

CHAPTER 4: THE VISION, GOALS & OBJECTIVES

This chapter sets the broad goals and objectives for the Plan. Specific policies are included in the various chapters of the Plan.

THE 2026 VISION

Henrico County will be a diverse, safe, and prosperous community with distinct and sustainable neighborhoods and business districts that provide a range of housing, employment, service, education, recreation, and cultural opportunities for all people of the county. Growth and development will continue in an efficient manner that promotes the health, safety, morals, order, convenience, prosperity and general welfare of all residents while contributing to a well-balanced and stable economy, and preserving significant environmental and quality of life features that have become hallmarks of Henrico's various communities. Henrico County will continue to achieve a balance of residential and commercial uses, housing options, mixed demographics, development and open spaces, while balancing its historic fabric with new growth. Henrico County has been and will remain a community that is proud of its progress and excited about its future, a place that people are happy to call home, and a community where businesses want to locate, remain, and grow.

ECONOMY

Vision: A strong, diversified, sustainable and expanding economy will be essential to the continued high quality of life in Henrico County.

One of the driving forces behind the Comprehensive Plan is the need to maintain a strong and growing economic base in Henrico County. The ability of existing and new development to provide diverse employment opportunities and revenue for the county is vitally important to provide the levels of service that promote a high quality of life in the county.

The county will have:

- Goal 1: A strong, stable, growing and diverse economy.*
- Goal 2: Economic resources that are distributed in an equitable geographic manner throughout the county.*
- Goal 3: Tax revenues that support the continuation of the highest quality public services and facilities that are generated in a balanced manner between residential and nonresidential uses.*
- Goal 4: A mix of employment industries that generates high paying jobs and prevents heavy reliance on service/retail employment.*

Economic Objectives

The following objectives will guide the county in pursuit of the economic vision and goals.

The county will:

1. Encourage balanced growth that maintains a ratio of nonresidential and residential land uses that supports a tax base ratio of at least sixty-five percent (65%) residential to thirty-five percent (35%) commercial.
2. Evaluate the economic impacts of proposed development through the implementation of the Public Facilities & Utilities Chapter of this Plan and use of the Fiscal Impact Model and monitoring system.
3. Identify and preserve Prime Economic Development Sites for regional level growth and encourage the development of these sites for high tax revenue generating uses.
4. Identify local areas for employment-generating uses to ensure new and growing job opportunities are available in communities throughout the county.
5. Promote reinvestment in older neighborhoods to meet the needs for retail services and employment in local areas.
6. Coordinate the Capital Improvement Plan and the chapters of the Comprehensive Plan to provide an orderly guide for economic development.
7. Promote private-public partnerships to assist in economic growth.
8. Develop tools and incentives to promote small businesses and reinvestment within the county.
9. Establish a close partnership with the Economic Development Authority to market and attract high-end/high-tech industries.
10. Review and amend the *Zoning Ordinance* to accommodate targeted industries necessary for a strong and diverse economy.
11. Balance tax revenues through economic development incentives and examination of fiscal impacts of development.
12. Maintain and promote joint planning and economic development relationships with adjacent municipalities, and regional and State agencies.
13. Encourage the rehabilitation and reuse of industrial properties.
14. Promote the development of planned office centers, and business and industrial parks.
15. Monitor the programming of public and private improvements to maintain viable site alternatives to attract development.
16. Strengthen local, regional and State efforts that promote economic development of the Richmond Metropolitan Area.
17. Support the viability, operational efficiency, and productivity of the county's agricultural resources for current and future generations.

INFRASTRUCTURE/SERVICE PROVISION & GROWTH COORDINATION

Vision: In order to be fiscally responsible and provide adequate public services and infrastructure to the current and future residents and businesses in Henrico County, it will be important to closely coordinate development with plans for expansion of public services and infrastructure.

The availability of infrastructure and public services are integral to the quality of life in the county. Coordinating the planning efforts for the various public facilities and services (i.e. public utilities, schools, libraries, fire/EMS, and police services) with the timing of development and the land use recommendations will create an environment of proactive management of these services.

The county will have:

- Goal 1: Growth that occurs in coordination with the provision of public services and facilities.*
- Goal 2: Infrastructure that is provided concurrent with new growth and development.*
- Goal 3: A facilities plan that is linked to the land use and transportation elements of the Comprehensive Plan and the county's Capital Improvement Plan to ensure a connection between growth and concurrent availability of high quality public facilities.*
- Goal 4: A fiscal "cost of growth" that is allocated in a fair and balanced manner between existing development and new growth through appropriate fiscal tools and policies.*
- Goal 5: Public services and infrastructure that are provided to areas of the county in a fair and equitable manner.*
- Goal 6: Strong, high-quality schools and educational resources for the community.*
- Goal 7: Managed development of wireless communications infrastructure, while at the same time not unreasonably interfering with the development of the competitive wireless communications marketplace.*
- Goal 8: Maintained and preserved residential character throughout the county and its neighborhoods to promote the creation of an attractive community.*

- Goal 9: Wireless communications towers and related wireless communications facilities which are compatible with surrounding land uses.*
- Goal 10: A uniform and comprehensive set of standards for the development and installation of wireless communications towers, antennas and related facilities.*
- Goal 11: Properly designed, constructed, modified and maintained wireless communications towers and related wireless communications facilities to promote public safety and avoid risk of damage to adjacent properties.*

Infrastructure/Service Provision & Growth Coordination Objectives

The following objectives will guide the county in the pursuit of the infrastructure/service and growth coordination vision and goals.

The county will:

1. Identify the need for new public services and facilities based on projected growth in coordination with the Future Land Use Map.
2. Plan for development in a manner that minimizes strain on existing facilities and service areas.
3. Make strategic investments in infrastructure, such as sewer trunk lines, to encourage growth in desirable locations.
4. Implement development review procedures which are designed to demonstrate the availability of adequate public facilities to support the new development.
5. Select sites for county facilities to maximize equal opportunities for service to all residents.
6. Encourage the sensitive infill development of vacant or under-utilized parcels in more developed areas of the county to more efficiently utilize existing public facilities.
7. Select sites for government facilities which are deemed substantially in accord with the Future Land Use Map.
8. Evaluate county-owned property that is unused to determine if it can be used for current or future public needs.
9. Design public facilities to set the best possible example for private development and to encourage community pride and identification.
10. Utilize the planning process to review public facilities not shown on the adopted Future Land Use Map to determine if the general location, character and extent are in keeping with the adopted Plan.
11. Exercise the right of eminent domain when deemed necessary to implement the Comprehensive Plan.
12. Defer premature proposals for development until the time services are extended as a result of normal growth in adjacent areas. Proposals for segmented development in outlying areas should be considered as inappropriate because of

- burdensome costs incurred by allowing development beyond the limits of existing services.
13. Participate in regional forums that promote the planning, funding and development of facilities to serve regional needs.
 14. Obtain State and Federal funds whenever practical to assist in public facility site acquisition and development.
 15. Encourage the utilization of existing public facility sites for satellite offices that provide high accessibility to meet the daily needs of all residents.
 16. Recommend modification of existing public facilities where necessary to accommodate the development of intense uses in infill areas.
 17. Consider the reuse and/or expansion of existing public facility buildings to reduce the public expense of relocation.
 18. Minimize the adverse visual impacts of wireless communications towers and related facilities through careful design, siting, landscape screening and innovative camouflaging techniques.
 19. Horizontally separate wireless communication towers from residential neighborhoods and other visually sensitive areas to the extent necessary to minimize visual obtrusion.
 20. Encourage the use of alternative support structures, co-location of new antennas on the existing wireless communications towers, camouflaged towers and construction of towers with the ability to maximize additional providers.
 21. Ensure co-location opportunities are fully evaluated before permitting new wireless communications towers.
 22. Ensure the development of personal wireless facilities is done in a manner meeting all minimum requirements and standards of the Federal Aviation Association (FAA), the Federal Communication Commission (FCC) and the *Uniform Statewide Building Code*.
 23. Ensure the timely removal of obsolete or abandoned equipment at no cost to county residents.
 24. Ensure telecommunication providers implement any reasonably available technology that may reduce the number or height of towers.

LAND USE & COMMUNITY CHARACTER

Vision: Diverse and properly allocated land uses will play a vital role in the future character and quality of Henrico County and its unique and diverse communities. Community character will also be strongly influenced by the form and quality of future development. These elements will be guided by protection of neighborhoods, compatibility of land uses, maximization of opportunities for economic development, provision of public services and infrastructure, and protection of environmentally sensitive areas, and historical and cultural resources.

Land use and community character are the central physical and geographic components of the Comprehensive Plan and must be considered together to maintain and promote high quality of life and a unique identity that sets Henrico County apart from all other communities. These elements will be implemented to reinforce the objectives of the other elements of the Plan and can be used to tie the elements of the Plan together. Successful implementation of the Land Use recommendations and Community Character goals and objectives will foster greater coordination in future development of the county.

The county will have:

- Goal 1: A well-monitored and regularly updated Future Land Use Map.*
- Goal 2: An appropriate amount of land designated to accommodate a variety of uses that support forecasted growth.*
- Goal 3: A diverse and balanced mix of land uses promoting fiscal health.*
- Goal 4: A strong sense of community identity that is protected and further developed.*
- Goal 5: Strong and sustainable neighborhoods and business districts that will be maintained and developed within existing and new communities.*
- Goal 6: Portions of the county which are currently developed that offer opportunities for redevelopment, infill and intensification to take advantage of existing infrastructure, services and utilities.*
- Goal 7: A unique environment, landscape and character in the currently rural portions of the county that are respected as the county grows and develops with a balanced mixture of residential and nonresidential uses.*

Land Use and Community Character Objectives

The following objectives will guide the county in the pursuit of the land use and community character vision and goals.

The county will:

1. Develop a Future Land Use Map and definitions that identify appropriate locations and amounts of land to accommodate the forecasted growth.
2. Periodically review and amend the Future Land Use Map as necessary to reflect the changing needs and character of the county.
3. Encourage new growth and development that takes into account location and availability of infrastructure and services.
4. Promote developments with features that provide a safe pedestrian environment.
5. Amend the *Zoning and Subdivision Ordinances* to promote high quality, diverse land use patterns, including: mixed-use town centers, traditional neighborhood development, suburban mixed-use and rural subdivision design.
6. Implement new land use regulatory tools to allow for alternative forms of development only when high quality and impact mitigation is ensured.
7. Encourage large-tract, planned development to promote unified and attractive development and a sense of place, rather than piecemeal or incremental development.
8. Encourage diverse mixtures and forms of development to support the economic tax base of the county.
9. Promote diverse housing types that meet the needs of a demographically diverse population.
10. Use development design guidelines and standards to enhance, promote and protect a high-quality community identity and aesthetic.
11. Identify Planning & Economic Focus Areas of the county that offer unique economic opportunities, including areas for new development and opportunities for redevelopment or reinvestment.
12. Discourage development which over intensifies the site.
13. Provide for the logical arrangement of land uses which offers transitions from more intense to less intense uses.
14. Promote effective design standards which protect established residential areas through proper land use planning surrounding major transportation facilities and major roadway corridors.
15. Encourage public/private cooperation for rehabilitation and redevelopment and to channel growth into infill areas.
16. Increase the quantity of housing units near employment centers.
17. Encourage compatible land use adjoining other jurisdictional boundaries.

18. Encourage landscaped buffers on lots, in addition to the minimum required setbacks along any boundary which lies adjacent to collector or arterial streets.
19. Conduct surveys to determine the conditions of housing stock in the county.
20. Promote standards and specifications that assure quality residential development, while providing acceptable alternatives for minimizing development expense.
21. Encourage design alternatives that reduce the potential for crime in residential areas.
22. Encourage complementary multi-family residential areas that enhance overall land use development through their proximity to an arterial roadway, shopping areas and primary service facilities.
23. Encourage residential growth in areas where the physical conditions are conducive to development, i.e. soils, drainage, topography.
24. Encourage development of large tracts which provide space for a variety of housing types and services as opposed to small, segmented growth.
25. Promote an adequate supply of well-located housing for the elderly and the physically disabled.
26. Encourage economic development nodes which provide concentrated and interrelated economic development areas.
27. Mitigate the visual and traffic impacts of strip commercial development.
28. Encourage a distribution of commercial development which is consistent with population projections and characteristics.
29. Promote mixed-use, planned large tract development to achieve economies of scale and to provide retail services and employment opportunities near residential concentrations.
30. Minimize disruption and conflict among established residential, commercial and industrial uses and new uses.
31. Protect the function of interchanges and connecting roadways through the proper location and design of adjacent land activities.
32. Establish criteria for the development of interchange areas to minimize traffic flow problems.
33. Promote new and expanding growth at locations where various modes of transportation (such as rail, air, highway and water) converge.
34. Provide adequate safeguards to promote residential development near light industrial, office centers, and commercial concentrations for energy conservation and convenience.
35. Coordinate developments with affected municipalities when necessary.
36. Review development proposals in adjacent municipalities when they border Henrico County.
37. Review the comprehensive plans and large development proposals of adjacent municipalities and participate in the exchange of planning data.

- 38. Identify and protect areas with intrinsic natural, historical or cultural resources that should be preserved.
- 39. Protect existing development and residential areas from encroachment by incompatible or inappropriate land uses.
- 40. Encourage the public to take individual and collective actions to protect themselves and their property from crime.
- 41. Promote public safety through the use of Crime Prevention Through Environmental Design (CPTED) methods.

NATURAL, CULTURAL & HISTORIC RESOURCES

Vision: Natural, cultural and historic resources contribute to the county's identity and increase the high quality of life. These resources should be protected to ensure a well-rounded and healthy community.

There are many natural, cultural and historic resources worthy of protection. A clean Chesapeake Bay watershed, a sustainable and healthy natural environment, and a sense of historic and community identity all contribute to a high quality of life. It is important to balance the need to protect these resources with the goals of economic development within the county.

The county will have:

- Goal 1: A population that supports and welcomes diversity in socioeconomics, culture and age.*
- Goal 2: Natural resources that are protected and enhanced for the long-term enjoyment of current and future generations.*
- Goal 3: Physical development that promotes preservation and protection of air quality, noise levels, wildlife habitat, biological species and natural processes in balance with vital economic growth.*
- Goal 4: Historic and cultural resources that are protected through a mix of fair regulatory and proactive measures that considers the need for growth.*

Natural, Cultural & Historic Resources Objectives

The following objectives will guide the county in the pursuit of the natural, cultural and historic resources vision and goals.

The county will:

1. Promote educational opportunities to increase the awareness of the county's natural and historic resources through support of the schools and libraries.
2. Identify and protect watershed areas in accordance with the standards for protection of the Chesapeake Bay.
3. Manage the development of environmentally sensitive land through ordinances to balance protection of natural resources with economic development.
4. Use development standards and ordinances to protect the quality of surface and groundwater consistent with guidelines established by the Virginia Department of Conservation and Recreation Division of Chesapeake Bay Local Assistance.
5. Protect air quality consistent with guidelines established by the Virginia Department of Environmental Quality.
6. Identify potential sites where access to the county's natural, historic and cultural resources could be provided to the public, including but not

- limited to access to the James and Chickahominy Rivers.
7. Identify key corridors or areas with historical or cultural significance and identify appropriate protection measures.
8. Encourage protection of natural and historic resources by the private sector.
9. Identify and protect physical resources and natural habitats for wildlife.
10. Protect valuable natural, cultural, and historic resources from incompatible land uses through sensitive development design that respects or incorporates the resources into new development in a responsible fashion.
11. Discourage development in areas where the land's physical limitations may threaten the safety, health and welfare of residents.
12. Utilize Federal and State guidelines to determine appropriate land uses within noise-impacted areas.
13. Encourage the development of construction standards for residences in noise-impacted areas.
14. Promote the provision in the county Building Code for noise abatement measures in residential areas.
15. Encourage master planning of land areas containing mineral deposits to ensure restoration of mined portions in keeping with future plans for development.
16. Encourage the upgrading of nuisance-producing industries and their relocation (if necessary) to designated areas where their impacts on the public health, safety and welfare will be minimized.
17. Work through the State legislature to establish water conservation programs.
18. Consider design guidelines along Virginia Scenic Byways.
19. Apply design guidelines for all development that occurs along Virginia Scenic Byways.
20. Protect from objectionable land uses, when possible, valuable historic and archaeological sites and/or structures.
21. Encourage the continued residential use of historic structures and consider imaginative adaptation only where circumstances warrant.
22. Support property owners in efforts to maintain historic and cultural resources.
23. Seek funding and other mechanisms to protect and preserve vital resources.
24. Selectively acquire, preserve, restore and rehabilitate historically and archeologically significant sites and/or structures.
25. Selectively acquire and protect sites as a means of protecting natural resources as they become available.
26. Encourage private owners or developers to recognize the significance of historic areas, structures, and sites through the application of the County of Henrico Historic Building Plaque or Roadside Marker Program.
27. Identify and protect aquifer recharge areas through proper management.
28. Ensure proposed land uses are appropriate for shoreline conditions considering the erosion potential which exists.

29. Ensure development along the shoreline is managed to avoid or reduce reliance on structural erosion controls.
30. Require impoundment sites as a means of stormwater management in appropriate locations.
31. Require all county-owned operations to meet applicable emission standards.
32. Identify acceptable noise levels for various land uses and promote methods for noise reduction and mitigation by encouraging compatible locations of uses, and implementation of various noise mitigation techniques.
33. Update noise contours on the zoning maps and suggest abatement measures to developers on a continual basis.
34. Utilize noise rating contours and other technologies as a planning tool in the siting and designation of land uses.
35. Discourage the location of proposed county facilities which may be impacted by noise within the airport noise contours.
36. Protect unique and/or critically endangered resources by controlling the effects of development.
37. Promote comprehensive historical and archaeological site identification in coordination with public facilities, land use, transportation and private development efforts.
38. Protect sites, buildings, structures and objects eligible for nomination to, or presently listed on, the National or State Registers of Historic Places.
39. Develop countywide standards for the identification and preservation of historic resources.

TRANSPORTATION

Vision: A safe, efficient and effective transportation system contributes to the well-being of citizens and businesses and enhances the quality of life within the county. Adequate transportation facilities enhance economic development and support land use decisions. Proactive transportation planning should be pursued to identify necessary transportation infrastructure improvements and to coordinate with other Comprehensive Planning efforts of the county along with other agencies within the region.

Effective transportation planning involves striking a proper balance between maintaining mobility while providing access. Mobility is the movement of traffic through an area or from one place to another. Access refers to the means of entering places. Mobility and access can be provided through various modes: vehicular, bicycle, pedestrian, transit, water ways, trains and airplanes. It is important to identify future transportation needs of the county in conjunction with other elements of the Comprehensive Plan to ensure coordination and continued successful growth.

The county will have:

- Goal 1: A transportation system which operates in a safe and efficient manner that promotes the local economy and minimizes traffic congestion.*
- Goal 2: A road network that provides multiple routes and intersections to improve traffic circulation and provides alternate routes to avoid congested areas.*
- Goal 3: A transportation network supporting alternative modes of travel to provide mobility choices for the county's citizens.*
- Goal 4: Coordinated land use and transportation plans which better enable future land development activities to be supported by concurrent transportation infrastructure improvements.*
- Goal 5: Access management standards which encourage joint entrances and inter-parcel connectivity.*
- Goal 6: Transportation system management practices which provide priority movement to critical users while balancing the varied needs of multiple modes of traffic.*
- Goal 7: A transportation network supported by Intelligent Transportation System (ITS) technologies that provide area drivers with real-time information with which to make route choice decisions.*

Transportation Objectives

The following objectives will guide the county in the pursuit of the transportation vision and goals.

The county will:

1. Update the Major Thoroughfare Plan/Map to support the forecasted growth identified on the Future Land Use Map.
2. Periodically review the Major Thoroughfare Plan/Map and amend it as necessary to reflect changes in the Future Land Use Map and to reflect the changing needs and character of the county.
3. Promote the development and implementation of multimodal transportation facilities with appropriate intermodal connectivity in order to meet the needs of a demographically diverse population.
4. Encourage developments which include facilities to accommodate the pedestrian and bicyclist as well as transit.
5. Promote the use of the proffer system and alternative transportation delivery methods such as the Public-Private Transportation Act (PPTA) to encourage the development of new transportation facilities which meet existing or projected demands.
6. Identify strategic opportunities to implement Intelligent Transportation Systems (ITS) initiatives to provide real-time traveler information to transportation network users.
7. Use transportation design guidelines and standards to enhance, promote and protect a high-quality community identity and aesthetic.