



## COMMUNITY

*To have a vibrant community while recognizing and valuing the importance of natural, cultural and historical resources*

“Community” is a theme that is often echoed by many in Hanover County. The concept of community is associated with the feeling of belonging and commitment to ones’ neighborhood as well as the locality’s cultural amenities and facilities. The local housing environment and the mixture of commercial and residential spaces are important considerations within a community. A community should also provide equitable access to cultural and recreational programs and opportunities to enjoy public spaces and nature through its public parks and trails. These opportunities help promote healthy lifestyles and physical activity, leading to a higher quality of life. Maintaining the overall attractiveness and cleanliness of the natural environment and the preservation of natural resources will ensure the County’s resources will be enjoyed by future generations.

Hanover County’s population grew approximately 10% from 2010 to 2020. Based on this trend, the County must continue to plan for future growth, including infrastructure that supports a growing community and business development. Hanover County can accomplish this by updating the County’s comprehensive plan and incorporating citizen input. The County and its citizens can decide what they want their community to look like over the next 20 years by developing a guide that will inform future community-related decisions. This comprehensive planning process integrates numerous County departments in the development of such a plan. County staff have found that this integrative process has led to more robust, comprehensive, and holistic outputs. As a result, all future planning project, transportation initiatives/projects, etc. will seek to incorporate a wider range of departmental stakeholder involvement, to include public safety input.

According to the 2017 citizen survey, citizen satisfaction was noted for County parks and recreation centers and programs. Over the past few years, the County has greatly expanded the North Anna Battlefield park and added extensive walking trails, observation decks and interpretive signage. Another recent update is the construction of the new Atlee Library, which is more than twice the size of the previous library and better accommodates citizen demand. The citizen survey results also indicated satisfaction with the overall cleanliness of the County and the quality of the County’s drinking water. The

County will continue to focus its efforts on meeting citizens' demand for cultural and recreational programming and ensuring appropriate and well-maintained public infrastructure to meet citizen expectations of public services as well as maintain the County's natural resources.

Hanover County has several cultural and historical amenities that contribute to the vibrancy of our community and support the enrichment of residents' lives. In 2021, the County opened its Museum of History & Culture within the County government complex to commemorate Hanover's 300<sup>th</sup> birthday and pay homage to the history of the County.

The County also celebrated the dedication of the Martha Ann Fields building, formally the General District Court building, which was named to honor Ms. Fields, an enslaved laborer who lived and worked at the site during the Civil War. A historic marker was also erected on the lawn of the Hanover County Courthouse recognizing Ms. Fields and her family as an integral part of Hanover's history. The County will continue to provide opportunities that allow citizens to learn about the County's history while setting the path to shape its future.

Through comprehensive planning, enhancing and promoting cultural and recreational programs and facilities, and recognizing and valuing the County's natural resources, Hanover County will continue to support the community and empower citizens of all backgrounds and interests.



# COMMUNITY

## Summary of Strategic Priority Area Strategies and Objectives

### Strategies

- Meet citizen demand for cultural and recreational amenities and programs
- Encourage a range of housing options for residents of varying income levels while preserving the quality of existing neighborhoods
- Plan for infrastructure to support a growing community and business development
- Preserve and enhance natural, cultural and historic resources

### Objectives

- Develop diverse, accessible, and effective cultural and recreational programs that promote active lifestyles and community engagement
- Develop plans, with citizen input, that guide future growth and development of the County
- Evaluate industry best practices to address affordable housing in high land cost communities and implement initiatives to increase affordable housing opportunities
- Increase availability of access to high-speed internet
- Implement reasonable standards to protect natural, cultural and historic resources
- Identify and develop opportunities for public-private partnerships to provide services and amenities that enhance the community



## Key Initiatives

### **Timeline – Next 6 – 12 Months**

4.1 Evaluate Solar Farm Ordinances

### **Timeline – 12 – 24 Months**

4.2 Update County Comprehensive Plan

4.3 Develop a Parks and Recreation Master Plan

4.4 Develop a Long-Range Transportation Plan

4.5 Develop an Airport Master Plan

4.6 Finalize Montpelier Recreation Center and Library

4.7 Develop a Two-Year Plan for the Hanover Museum of History & Culture

4.8 Assess Need to Update Water and Wastewater Facilities Master Plan

4.9 Research, Identify, and Select Locations for Small Area Plan  
Development

4.10 Creation of a Local Housing Task Force and Development of a County  
Housing Plan

### **Timeline – 36 – 48 Months**

4.11. Completion of the Hanover Portion of the Fall Line Trail

### **Timeline – 48 Months or More**

4.12 Implement Broadband throughout County

# COMMUNITY

## 4.1 EVALUATE SOLAR FARM ORDINANCES

Evaluate solar farms ordinances, determine need for controls and policies, establish suitable site locations and alternative taxing strategies.

**Related Strategy:** Preserve and enhance natural, cultural and historic resources

**Related Objective:** Implement reasonable standards to protect natural, cultural and historical resources

**Initiative Timeline:** 6 months

ACTIONS	
FY2023	<ul style="list-style-type: none"> <li>• Conduct literature review and resource collection and draft policy</li> <li>• Seek public outreach and obtain public feedback</li> <li>• Review siting, zoning, and financial/taxing considerations and incorporate in final draft</li> <li>• Hold community meeting/information session to obtain citizen input on solar farm ordinance</li> <li>• Present recommendations to Community Development committee and present for adoption by the Planning Commission and Board of Supervisors</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
# of community meetings/information sessions held on solar farm ordinance	1 or more community meetings/sessions held
Board of Supervisors adopts/approves recommendations of the Administration related to solar farms	Board of Supervisors approves Administration’s recommendations

## 4.2 UPDATE COUNTY COMPREHENSIVE PLAN

The comprehensive plan, also known as a master plan or land-use plan, is a document that guides the future long-term growth and development within the County. The plan outlines goals, objectives, and projections of the county's needs for the next 20-year horizon. It presents a vision for the future, with long-range goals and objectives, and expresses and regulates policies in the areas of transportation, utilities, land use, recreation, economic development, and housing. The County is currently in the process of updating its existing comprehensive plan which was completed and adopted in 2018. This review and update will include updates to initiatives for affordable housing, environmental and social justice, and renewable energy. Additionally, this plan will also review/re-evaluate the County’s economic development zones and will define future target areas for development. The plan is updated every five years.

**Related Strategy:** Plan for infrastructure to support a growing community and business development

**Related Objective:** Develop plans, with citizen input, that guide future growth and development of the County

**Initiative Timeline:** 12-24 months

	ACTIONS
FY2022	<ul style="list-style-type: none"> <li>• Procure consulting services - August 2021</li> <li>• Perform data analysis - Fall 2021</li> <li>• Prepare and present community engagement plan to BOS &amp; Planning Commission - November 2021</li> <li>• Public engagement – 2021 - 2022</li> </ul>
FY2023	<ul style="list-style-type: none"> <li>• Prepare draft plan recommendations – Fall 2022 – Spring 2023</li> <li>• Planning Commission engagement – Spring 2022 – Spring 2023</li> <li>• Board of Supervisors review and plan adoption – Summer 2023</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Maintain schedule	Per annual actions
Final adoption of the Comprehensive Plan by the Board of Supervisors	Board of Supervisors approval – Summer/Fall 2023
# of citizen engagement sessions held	25 sessions

#### 4.3 DEVELOP A PARKS AND RECREATION MASTER PLAN

Hanover County Parks and Recreation’s current Master Plan is more than 10 years old. Staff will develop a new 10-year plan that identifies short- and long-term facility and programming needs of the department.

**Related Strategy:** Meet citizen demand for cultural and recreational amenities and programs

**Related Objective:** Develop diverse, accessible, and effective cultural and recreational programs that promote active lifestyles and community engagement

**Initiative Timeline:** Next 12 months

	ACTIONS
FY2023	<ul style="list-style-type: none"> <li>• Engage the public through multiple public engagement methods</li> <li>• Evaluate data collected and begin development of plan framework</li> <li>• Staff recommendations presented to the Parks and Recreation Advisory Commission</li> </ul>
FY2024	<ul style="list-style-type: none"> <li>• Master Plan presented to the Planning Commission</li> <li>• Master Plan presented to the Board of Supervisors</li> <li>• Utilize plan to establish budget priorities</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Development of final Master Plan and adoption by the Board of Supervisors	August/September 2023

#### 4.4 DEVELOP A LONG-RANGE TRANSPORTATION PLAN

The County’s Long-Range Transportation plan will serve as a coordinating document for transportation elements from the Comprehensive Plan including the major thoroughfare plan, the Board of Supervisors Transportation Policies and adopted road project priorities and funding plans. This plan is intended to articulate the County’s approach to addressing road needs in the future. Road needs are determined based primarily on safety and capacity, and ultimately consider mobility (vehicular, rail, pedestrian and bike), primary / interstate projects, secondary road projects, economic development and funding from all available sources including federal, regional, state, local and developer contributions.

**Related Strategy:** Plan for infrastructure to support a growing community and business development

**Related Objective:** Develop plans, with citizen input, that guide future growth and development of the County

**Initiative Timeline:** Next 12 – 24 Months

	ACTIONS
FY2023	<ul style="list-style-type: none"> <li>• Review transportation element of the Comprehensive Plan</li> <li>• Public engagement</li> <li>• Update and consolidate Board transportation policies</li> <li>• Engage Board members – Winter 2022/Spring 2023</li> <li>• Review and update funding plans as part of the FY24 budget process</li> <li>• Obtain approval of Transportation Plan by the Board of Supervisors</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Maintain road project schedules	Per quarterly road project status reports
Final adoption of the Transportation Plan and updated transportation policies by the Board of Supervisors	Summer 2023

#### 4.5 DEVELOP AN AIRPORT MASTER PLAN

An Airport Master Plan is the primary document used by airports to determine the long-range planning needs for the development and modernization of the airport. It is a plan that is sequenced into the Airport Capital Improvement Plan and is eligible for Federal funding. Hanover County seeks to conduct an update to the current airport master plan for its local airport. This plan will represent the 20-year vision of and include input from many stakeholders to include the local community, government agencies, planners, as well as others.

As part of the final product, a graphical representation called the airport layout plan will also be updated and refined. This layout plan serves as a critical planning tool that depicts both existing facilities and planned development for an airport. Additionally, this layout plan will anticipate land uses in the airport while taking into consideration environmental requirements and financial feasibility.

**Related Strategy:** Plan for infrastructure to support a growing community and business development

**Related Objective:** Develop plans, with citizen input, that guide future growth and development of the County

**Initiative Timeline:** Next 12 – 24 Months

ACTIONS	
FY2023	<ul style="list-style-type: none"> <li>Apply for state and federal funding</li> <li>Issue task order for consulting service to perform plan</li> <li>Establish timeline for public and stakeholder input deliverables</li> </ul>
FY2024	<ul style="list-style-type: none"> <li>Completion of airport master plan including adoption by the Board</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Development of Airport master plan	Tbd – FY2024

#### 4.6 FINALIZE MONTPELIER RECREATION CENTER AND LIBRARY

Improvements to the existing Montpelier Recreation Center and Library are being planned in the western part of Hanover County as well as a new ball field. Citizen feedback is integral to ensuring that the needs and desires of the community are considered for incorporation into the final design and layout of the facility as well as the area grounds. The planned improvements seek to modernize the facility with a full-size gymnasium and the expansion of the library to include new class, study, and conference rooms.

**Related Strategy:** Meet citizen demand for cultural and recreational amenities and programs

**Related Objective:** Develop diverse, accessible, and effective cultural and recreational programs that promote active lifestyles and community engagement

**Initiative Timeline:** 12-24 months

ACTIONS	
FY2022	<ul style="list-style-type: none"> <li>Selection of preferred two alternatives by Board Facilities Committee</li> <li>Host Community Meetings to seek resident input on locations</li> <li>Compile resident input and present to Facilities Committee for selection of final location</li> <li>Present final location to full Board with funding recommendations</li> </ul>
FY2023	<ul style="list-style-type: none"> <li>Complete final design</li> <li>Bid, award and begin construction</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Final location selected by Board and funding approved	4th quarter calendar year 2021
Complete construction	3rd quarter calendar year 2023
# of citizen engagement sessions held on the Montpelier Center	3

#### 4.7 DEVELOP A TWO-YEAR PLAN FOR THE HANOVER MUSEUM OF HISTORY & CULTURE

The County recently opened its Museum of History & Culture. Parks and Recreation staff will develop a two-year work plan that will focus on the development of rotating exhibits, programming, and a marketing plan for the museum.

**Related Strategy:** Meet citizen demand for cultural and recreational programs

**Related Objective:** Develop diverse, accessible, and effective cultural and recreational programs that promote active lifestyles and community engagement

**Initiative Timeline:** Next 24 months

ACTIONS	
FY2023	<ul style="list-style-type: none"> <li>• Implement associated programming</li> <li>• Begin developing museum strategic program and marketing plan</li> <li>• Implement “Women of Hanover” exhibit – (September – December 2022)</li> <li>• Implement all associated programming and develop plan for next three exhibits</li> </ul>
FY2024	<ul style="list-style-type: none"> <li>• Re-evaluate museum strategic programming and marketing plan</li> <li>• Re-evaluate policies and processes for collecting artifacts, developing exhibits, conducting research, and preserving historic County assets</li> <li>• Create non-benefitted part-time positions dedicated to Museum operations to assist with exhibit maintenance, display construction, historic interpretation, and general customer service</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
# of visitors at the museum	15 – 25 visitors during each day of operation
# of special programs held at museum	10 – 20 each year
# of new displays	2 each year

#### 4.8 ASSESS NEED TO UPDATE WATER AND WASTEWATER FACILITIES MASTER PLAN

The facilities master plan (FMP) provides Hanover County’s DPU with a road map for planning improvements and upgrades to meet future needs in maintaining cost-effective water and wastewater services to its growing number of customers. This plan provides a comprehensive evaluation of the County’s water and wastewater systems within the Suburban Services Area (SSA) and identifies recommended improvements projected to be needed in support of the Comprehensive Plan. The FMP is a technical document that supports the Comprehensive Plan as many of the projects are part of the Comprehensive Plan’s public utility plan. Extensive citizen engagement is sought as part of the development of the Comprehensive Plan as well as any zoning authorizations for proposed public utility facility improvements.

The need for an update to the FMP is based on the extent of changes in the most recently completed County Comprehensive Plan. The County is currently in the process of updating the County’s Comprehensive Plan. DPU staff will review the final Comprehensive Plan to determine if an update is

necessary to the FMP. Minor changes may not warrant an update to the plan but significant changes will result in a need to update the FMP.

**Related Strategy:** Plan for infrastructure to support a growing community and business development

**Related Objective:** Develop plans, with citizen input, that guide future growth and development of the County

**Initiative Timeline:** Next 12 – 24 Months

ACTIONS	
FY2023	<ul style="list-style-type: none"> <li>• DPU staff meet with County Planning Staff to review drafts of the County Comprehensive Plan</li> <li>• DPU assesses final Comprehensive Plan to determine whether an update to the FMP is needed</li> <li>• Assessment of resources to perform update to the FMP is conducted</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Determination on need to update FMP	Identification of updates to existing plan

#### 4.9 RESEARCH, IDENTIFY, AND SELECT LOCATIONS FOR SMALL AREA PLAN DEVELOPMENT

Small area plans help guide and direct growth in key locations throughout the County and are identified in the County’s Comprehensive Plan. These location specific plans include detailed planning, visioning, economic development, and design so that each study area has its own character and implementation strategy. In connection with the County’s Comprehensive Plan update, the County will identify and prioritize specific areas in the County to be considered for the development of a small area plan. After this assessment is completed and the Comprehensive Plan is adopted, County Administration will seek citizen feedback and approval from the Board of Supervisors on the first area plan to be conducted. Examples of areas for small area plan consideration include: Route 33, Route 1, and Doswell/Kings Dominion.

**Related Strategy:** Plan for infrastructure to support a growing community and business development

**Related Objective:** Develop plans, with citizen input, that guide future growth and development of the County

**Initiative Timeline:** Next 12 – 24 Months

ACTIONS	
FY2023	<ul style="list-style-type: none"> <li>• Planning Department staff will assess site-specific locations for small area plan development</li> <li>• Determine compatibility of locations to the recommendations in the Comprehensive Plan update</li> <li>• Identification and selection of small area plan locations – Include est. costs to develop plan/s and request funding through the budget process</li> </ul>

ACTIONS	
FY2024	<ul style="list-style-type: none"> <li>Obtain citizen feedback on site locations</li> <li>Review small area plan recommendations and citizen feedback with Board of Supervisors</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Development of a listing of locations for small area plan development	Listing developed
Obtain Board of Supervisor approval on first small area plan	FY24

#### 4.10 CREATION OF A LOCAL HOUSING TASK FORCE AND DEVELOPMENT OF A COUNTY HOUSING PLAN

Affordable housing is a critical component of both individual and community well-being. Many people are not able to make their home in the County due to limited, affordable housing options, low-to-moderate income, or disability. Additionally, the recent rise in home prices has made it challenging for prospective homeowners to afford a home in the County.

The first step in addressing this housing challenge is to understand the County’s current housing environment. The County will convene a group of internal and external stakeholders to include local housing advocates to review the County’s local housing ecology and will develop a local action plan that outlines the challenges and recommendations for the County to consider implementing.

**Related Strategy:** Encourage a range of housing options for residents of varying income levels while preserving the quality of existing neighborhoods

**Related Objective:** Evaluate industry best practices to address affordable housing in high land cost communities and implement initiatives to increase affordable housing opportunities

**Initiative Timeline:** Next 12 – 24 Months

ACTIONS	
FY2023	<ul style="list-style-type: none"> <li>Identification of internal and external stakeholders to serve on work group</li> <li>Initiation of work group and development of a timeline</li> <li>Work group begins meeting</li> <li>Development of draft report</li> </ul>

ACTIONS	
FY2024	<ul style="list-style-type: none"> <li>Evaluate opportunities and programs for redevelopment throughout Hanover County</li> <li>Development of draft report</li> <li>Review of draft report and recommendations/findings with County Administrator</li> <li>Report finalized and presented to the Board of Supervisors</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Creation of work group	Winter 2022
Development of report to feed the Comprehensive Plan	Summer/Fall 2023

#### 4.11 COMPLETION OF THE HANOVER PORTION OF THE FALL LINE TRAIL

The Fall Line Trail (FLT) is a regional multi-use trail that was conceptualized in 2019. One of the first elements in materializing the FLT was the construction of the first phase of the Trolley Line Trail in the Town of Ashland in 2018. A second phase of this trail was completed in the Fall of 2020, extending the trail to the southern town limits. In the planning discussions for the Ashland Trolley Line Trail, the idea for an expansion of the Trolley Line Trail into a multi-jurisdictional trail came to fruition which resulted in the Virginia Department of Transportation (VDOT) conducting a study to determine the preferred route and the alignment for a 43-mile regional trail through central Virginia that connects many localities. The final report, published by VDOT in 2020, outlined the preferred corridor of the trail, which spans from the Town of Ashland to the City of Petersburg. The trail, which will cross seven jurisdictions (Ashland, Hanover, Henrico, Richmond, Chesterfield, Colonial Heights, and Petersburg) seeks to pass through urban, rural and suburban terrain making it unique compared to previously built trails. Since then, jurisdictions along the Fall Line route have been hard at work planning for and building out the trail.

The FLT came together as an opportunity to "connect the dots" of active transportation networks taking shape in the greater Richmond region. It will connect many already planned or existing trails through the greater Richmond area. It is planned to be multi-use – apt for walking and biking – and will connect various regional amenities and sites to include: 24 public schools, six institutions of higher learning and many transit centers, allowing users to get to and from numerous locations without the use of a car. A portion of the trail in Ashland (Trolley Line Trail) has been completed. However, the remainder of the trail in Hanover County is still in planned development.

Funding to complete the entire FLT will come from a variety of non-local (Hanover County) revenue sources to include the Central Virginia Transportation Authority (CVTA) regional funding, the Commonwealth Transportation Board (CTB), Smart Scale, federal funds allocated by the Richmond Regional Transportation Planning organization (RRTPPO) and local contributions by other localities. The CVTA has already approved an allocation of \$104M for the construction and completion of the FLT. The remaining portion of FLT that needs to be completed in Hanover County's is estimated at \$8.4M and is funded with CVTA regional revenues. An additional allocation of \$3.9M in SMART SCALE funding is budgeted for the Chickahominy River bridge crossing where the trail crosses into Henrico. Over the next several years, the State, working with private contractors, will be working to complete selected segments of the FLT to include the 4.4 mile segment in Hanover and the river crossing.

The FLT is a project led by the Virginia Department of Transportation (VDOT). However, County staff work very closely with VDOT to obtain: project (construction) updates, coordinate and obtain input on the trail's location in the County, and projections on costs.

**Related Strategy:** Meet citizens' demand for cultural and recreational amenities and programs

**Related Objective:** Identify and develop opportunities for public-private partnerships to provide services and amenities that enhance the community

**Initiative Timeline:** Next 36 – 48 Months

	ACTIONS
FY2023	<ul style="list-style-type: none"> <li>Board of Supervisors motion in support of the FLT location and alignment through Hanover County</li> <li>VDOT to advertise design-building contract</li> </ul>
FY2024	<ul style="list-style-type: none"> <li>Public Hearing on the design of the section through Hanover</li> <li>Begin construction of the section through Hanover</li> </ul>
FY2025	<ul style="list-style-type: none"> <li>Complete construction of the section through Hanover</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Completion of the Hanover portion of the Fall Line Trail	Est. 2025

#### 4.12 IMPLEMENT BROADBAND THROUGHOUT THE COUNTY

Provide all residents the opportunity to access broadband internet by selecting a broadband services partner, determine the County’s role in incentivizing expansion and the approach to providing service.

**Related Strategy:** Plan for infrastructure to support a growing community and business development

**Related Objective:** Increase availability of access to high-speed internet

**Initiative Timeline:** 12-60 months

	ACTIONS
FY2022	<ul style="list-style-type: none"> <li>Identify and contract with service provider</li> <li>Perform field investigation and define unserved areas</li> <li>Complete high-level network design and prepare and submit VATI grant application</li> <li>Develop engineering drawings and obtain final SCC approval</li> </ul>
FY2023	<ul style="list-style-type: none"> <li>Implementation of plan to provide countywide coverage</li> </ul>
FY2024	<ul style="list-style-type: none"> <li>Implementation of plan to provide countywide coverage</li> </ul>
FY2025	<ul style="list-style-type: none"> <li>Implementation of plan to provide countywide coverage</li> </ul>
FY2026	<ul style="list-style-type: none"> <li>Implementation of plan to provide countywide coverage</li> </ul>

KEY PERFORMANCE MEASURE	TARGET
Successful awarding of VATI grant (securing of leveraged funding)	Grant application successfully awarded to Hanover County
% of County households with access to high speed broadband (after full implementation)	99.5%

# Appendix A: Key Performance Measures

The following key performance measures are currently used to track and measure the success in achieving the goal within each of the strategic priority areas. These performance measures track the actual performance of each metric over time using quantitative data and will be reviewed regularly against applicable target levels to check the County’s progress.



## COMMUNITY

KEY PERFORMANCE MEASURE	TARGET
# of park visitations per year	1,910,226
# of park and recreation program participants	7,500
Satisfaction ratings with parks and recreation programs	90% satisfaction rating
Annual library visitors	515,638 in total of which 373,869 projected in Hanover branches
Utility capacity above current demand	Water > 20% and Sewer > 20%
School occupancy rate	Not to exceed 120% combined building capacity for three years
Suburban service area development vs. rural land designation and development	70% suburban vs. 30% rural certificate of occupancy issued
Population growth rate	1% to 1.5% average annual growth over previous 5 years