

**TOWN OF WINDSOR**

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**PLANNING COMMISSION MEETING AGENDA**

**October 26, 2022 - 7:00 p.m.**

**Town Hall**

- 1) Call to Order
  - a) Welcome
  - b) Roll Call and Determination of Quorum
- 2) Public Comments
- 3) Approval of the Minutes of the September 28, 2022 Planning Commission meeting
- 4) Town Attorney's Report
- 5) Economic Development Authority (EDA) Report
- 6) Old or Unfinished Business
- 7) New Business
  - A) Town Council's 2021 Strategic Plan
- 8) Next Regular Meeting Date: January 25, 2023
- 9) Motion to Adjourn

**MINUTES OF THE PLANNING COMMISSION - WINDSOR, VIRGINIA**

The Planning Commission met on Wednesday, September 28, 2022 at 7:00 p.m. at the Council Chamber of the Windsor Town Hall, Windsor, Virginia. Vice Chairman Stubbs called the meeting to order and welcomed all who were present. Terry Whitehead, Town Clerk, recorded the minutes. James Randolph, Planning and Zoning Administrator, and Fred Taylor, Town Attorney, were present. Mrs. Whitehead called the roll.

Planning Commission members present: George Stubbs, Vice Chairman  
Devon Hewitt  
Dale Scott  
Ricky Vaughan  
Larissa Williams

Planning Commission members absent: Leonard L. Marshall, Chairman  
Jesse Taylor

**PUBLIC COMMENTS**

None

**MINUTES**

Vice Chairman Stubbs asked if there were any amendments or comments regarding the minutes of the May 25, 2022 regular Planning Commission meeting.

Commissioner Vaughan made a motion to approve the minutes as presented. Commissioner Scott seconded, and the Commission unanimously passed the motion as recorded on the attached chart as motion #1.

**Public Hearing**

Vice Chairman Stubbs said there is a public hearing this evening to consider public comment regarding an application for a change in zoning classification from O-R, Office/Residential to B-2, Restricted Business. He said the application includes Tax Parcel 54B-01-200, also identified at 57 East Windsor Boulevard and Tax Parcel 54B-01-200A. He said the purpose of the application is for a contractor's office and storage yard. Vice Chairman Stubbs asked Mr. Randolph to give an overview of the rezoning application.

Mr. Randolph noted that the enclosed planning and zoning report includes letters that the Town had given to the applicant in the past regarding their zoning on the property at 57 East Windsor Boulevard, as well as the adjacent lot next to that property.

Mr. Randolph explained that after researching the past 20 years of records, no evidence could be found that the Town Council ever took affirmative action to change the zoning designation from O-R, Office/Residential to B-2, Business.

Mr. Randolph said when the applicant came forward to submit an application for construction of a 36' by 70' structure on the property; he was not able to approve that zoning permit because the property is nonconforming.

Mr. Randolph explained that the applicant is operating a contractor's office and storage yard on property zoned Office/Residential, which leads to a nonconforming use. He said contractor's yards are not a permitted use in the Office/Residential district. He said Office/Residential is strictly just for office and professional use of the property to keep the residential character as such.

Mr. Randolph stated that the applicants have now filed an application requesting a change in zoning classification from O-R, Office/Residential to B-2, Restricted Business.

Vice Chairman Stubbs opened the public hearing. He asked for any persons wishing to speak in favor of the rezoning to come forward at this time.

Christy Leitner, 24116 Ennis Mill Road, explained that they purchased the property in 2013, and it was listed by the real estate broker as B-2, Commercial. She said before moving their contractor's office and storage yard to this location, we confirmed with Town staff that the property was B-2. Mrs. Leitner said they also received a letter from Town staff stating that the property was zoned B-2.

Mrs. Leitner said after recently inquiring about replacing a sign and applying for a zoning permit to construct a structure for storage of equipment and materials, we were told that the new structure could not be added unless the property was rezoned because we were zoned as O-R, Office/Residential.

Mrs. Leitner said they have no plans to change their operation in any way from what they've been doing all along. She said they are requesting this rezoning to bring the property into conformity based upon the current uses. She said they would like to obtain a zoning permit to start the process of constructing the additional storage building on their property if the rezoning is approved.

Vice Chairman Stubbs asked for any persons wishing to speak in opposition of the rezoning to come forward at this time. Hearing none, he closed the public hearing. He said it is now open for discussion among the Commissioners.

Commissioner Scott said he understands that there is only one property along that corridor that is zoned B-2. He said that property is located at 51 East Windsor Boulevard. He asked if there were any conditions placed on that property when it was rezoned B-2 in 1996 or 1997.

Mr. Randolph said he would have to research to see if there were any conditions placed upon the 51 East Windsor Boulevard property when it was rezoned to B-2.

Commissioner Scott said he is not opposed to the Leitner's request to rezone. He said his thoughts and concerns are if you're going to have a stretch of O-R zoned properties in that corridor with two B-2 zoned properties; it would be prudent to have

similar conditions on this application to help ensure consistency with the neighboring properties.

Commissioner Hewitt asked if Commissioner Scott was asking that they rezone all of the O-R in this corridor to B-2.

Commissioner Scott indicated that was not his preference. He explained that if you're going to have another B-2 zoning, then there should be some condition consistency. Otherwise, you could have an automotive repair shop or a gasoline-filling station along that corridor. He asked is that what we're looking to do through that corridor today. He said that may be the case down the road, but is it consistent with the surroundings today. Commissioner Scott noted that the B-2 zoning designation was fairly broad, and the O-R is much more narrow.

Commissioner Hewitt said if other businesses in that corridor would like to rezone to B-2, the Planning Commission can handle those requests on a case-by-case basis like we're doing with this rezoning request.

He suggested that in the future, the Planning Commission may want to consider developing a corridor plan for this area to address what types of business may be appropriate.

Commissioner Vaughan noted that there is obviously an error in the zoning at 57 East Windsor Boulevard. He said they were under the impression that it was zoned B-2, and they have a letter from the Town of Windsor stating that the property is zoned B-2.

Vice Chairman Stubbs said there was a discussion in the past with calling part of North Court Street and Church Street "Old Town Windsor." He said the idea was that some of the older homes that people had inherited, and may not be able to maintain, could possibly have different shops or professional offices in them, but also having living quarters upstairs. He said some residents were in favor of the "Old Town Windsor" idea, and some were not.

Vice Chairman Stubbs said these discussions took place when the 460 corridor was being considered as a business district.

Vice Chairman Stubbs said regarding the Leitner's rezoning request, he and Mr. Randolph have both researched the minutes from the past, and they have found no documentation showing that there was ever a vote to change the zoning at 57 East Windsor Boulevard from O-R, Office/Residential to B-2, Restricted Business.

Vice Chairman Stubbs stated that the Leitners have continued to work diligently in accordance with the information that had been passed to them regarding the zoning on their property. He said it was an error, and unfortunately we can't go back and correct it. He said there was obviously a misunderstanding with the Zoning Administrator at the time, and possibly with the real estate broker showing that the property was zoned as B-2.

Commissioner Hewitt made a motion to recommend approval to Town Council of a change in zoning classification from O-R, Office/Residential to B-2, Restricted Business for the property located at 57 East Windsor Boulevard, to include Tax Parcels 54B-01-200 and 54B-01-200A. Commissioner Vaughan seconded, and the Commission unanimously passed the motion as recorded on the attached chart as motion #2.

Mr. Randolph stated that a public hearing for the October 11, 2022 Town Council meeting has been advertised, as questioned by Mr. Taylor.

#### **TOWN ATTORNEY REPORT**

None

#### **ECONOMIC DEVELOPMENT AUTHORITY REPORT – EDA**

Commissioner Scott noted that the sale of the property located on the west side of Town is still moving forward. He reported that the concrete slab has been poured at the Wesley F. Garris Event Park for the frog sponsored by the Boy Scouts. He said the Boy Scout frog is in the process of being painted, and should be completed soon.

#### **OLD OR UNFINISHED BUSINESS**

None

#### **NEW BUSINESS**

Commissioner Williams shared fund raising ideas for the community.

#### **ADJOURNMENT**

Vice Chairman Stubbs stated that the next Planning Commission meeting is scheduled for October 26, 2022.

There being no further business, Commissioner Hewitt made the motion to adjourn. Commissioner Scott seconded, and the Commission unanimously passed the motion as recorded on the attached chart as motion #3.

The meeting adjourned at 7:25 p.m.

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George Stubbs, Vice Chairman

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Terry Whitehead, Town Clerk

TOWN OF WINDSOR  
RECORD OF  
PLANNING COMMISSION VOTES

Commission Meeting Date Sept. 28, 2022

Motion #	L. Marshall	G. Stubbs	L. Williams	J. Taylor	D. Hewitt	D. Scott	R. Vaughan
1	absent	Y	Y	absent	Y	Y	Y
2		Y	Y		Y	Y	Y
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Jerry Whitehead, Clerk

**Town of Windsor**

**Memorandum**

**TO:** Windsor Planning Commission  
**FROM:** James Randolph, Planning & Zoning Administrator (JK)  
**SUBJECT:** Town of Windsor 2021 Strategic Plan  
**DATE:** October 26, 2022

On September 27, 2022 the Windsor Town Council held a work session to discuss updates to the Town of Windsor 2021 Strategic Plan, Windsor's Road Map for the Future.

There are numerous action items that are planning related or where the Planning Commission can utilize existing planning tools or leverage planning relationships to assist the Town Council in accomplishing the goals described.

As stated from the introduction, "This plan is a living document and will be upgraded overtime to reflect completed tasks and changing priorities of the Town. This document will be used to guide decisions made by Council and programs put into place by Staff."

I have highlighted specific action items for discussion by the Planning Commission. As you are aware, we will begin updating the Comprehensive Plan in 2023. Some of these action items can be incorporated into this update, while others may need to be considered individually or as a component to other documents such as the Town Code, zoning ordinance, subdivision ordinance or Capital Improvements Plan (CIP).

**Recommended Action**

Discussion of highlighted action items from the Strategic Plan.



Windsor's Roadmap for the Future  
Town Council's 2021 Strategic Plan

Windsor's Vision:

*"We are a proactive, strong, caring community of people that is committed to its citizenry, promoting a sense of pride and engagement that is attractive to families, offering a high quality of life."*



## Introduction

This document contains the strategic plan for the Town of Windsor. The Town Council spent the better part of 2019 developing this plan. The development of the plan incorporated input from citizens through the use of a newly formed Citizen Advisory Committee. The plan lays out action items that will help the Town move toward its vision.

The actions and tasks are made up of a variety of items including those that were already planned or underway and future items identified by the Town Council as well as items identified by citizens through the Citizen Advisory Committee community survey responses. An asterisk (\*) next to a key task indicates that that task is specifically related to, and supported by, the results of the community survey.

Directly following this page are narratives that explain each action item and give some justification for its inclusion in the strategic plan. Following the narratives are the action items and the specific key tasks that support each of the action items.

This plan is a living document and will be updated overtime to reflect completed tasks and changing priorities of the Town. This document will be used to guide decisions made by Council and programs put into place by Staff.

# Windsor's Road Map for the Future

## The Town of Windsor's Strategic Plan

**Action Item #1: Develop a Master Plan for Infrastructure programming that encourages development and improves the future growth of commercial sites.**

In order to ensure long term sustainability of the Town as well as to provide for future growth, the Town must develop a plan to maintain and improve our infrastructure. This includes, but is not limited to, water, sewer, roads, and other needed services to retain and attract citizens and businesses.

Key Tasks/Activities
1. Review existing plans for area. Leverage Bowman study for stormwater and start Master Planning for water and recommended strategies for sewer.
2. Consider Partnerships for water and sewer. (HRSD, IOW)
3. Investigate broadband coverage with cable provider and County. *
4. Continue to update Town facilities infrastructure for provision of services, <del>to include a maintenance building.</del>

**Action Item #2: Develop a Master Plan for the Properties along Route 460 and surrounding area, as a part of the comprehensive plan.**

Developing a business master plan will provide the Town with a road map for future business retention and recruitment efforts. While the main business corridor of Windsor is Route 460, we should strive to diversify our businesses geographically and based on type.

Key Tasks/Activities
1. Develop a Business District off 460 in the 258/460 business area.
2. Research how existing specific properties can be used. *
3. Develop Businesses along 460, to include consideration of a family restaurant in target areas.
4. Investigate Train Stop options.
5. Meet with County Staff to discuss potential for conducting a retail recruitment strategy as a joint project. <ul style="list-style-type: none"> <li>a. Obtain estimates from consultants for this service.</li> <li>b. Include funding in the budget if the decision is to proceed.</li> <li>c. Procure consultant and establish action plan.</li> </ul>

**Action Item #3: Evaluate revisions to the zoning ordinance to allow higher density options for housing.**

The current makeup of the housing stock in Town consists largely of single family homes and mobile homes. This does not offer the variety of housing that today’s consumers are looking for. In order to be attractive to a wide range of demographics, we must diversify our housing stock. This should include apartments, condos, townhouses, and other types of housing that appeals to those looking for an alternative to the large lot single family home.

Key Tasks/Activities
1. <del>Research options for giving people less than a 1/3 ac lot.</del>
2. Research options for mixed use and cluster home development, <u>parks in subdivisions, retirement communities, and other affordable housing options.</u> *
3. Research making Windsor a “walkable” community through ordinances recommended in new developments.
4. Bring recommended ordinances to Council for adoption.

**Action Item #4: Promote the use of Windsor Town Center.**

The Windsor Town Center is a wonderful asset for the Town. We must plan for the future use and continued promotion of the facility.

Key Tasks/Activities
1. Study <del>the first 12 months of prior</del> usage of the Town Center <u>for insights into usage patterns.</u>
2. <del>Engage a community committee and friends of town center</del> <u>Work with the Windsor Town Center Advisory Board</u> to plan for future growth and use <u>plan.</u>

**Action Item #5: Include increased pedestrian and bike access for citizens in planning efforts.**

Increasing pedestrian and bicycle mobility throughout Town will not only help reduce dependency on vehicles, but will also help to encourage healthy and active lifestyles of our residents. These outcomes will help reduce traffic and improve the quality of life of our residents.

Key Tasks/Activities
1. Investigate connecting Windsor to Smithfield.
2. Improve trail signage from Town Hall to Ballpark. Use GIS to incorporate an exercise program into mailed materials.
3. Support the County plan for park to park trail. *
4. Promote lot behind Town Hall as public Bike trailhead/meet up.



**Action Item #6: Actively participate in State intervention safety plan for 460.**

Windsor is built around route 460. With the ever increasing traffic on this major roadway, safety is an ever growing concern and the Town should actively participate in any activities that will increase the safety for motorist and pedestrians along this vital roadway.

Key Tasks/Activities
1. Research design guidelines to encourage slower traffic.
2. Research considerations of lighting and narrowing of road.
3. Get involved with advocacy; engage Legislators in conversations about 460 and Safety and SMART scale (addition of evacuation routes).

**Action Item #7: Identify potential Property Maintenance Ordinances.**

Developing a property maintenance ordinance will ensure that properties in the Town are maintained to a minimum standard. This will help keep the Town attractive and will create an environment that is inviting and will contribute to the high quality of life in Town.

Key Tasks/Activities
1. Research other localities/ ordinances.
2. Assess options and write a draft ordinance that will work for the Town of Windsor
3. Bring recommended ordinance to Council for adoption.
4. Communicate new ordinance to potential buyers and existing owners

**Action Item #8: Increase collaborative efforts with the County to explore ways to share and leverage services.**

Continuing to explore ways to collaborate with Isle of Wight County and other local entities will ensure that we are being the best possible stewards of taxpayer's funds.

Key Tasks/Activities
1. Consider partnerships with IOW County, Smithfield, the Chamber, and Schools <ol style="list-style-type: none"><li>a. Economic Development</li><li>b. Parks and Rec</li><li>c. Procurement and subcontracting</li></ol>

**Action Item #9: Investigate becoming a HEAL community (Virginia Municipal League program).**

The Healthy Eating Active Living (HEAL) initiative is a State wide program to help localities provide more opportunities for healthy lifestyle for its citizens. This initiative will help the Town develop policies and practices to promote active living options throughout Town. A healthier citizenry will further improve the quality of life for all of our citizens.

Key Tasks/Activities
1. Research the criteria to obtain the designation.
2. Appoint a committee to work on the application and satisfy provisions to promote a healthy lifestyle.
3. Apply for HEAL community designation, and tie initiatives back to website.
4. Provide more recreational opportunities for Citizens.
5. Coordinate with Schools regarding baseline HEAL measures and use of track/ballfields, green space.

**Action Item #10: Develop a strategy to enable Windsor citizens to show their community pride.**

This action item will help create a unified branding initiative that will help create a cohesive unifying slogan or logo. Creating a sense of place will help bring the community together and will help foster a sense of pride. This can lead to a more engaged and connected community.

Key Tasks/Activities
1. Investigate a community branding initiative, creating a slogan or tagline such as “ONE Windsor” campaign. Consider Heart of IOW, Gateway to Hampton Roads, WIN, Where’s Windsor?
2. Develop community branding campaign and hire consultant to do the creative.
3. Integrate with County, Neighboring Towns and Business Organizations.

**Action Item #11: Identify and work with stakeholders to develop the Bank St. property.**

The Town currently owns a 4+ acre property on Bank Street. Converting this existing farm land into a community park will help support the HEAL initiative. It will also give citizens another opportunity to become more active and engaged with their neighbors. The facility would serve all of the Town residents and those in the immediate vicinity.

Key Tasks/Activities
1. Develop people park, with previously developed layout, and consider walking trails and drone park.



2. Approve Bank St property plan and budget for the project.
3. Research other localities who have dog parks, and consider funding sources for options.
4. Consider a drainage plan for site and budget.

**Action Item #12: Support the beautification of the Route 460 corridor.**

Route 460 is the Town’s “main street”. It is the main thoroughfare for people passing through town. As such, it may be the only part of Windsor that anyone sees. It is imperative that the lasting impression that Route 460 leaves is a positive one. Helping to create a more visually enjoyable experience along Route 460 will help improve the image of Town and may result in more economic growth along the corridor.

Key Tasks/Activities
1. Research matching grants available for beautification of Route 460 corridor.
2. Involve Community businesses in the efforts.

**Action Item #13: Increase the number of community Events and Activities.**

Community events and activities bring our community together. Events such as summer concerts or our wonderful 4<sup>th</sup> of July celebration bring people from within Windsor and the surrounding areas together. The sense of community and local pride that is generated can significantly improve the quality of life for our residents.

Key Tasks/Activities
1. Put together a committee that will plan and execute events, such as 4 <sup>th</sup> of July party and car show, Block Parties, Fall Festival, and consider development of Windsor Town Center grounds/property.
2. Explore a Farmers Market concept. Leverage County support, find a safe spot off 460 to hold it, engage farmers, consider permanent structure to house.
3. Evaluate attendance and quality of events.

**Action Item #14: Work with partners to enhance and promote the history of Agronomy in the Town of Windsor, including working farms and Agriculture related businesses.**

The Town of Windsor has a deep history in agriculture. Promoting our agricultural based businesses can help create an awareness of how important agriculture is to our Town and our everyday lives. An increased awareness of our agricultural based businesses may help increase economic development opportunities and tourism.

Key Tasks/Activities
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