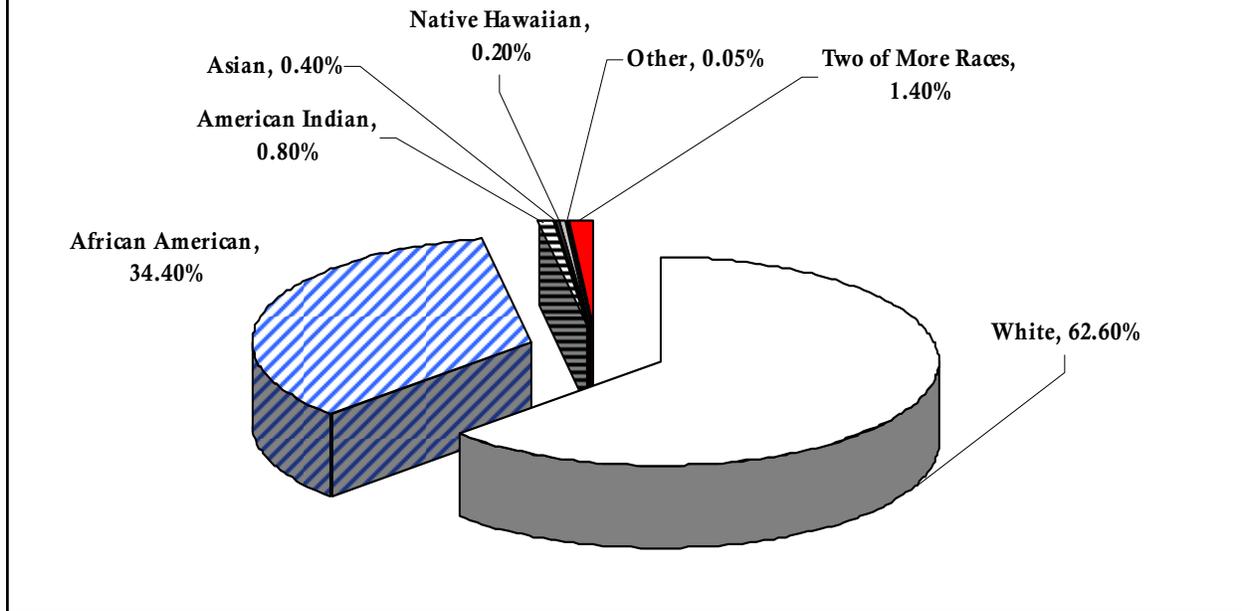
**CHART 1.10 BIRTH & DEATH RATES IN 2000 (PER 1,000 PEOPLE)**



*RACIAL AND ETHNICITY CHARACTERISTICS*

Caroline County has a diverse population that includes Caucasian, African American, Native American and Alaskan/Hawaiian cultures. The Caucasian population of Caroline County represents approximately 62.6% of the total population. The African American population represents approximately 34.4%. While the American Indian/Alaska Native, Asian, Native Hawaiian all represents approximately 3% of the County's total population. The racial composition of the County is illustrated in Chart 1.11.

**CHART 1.11 RACE AND ETHNICITY CHARACTERISTICS OF CAROLINE COUNTY**



*EDUCATIONAL ATTAINMENT*

In 1990, more than 58% of residents aged 25 years and older were high school graduates and 24% had some college education. Of those with a college education 8% obtained a bachelors or higher degree. In 1990, the percent of high school graduates for the GWRC Planning District was 75.6% and 19% of the total GWRC population over 25 years of age had a college education.

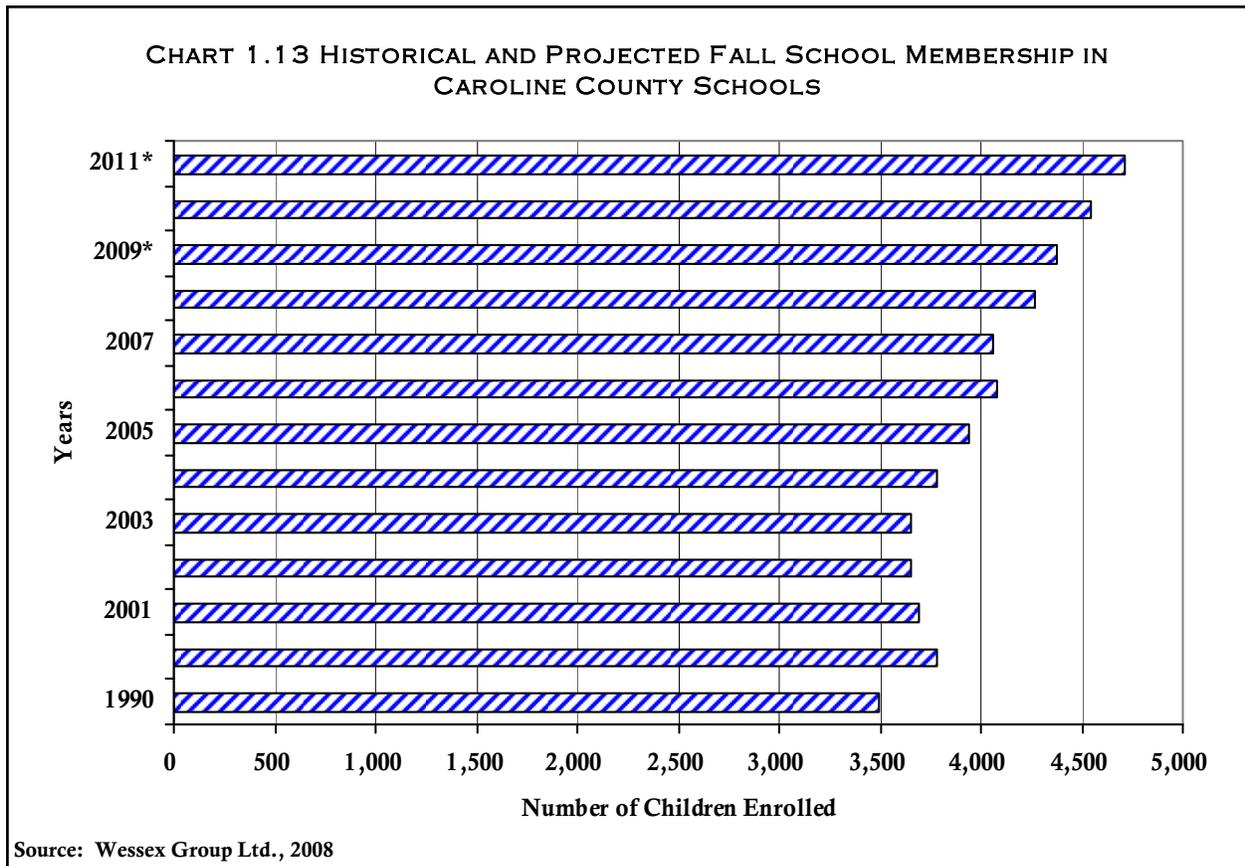
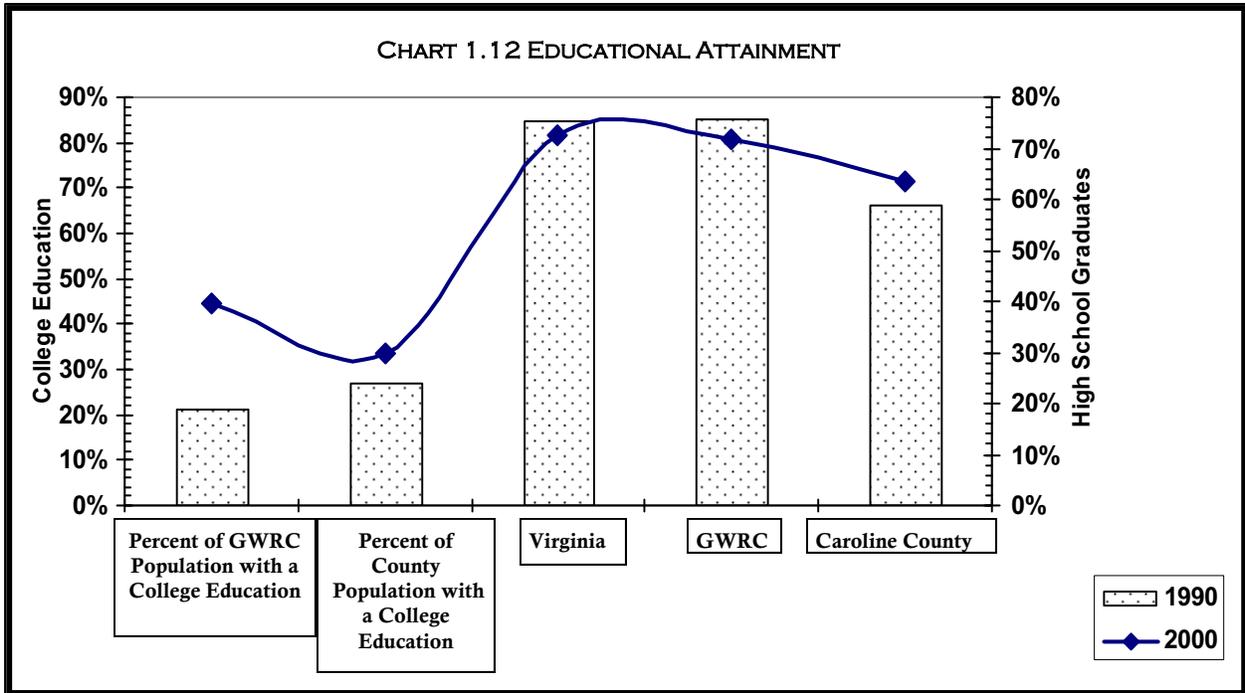
By 2000, the percent of high school graduates in Caroline County increased to 71.3% for residents 25 years and older and approximately 33.6% had some college education. Of those with a college education over 12% obtained a bachelors or higher degree. The percentage of residents within the GWRC region that were high school graduates rose to 80.8%, while across Virginia the percentage rose to 81.5%.

While the educational attainment of Caroline County residents continues to lag behind both the region and the Commonwealth as a whole, significant achievements have been made since 1990. These changes and comparisons to the region and Commonwealth are illustrated in Chart 1.12.

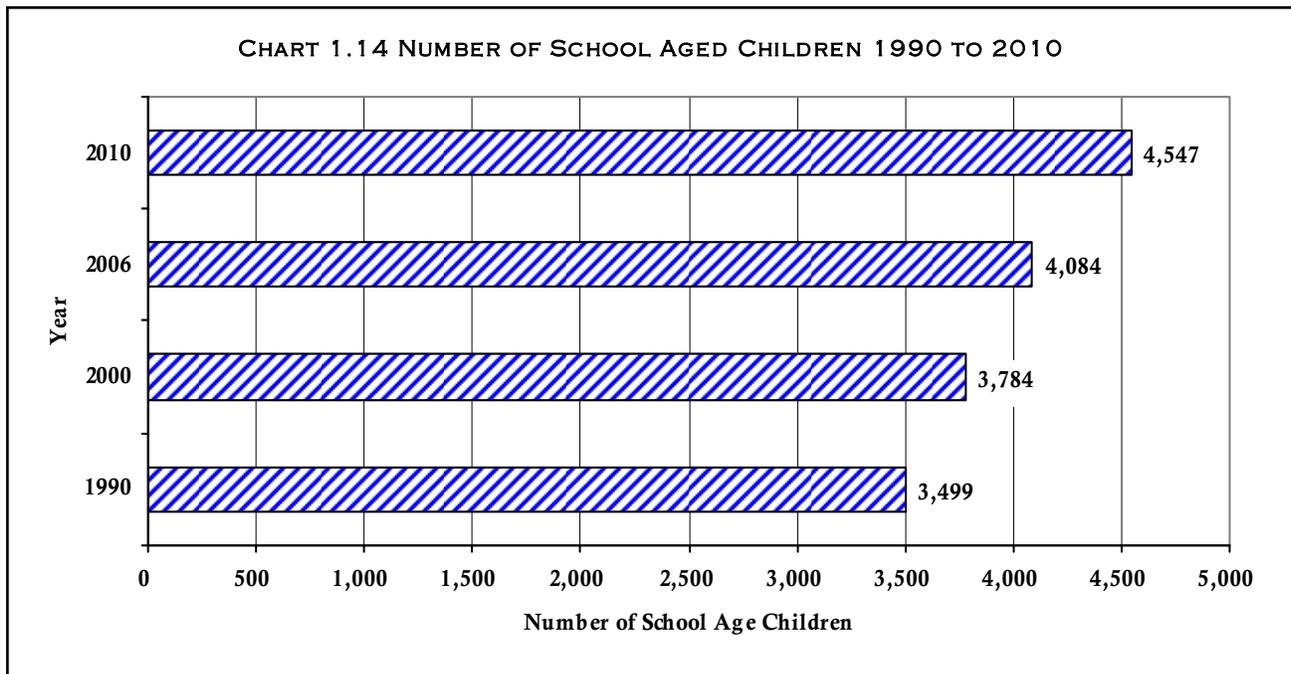
*SCHOOL MEMBERSHIP*

As suggested by the steady growth of the under-19 age group, school membership (the number of children registered in the school system) is likely to expand over the next few years. Fall school membership in 2007 in the County reached 4,063, an annual increase from 2000 of 1%. Kindergarten through Second Grade experienced the greatest annual growth at 2.5% from 2000 to 2007. In contrast, school membership in the GWRC grew an average of 3.2% per year in relation to statewide growth of 1% annually.

Over the next four years, school membership in Caroline County is expected to grow at an annual rate of 3.8% compared to annual growth in the GWRC and Virginia of 2% and 0.9%, respectively. Data sources for school membership and general population do not perfectly correspond. Nonetheless, the projections make it clear that high growth rates in school membership translate into the need for more public school facilities. Chart 1.13 illustrates past and projected school enrollments from 1990 to 2011.



The addition of approximately 800 new students to the Caroline County Public School System over the next four to five years creates the need for one or more school buildings. This is further supported by the current number of school-aged children and the projected number by 2010, **Chart 1.14**.



Source: Wessex Group Ltd., 2008

In its *Public School Facilities Cost Data Report for 2006-07*, the Virginia Department of Education projected five new high schools built within the Commonwealth at a cost of \$174.1 million or an average of \$34.8 million each. These are relatively large school buildings accommodating an average of 1,275 students each yielding an average per student capital cost of \$32,000. Elementary schools can be less expensive to build than high schools, averaging \$16.3 million each at a per student capital cost of approximately \$18,700 per student. Whether a high, middle or elementary school building, the public school capital cost for Caroline County is likely to be on the order of \$20 million dollars over the next four years.

Table 1.1 illustrates the percentage of school age children in the County that attended public and private schools based upon the Census in 1990 and 2000. The 1990, the Census revealed that 90.9% were attending public schools with private schools serving the needs of the remaining 9.1%. The 2000 Census revealed that, while the number of students attending school increased, so did the percent attending private schools rose by 0.4%. This means a decrease in the number of students depending on the County school system.

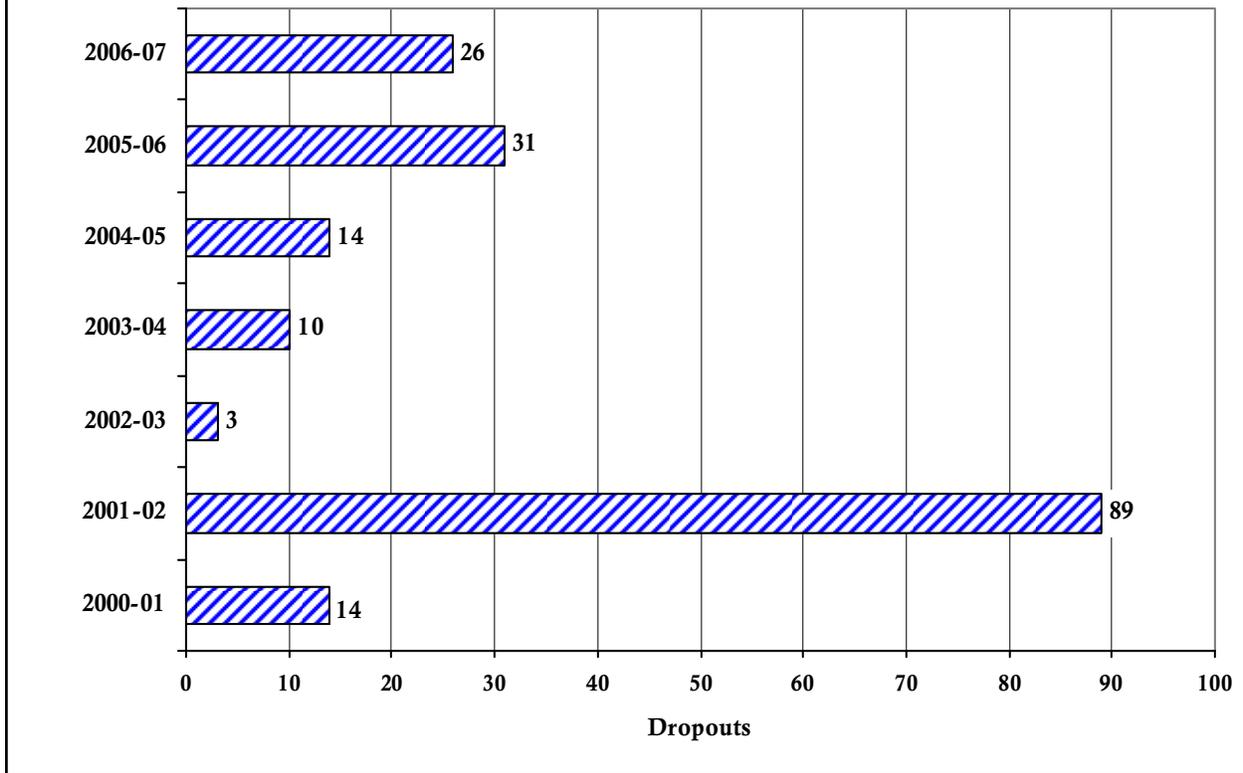
**TABLE 1.1: PERCENTAGE OF CHILDREN ENROLLED IN PUBLIC/PRIVATE SCHOOL**

Year	Percent in Public School	Percent in Private School
1990	90.9%	9.1%
2000	90.5%	9.5%

*DROPOUT RATE*

According to the Virginia Department of Education, the annual average number of school dropouts between 2000 through 2007 is approximately 27 students. The drop out rate normally represents less than 1% of school enrollment. The only exception is the 2001-02 school year when the number of dropouts rose to 89 or approximately 5% of school enrollment. This information is illustrated in Chart 1.15.

CHART 1.15 NUMBER OF DROPOUTS CAROLINE COUNTY SCHOOLS



Source: VDE, 2008

*GENDER*

The gender mix in Caroline County is relatively equal with only slightly more females (50.2%) than males (49.8%). This mix has remained constant since 1980.

*POPULATION DISTRIBUTION/DENSITY*

Although evolving rapidly, Caroline County is primarily an agricultural county. Its density of nearly 55 people per square mile compares to more dense urbanized populations in the GWRC and the Commonwealth with 247 and 202 people per square mile, respectively.

*HOUSING*

NUMBER OF HOUSING UNITS

In 1990, based on the results of the U.S. Census, the County had approximately 6,631 housing units. By 2000, this number had increased by 2,258 or 34% for a total number of 8,889 housing units. In the first half of 2000, along with Caroline County, the nation experienced a housing boom and resulting in approximately 2,008 (22.5%) new housing units in Caroline County. In a span of six years, the County experienced almost the same amount of growth as that of the previous 10-year period (1990-2000).

PEOPLE PER HOUSEHOLD

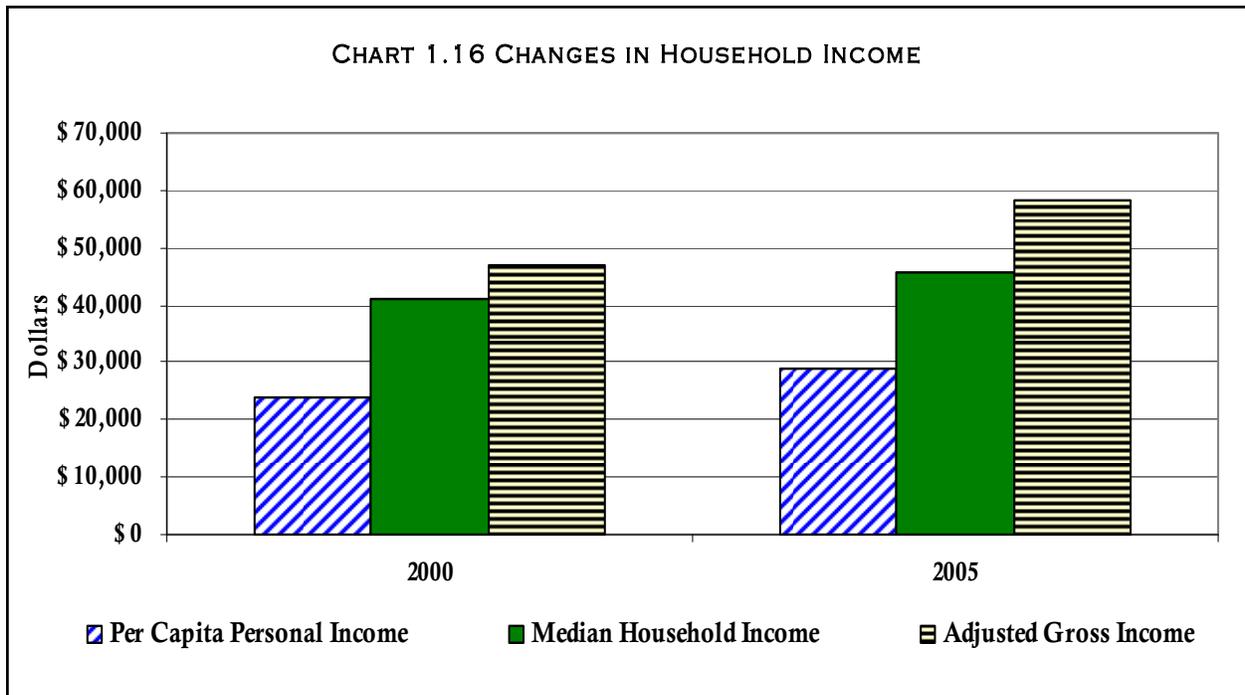
Household size is not expected to change dramatically over the next four years. It is estimated that an average of 2.4 people reside in each household in Caroline County. This is the same average as the Commonwealth, but lower than the 2.7 people estimated to reside in each household within the GWRC region.

The number of school aged children per household in the County follows a trend similar to that of the overall household size and declined, as the number of housing units increased at a rate faster than the number of children for the period of 2000 to 2006.

*INCOME*

ADJUSTED GROSS INCOME (AGI) FOR MARRIED COUPLES

The Adjusted Gross Income (AGI) for married couples is a very important tool in measuring the economic well being of County residents. The median AGI reflects those households with two incomes and the amount of funds that may actually be available to acquire various consumer goods and services. In 2000, the AGI for married couples in Caroline County was \$47,023. By 2005, this increased to \$58,118, an increase of 23.5% . This increase occurred within a 5-year span and represents an annual average increase of 4.7%. In comparison, the Consumer Price Index (CPI), the average price of consumer goods and services, increased by 13.5% during this same time. This represents an annual average increase of 2.68%. Therefore, Caroline County’s AGI outpaced the CPI by 10%, meaning that household incomes are increasing at a greater rate than the price of the goods and services they are purchasing. The changes in income are reflected in Chart 1.16.



Source: Weldon Cooper Center

MEDIAN HOUSEHOLD INCOME

Based on the 2000 Census, the median household income in Caroline County was \$41,124. By 2005, the median household income rose to \$45,687. This represents an increase of \$4,563 over a five year period. This finding is consistent with the increase in AGI and again signals a strong income potential for Caroline County residents.

PER CAPITA PERSONAL INCOME (PCPI)

Per capita income reflects the total income earned by all County residents divided by the total population. The 2000 Census revealed that the per capita income of Caroline County was \$23,816, which increased to \$28,907 by 2006. This represents a 21.3% total increase or an annual average increase of approximately 3.5%.

## CONCLUSIONS

- Caroline County is strategically located to receive development from both the north and south along the I-95 Corridor.
- The County is proud of its historic legacy and embraces the future with a positive progressive optimism.
- Caroline County has a tradition of involving its citizens and finding collaborative and innovative methods to engage the various issues facing a growing and prosperous County.
- Since 2000, the County population has increased by 20.1% but due to the rapid increase in the number of housing units, the number of school aged children per housing unit declined.
- A significant amount of the County population is due to in-migration.
- The educational attainment of the County's residents is continuing to increase.
- Over 90% of all County children are served by County schools.
- The County has experienced a tremendous amount of new residential development and this trend will likely continue.
- The income of County residents has risen since the 2000 Census.