

TOWN OF WINDSOR

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PLANNING COMMISSION MEETING AGENDA

October 25, 2023 - 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 August 23, 2023 Planning Commission meetings
- 4) Public Hearing: There are no hearings scheduled.
- 5) Town Attorney's Report
- 6) Economic Development Authority (EDA) Report
- 7) Old or Unfinished Business
- 8) New Business
 - A) Draft Comprehensive Plan-Chapter 3: Housing
- 9) Next Regular Meeting Date: November 15, 2023
- 10) Motion to Adjourn

Avenue. Mr. Freeman added that a proposed sewage pumping station is shown on the site map approximately 200 feet from his home, and he would like to request it be moved to another area.

Mr. Freeman commented that any new project planned for the Town of Windsor needs to be a good fit for the community.

MINUTES

Chairman Marshall asked if there were any amendments or comments regarding the minutes of the May 24, 2023 and July 26, 2023 regular Planning Commission meetings.

Commissioner Scott made a motion to approve both sets of minutes as presented. Commissioner Williams seconded, and the Commission unanimously passed the motion as recorded on the attached chart as motion #2.

Public Hearing

None

TOWN ATTORNEY REPORT

None

ECONOMIC DEVELOPMENT AUTHORITY REPORT – EDA

Commissioner Scott reported that a change in zoning classification for the property located adjacent to Windsor Boulevard US Route 460 approximately 900' west of the intersection of US Route 258 from C-B-1, Conditional General Business to B-1, General Business was approved by Town Council. He noted that the EDA attorney and the buyer's attorney are working together to proceed with closing on the property within the next few weeks.

OLD OR UNFINISHED BUSINESS

None

NEW BUSINESS

2050 Hampton Roads Long Range Transportation Plan Survey

Mr. Randolph reported that the Hampton Roads Transportation Planning Organization (HRTPO) is updating the region's 2050 long range transportation plan. He said as part of the process, they have included a survey to better understand the variables that will affect transportation systems in the future.

Mr. Randolph said attached you will find information on this survey, along with an online address for taking the survey. He encouraged the Commissioners to take a few minutes to complete the survey at their convenience.

Mr. Randolph noted that the statewide sales tax in Virginia is 5.3%, and in the Hampton Roads region, we pay an additional 0.7%. He said those monies are collected and sent to the Hampton Roads Transportation Accountability Commission to leverage bonds for major regional improvements. Mr. Randolph explained that as part of what they will consider in the future, they must have a plan to go by.

Commissioner Williams stated that the survey closed August 15, 2023.

Draft Comprehensive Plan – Chapter 2: Population

Mr. Randolph said as the Commission is aware, we are in the beginning process of updating our Comprehensive Plan. He explained that we are in the technical analysis phase where we look at history, population, transportation, economics, and the environment.

Mr. Randolph said you may recall last summer when the 2020 census numbers were released, we did review some of those numbers; however, that information has been condensed and put into the Population chapter.

Mr. Randolph continued to review the following information:

CHAPTER 2 – POPULATION

The character and dynamics of a locality's population are often good predictors of future development patterns and can act as valuable planning tools for a community making decisions related to growth. Future land use patterns are based in part on the trends seen in the existing community and involve an assessment of the need for housing, infrastructure, and other services.

This chapter examines the most recent population estimates, population growth trends, and household information for the Town of Windsor using data from the U.S. Census Bureau, the Hampton Roads Planning District Commission, and local records.

Windsor is a community located in a traditionally rural county at the intersection of two important transportation corridors connecting Hampton Roads to points west. The Town is part of the Western Tidewater portion of the Hampton Roads Planning District Commission region, which includes the cities of Franklin and Suffolk, and the counties of Isle of Wight, Southampton, and Surry. This region is generally experiencing significant growth, especially the areas closer to the metropolitan area. In order to better understand the dynamics affecting growth and development with the Town of Windsor, this chapter will also include regional population trends.

Below is a table indicating the total population for the Town, Isle of Wight County and the Commonwealth of Virginia based upon information from the U.S. Census Bureau for the year 2020.

<u>Population</u>	<u>2020</u>
Town of Windsor	2,746
Isle of Wight County	38,606
Virginia	8,631,393

Population Estimates-Western Tidewater Region

	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>2010</u>	<u>2020</u>
Windsor	985	1025	2347	2626	2746
Franklin	7308	7864	8346	8582	8179
Isle of Wight	21603	25053	28298	35270	38606
Southampton	18731	17550	17482	18570	18001
Suffolk	47321	52143	63677	84585	94326
Surry	6046	6145	6829	7058	6561

*Note: 2000 population numbers reflect Windsor annexation that was completed in 2001.

Population Trends

Most of the localities in the Western Tidewater region experienced significant population growth during the period of 1980 to 2020. During this time, both Suffolk and Isle of Wight have experienced tremendous growth, while the localities to the west have demonstrated relatively stable population patterns with growth occurring at a slower rate.

According to the 2020 U.S. Census, the Town of Windsor is home to approximately 2746 people. The equates to a population density of 719 persons per square mile. The Town of Windsor is one of two incorporated towns in Isle of Wight County. While Windsor has experienced significant growth during the last 40 years, the Town of Smithfield has grown dramatically. Smithfield completed an annexation from Isle of Wight in 1998 and is located at the northern end of the county where a majority of the county's growth is occurring.

During the period from 2020 to 2022, Isle of Wight County has grown an additional 4% bringing the estimated County population to 40,150. During this same time period, the City of Suffolk has grown an additional 4.4%, increasing their population to almost 100,000 persons.

Windsor Population Projections

<u>Year</u>	<u>Estimated Population</u>
2030	2975
2040	3350
2045	3550

Population Characteristics

Age and Race

Residents of the Western Tidewater region are older than average when compared to the state and nation as a whole. (median age defined: ½ are above, ½ are below) The 2020 Census shows that all the localities in the region had a higher median age than both the state and the nation.

<u>Median Age</u>	<u>2020</u>
Town of Windsor	47.0 (+/- 8.2)
Virginia	38.4 (+/- .1)
Unites States	38.8

*Note: The margin of error is significantly higher for the Town compared to the State

<u>Town of Windsor</u>	<u>Total</u>	<u>%</u>
Male	1318	48
Female	1428	52

Census data indicated that the Town of Windsor had a less racially diverse population than other localities in Western Tidewater. The racial makeup of the Town of Windsor is:

<u>Town of Windsor</u>	<u>Total</u>	<u>%</u>
White alone	1911	69.5
Black or African American alone	586	21.3
American Indian and Alaska native	15	.05
Asian	33	1.2
Some other race	68	2.4
Native Hawaiian , Pacific Islander	0	0
Younger/Older Population		

Population % under 18 years of age:

Windsor	23.2
Virginia	22.0
National	22.1

Population % over 65 years of age:

Windsor	20.9
Virginia	16.9
National	16.8

Households

	<u>Total</u>	<u>Average size</u>
Windsor	1,061	2.59

Conclusion

As shown with the statistics and demographics shown in this chapter, the Town of Windsor and the Western Tidewater region continue to show significant population growth. This trend is a continuation of the pattern that has been developing during the last 40 years.

The percentage of population growth for the Town of Windsor has moderated over the past 10 years, compared to the previous 30 year time period. A number of factors affect the growth and population patterns, including available housing opportunities, economic conditions at both the local and national level and other variables. The average household size continues to decrease, even though there are more multi-generational households.

As we plan ahead to the year 2045, the Town of Windsor can continue to expect to see an increase in the population consistent with the overall growth trends of the Western Tidewater region.

Mr. Randolph explained that Towns with a population greater than 3500 in population receive funding from VDOT to maintain the streets and roads within their boundaries.

Commissioner Scott asked if it is optional or a requirement for Towns to receive funding for roadway maintenance with a population greater than 3500.

Mr. Randolph said he would research this information and report back to the Planning Commission.

Mr. Randolph added that some of the funds we have available for this plan update will be used to hire a graphic designer to provide better graphic illustrations in the final draft of the Comprehensive Plan.

Councilman Hewitt asked for an update on the proposed development located across from the middle school.

Mr. Randolph said after research, he found that the property was rezoned around 2010-2012. He said according to the file, there has been no preliminary plan submitted or recent contact from the developers.

Commissioner Scott said from what he understands, one of the partners passed away, and his family was not interested in pursuing the development of that property. He said the property was for sale at one time, with no success.

Commissioner Scott asked if there were any changes to the "Sunset Clause" on this property since the rezoning was approved 10-12 years ago.

Mr. Tayler stated that he would need to research the approval dates. He explained that there were some changes during the economic crash in 2008 that provided for certain extensions.

Review of Application to Isle of Wight County: Tidewater Logistics Center

Mr. Randolph reported that information regarding the Tidewater Logistics Center was forwarded to his attention on Tuesday, August 15, 2023 from Isle of Wight County.

Mr. Randolph stated that an application from Meridian Property Purchaser LLC to Isle of Wight County is enclosed requesting an amendment to the Isle of Wight County Comprehensive Plan from its current designation of Mixed Use to Planned Industrial. Additionally, the application seeks to change the zoning classification from its current designation of Rural Agricultural Conservation (RAC) to Conditional Limited Industrial (C-LI). He explained that the purpose of this application is to develop industrial warehouse buildings totaling approximately 1.23 million square feet, and associated site development features including pump stations, roadways, docking stalls, and stormwater basins.

Mr. Randolph said this application to Isle of Wight County is being referred to the Town of Windsor due to the application's proximity to the corporate limits of the

Town. As such, any discussion, or comments that the Windsor Planning Commission desires to forward to Isle of Wight County will be considered advisory in nature. Mr. Randolph reported that the Isle of Wight County Planning Commission will hold a public hearing on this proposal and forward their recommendations to the Isle of Wight County Board of Supervisors. He said the Board of Supervisors will hold a public hearing on this application and make any decisions regarding the proposal. Mr. Randolph noted that the official dates for the County public hearings have yet to be determined.

Mr. Randolph stated that with those details aside, this is an opportunity for the Windsor Planning Commission to consider the impacts this application will have on the Town of Windsor. He said careful consideration should be provided in reviewing this application to determine how this will affect the adjoining residential properties, the transportation impacts, public safety considerations, infrastructure improvements, environmental factors, and general quality of life issues.

Mr. Randolph said Isle of Wight County has asked that we forward any comments to their Planning Department by September 1, 2023. Mr. Randolph said he will summarize the recommendations into a letter to forward to the Isle of Wight County Planning Commission.

Mr. Randolph added that he was forwarded the full 732-page application electronically, and he tried to go through it and pull out what he thought would be most useful for the Commission to consider.

Commissioner Williams questioned approximately how many potential new jobs may be created for the proposed logistics center.

Mr. Randolph said the application didn't specifically lay out the number of jobs that may be created. He stated that most of the buildings would be warehousing facilities, which are not tremendous employment centers. He noted that some of the smaller buildings would be more for light manufacturing, which could provide additional employment.

Mr. Randolph noted that the Traffic Impact Analysis (TIA) indicated there could be upwards to about 2,750 trips per day to this site. He said the number of heavy trucks involved could provide an idea of the potential number of employees.

Mr. Randolph confirmed that, to his knowledge, this would be a 24-hour operation, as questioned by Commissioner Williams.

Commissioner Williams suggested that we ask the Isle of Wight County Planning Commission to consider the creation of berms or some sort of physical barrier to reduce the noise coming from the project site.

Commissioner Scott said he has reviewed the site map and has had citizens approach him with concerns. He said obviously we are certainly not opposed to growth, and we know that the economic incentive for the Town and the County is to have a business on that property. He noted that the prior intent for the front portion

of that property near Route 460 was mixed use, which would have allowed for a transition from an area of less intense commercial development, potentially some residential as well, to possibly an area of heavier industrial development toward the rear of the property.

Commissioner Scott said he understands the concerns of those who live on Lovers Lane and Keaton Avenue, because with this plan, you've got a proposed warehouse behind most of the homes in that area with no mixed use for transition. He said other citizens expressed their concerns regarding the noise from the project site, the effects it may have on property values, and traffic issues. He suggested that buffering will be necessary to conceal the logistic center and for noise issues.

Commissioner Scott said once heavy trucks leave the facility and head west, we're going to have quite an eye-opener here in the Town of Windsor. He said we already have traffic issues, and with these five buildings, another building proposed in the commerce park between Green Mountain and Safco, another facility just south of Town of similar use, and the warehouse facilities that have been approved east of us in the City of Suffolk, we are going to have a major traffic problem in the Town of Windsor that we need to plan for.

Commissioner Scott said there needs to be discussion on the traffic impact that this logistics center will have on the Town. He said with the current traffic challenges we have today, this could cripple the Town.

Commissioner Hewitt noted that the site map shows a buffer, but it does not show what type and size. He said these are the questions that need to be addressed.

Mr. Randolph shared details from the Traffic Impact Analysis. He said they did do a study at the Food Lion intersection, the 5-way intersection, and at the 258 intersections, but they did not do a traffic study on the Lovers Lane/Route 460 intersection, which is the closest intersection to this proposed project. Mr. Randolph continued to discuss proposed transportation improvements.

Mr. Randolph noted that there's approximately 16,000 vehicles a day that go up Windsor Boulevard. He said approximately 10% are heavy trucks, which currently calculates to 1,500 heavy trucks a day.

Commissioner Hewitt said he remembers the traffic count as being 9,000 a day in 1990. That number has doubled with no improvements to this road.

Commissioner Scott stated that Holland Meadows is fully developed, and Windsor Station is in the process of beginning development. He said a large percentage of the residents in Holland Meadows travel on Lovers Lane or Roberts Avenue as an exit, and neither of those two intersections have a traffic light. He said the additional heavy truck traffic from this facility may cause those residents to utilize Church Street as an exit, which will cause more traffic to back up down Church Street, which is already an issue.

Commissioner Scott said he is not opposed to development, but he is concerned that we need to plan ahead to alleviate traffic issues. He said the traffic study is addressing the intersection where the heavy trucks will be entering the logistics center on Route 460, but they are not addressing the impact this additional traffic will cause to the Town of Windsor.

Commissioner Vaughan added that he already has to utilize Church Street as an exit due to the current heavy traffic on Route 460.

Commissioner Hewitt stated that a major concern was traffic when the Windsor Station subdivision was approved. He noted that the timing set at the Church Street traffic light only allows 3 to 4 vehicles to pass through before it turns back to red. He said if additional traffic utilizes this traffic light due to the increased heavy traffic caused by the logistics facility, traffic will be backed up to the high school.

Commissioner Hewitt said it is inevitable and should be a priority that a traffic light be installed at Lovers Lane and at Roberts Avenue.

Mr. Randolph added that from a public safety perspective, any 911 calls will go to the dispatch center, and the Isle of Wight County Sheriff's Office would be the primary response; however, being in close proximity to the Town of Windsor, our Windsor Police Department, Windsor Volunteer Fire Department, and the Windsor Rescue Squad would be the first on scene. He said this will have an impact on our local Emergency Services.

Mr. Randolph said he doesn't see significant investments from the County's Capital Improvement Plan to maintain the level of quality for public safety with a proposal of this nature.

Commissioner Williams stated that she would like all of Mr. Freeman's concerns to be included as part of her concerns, as well.

Commissioner Hewitt suggested that Mr. Freeman's neighbors also attend the County public hearings as well. He explained that the Town can make recommendations, but the County will be making the final decision regarding this project.

Mr. Randolph said he will report to Town Council at their September 12, 2023 meeting and inform them that the Planning Commission reviewed the application, discussed concerns, and recommended that a representative from Council attend the Isle of Wight County public hearings to voice these concerns.

Mr. Taylor, Town Attorney, stated that this is a short time period by which the County is asking for a response, but that is simply for staff purposes. He said it should be a situation where if the Commission wishes to voice more concerns as you learn more about the project, you should have additional opportunities as the process progresses.

Mr. Taylor added that it may be worthwhile to reach out to representatives who are proposing the Tidewater Logistics Center and ask them to attend a Planning Commission and/or Council meeting to do a presentation and to answer questions regarding what this project is going to look like.

After further discussion, it was the consensus of the Planning Commission to have Mr. Randolph draft a letter to the Isle of Wight County Planning Commission summarizing the concerns discussed at this meeting regarding the Tidewater Logistics Center. It was also recommended that a representative from Town Council attend the Isle of Wight County public hearings to voice these concerns regarding the proposed development of the logistics center.

Commissioner Adams thanked Mr. Freeman for attending the meeting and sharing the direct impact this project will have on not just his home, but his neighbors, as well. He said he is concerned about the buffering, and the traffic impact assessment is a huge concern. He continued to discuss the standards for potential traffic signal placement.

Commissioner Adams said according to the County's Zoning Policy, Article 4, Part 19, Section 419004, 419006 regarding lot-size requirements for planned industrial parks, the proposed project appeared to exceed the maximum lot coverage of 60%. He asked Mr. Randolph to verify that those numbers are correct with what they are proposing.

Commissioner Scott said he doesn't know if they are within their guidelines or not, but they do have a large amount of buffer naturally built in due to wetlands on site.

Commissioner Adams said he does see in their zoning policy where it is considered on a case-by-case basis on maximum building coverage of 30%. He said after doing the calculations, they seem to be right at the 30% threshold.

ADJOURNMENT

Chairman Marshall said the next Planning Commission meeting is scheduled for September 27, 2023.

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

The meeting adjourned at 8:07 p.m.

Leonard L. Marshall, Chairman

Terry Whitehead, Town Clerk

TOWN OF WINDSOR
RECORD OF
PLANNING COMMISSION VOTES

Commission Meeting Date Aug. 23, 2023

Motion #	L. Marshall	L. Williams	D. Hewitt	D. Scott	R. Vaughan	D. Adams	L. Harris
1	Y	Y	Y	Y	Y		Y
2	Y	Y	Y	Y	Y	Y	Y
3	Y	Y	Y	Y	Y	Y	Y
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Jerry Whitehead, Clerk

CHAPTER 3 – HOUSING

The Town of Windsor has a variety of housing types including single family detached residential, multi-family housing which includes duplexes, apartments and apartment complexes, and manufactured housing, including stand-alone units and those within manufactured home parks.

Because it possesses the amenities of a town and is close to major transportation routes, Windsor can offer a greater variety of housing options than the surrounding rural areas. As the Town grows and housing demographics shift, a number of factors affecting housing availability should be considered. These include housing supply, housing conditions, and home values.

Housing Inventory

According to the US Census Bureau, in 2020 there were 1,130 housing units in the Town of Windsor. Of the 1,130 housing units, 1092 were occupied and 38 were vacant.

Comparison of Occupancy Status			
	2010	2021	% Change
Total Units	1059	1,130	6.7
Vacant Units	44	38	-13.6
Owner Occupied	784	909	15.9
Renter Occupied	231	183	-20.7

Owner Occupied	80%
Renter Occupied	16%
Vacant	4%

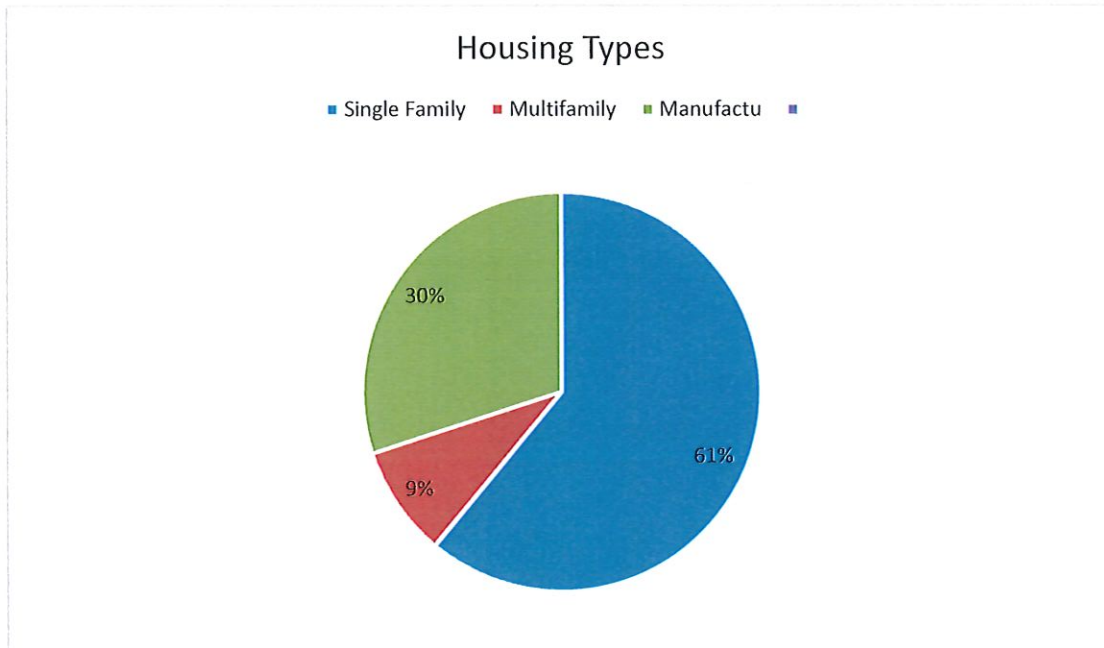
Housing Type

Single-family homes represent the majority of the housing market in the Town of Windsor and in the surrounding Western Tidewater region. However, since rural communities with large areas of undeveloped land frequently offer more potential building sites than their urban or suburban neighbors, the manufactured home has become more common in the region over the past 35 years.

Windsor Housing Types

Type	2010	2021	% change
Single Family detached	682	731	7.2
Multi-family	66	68	.3
Manufacture homes	319	331	3.7

Below is a chart indicating the percentages of each housing type for the Town of Windsor in 2021. This chart is similar to the percentages listed for the year 2010.



Age and Quality

Housing age is often used as an indicator of local housing quality, assuming newer homes built to the standards of the Virginia Uniform Building Code have had less chance to deteriorate over time. Most of the housing stock in Windsor is less than 50 years old. The following table provides a listing of when the housing stock was constructed.

Windsor Housing Age		
<u>Year</u>	<u>Number of homes</u>	<u>% of total</u>
Built 2020 or later	6	.5
Built 2010 to 2019	123	10.9
Built 2000 to 2009	177	15.7
Built 1990 to 1999	204	18.0
Built 1980 to 1989	107	9.5
Built 1970 to 1979	184	16.3
Built 1960 to 1969	124	11.0
Built 1950 to 1959	106	9.4
Built 1940 to 1949	62	5.5
Built 1939 or earlier	37	3.3

Approximately 71 % of the housing stock in the Town of Windsor has been constructed since 1970. Conversely, 29% of the housing is over 50 years old. These percentages also include the age of manufactured homes in the Town of Windsor.

On average, homes in the Town of Windsor are comparable to neighboring jurisdictions. According to the US Census Bureau, the average number of rooms per housing unit in Windsor is 6. Bathrooms and utility rooms are not included in this count. Below is a table indicating the number of rooms and their percentage to the total.

Number of Rooms		
<u>Rooms</u>	<u>Number</u>	<u>% of Total</u>
1 room	0	0
2 rooms	33	2.9
3 rooms	10	0.9
4 rooms	198	17.5
5 rooms	210	18.5
6 rooms	198	17.5
7 rooms	180	15.9
8 rooms	121	10.7
9 or more rooms	180	15.9

The Town of Windsor continues to grow and welcome new residents. Below is a table listing the timeframe in which residents moved into their respective housing unit. Approximately 75% of residents have moved into their homes since the year 2000.

Year Householder Moved In		
<u>Year</u>	<u>Number</u>	<u>% of total</u>
2019 or later	133	12.2
2015 to 2018	249	22.8
2010 to 2014	178	16.3
2000 to 2009	263	24.1
1990 to 1999	140	12.8
1989 and earlier	129	11.8

Housing Values

Housing market values in the Town of Windsor, similar to the region, state and nation as a whole, are constantly evolving and changing. Market values for housing continue to rise with substantial increases since the year 2020. Below is a table listing the values of housing in the Town of Windsor. Note: Approximately one third of the total housing in Windsor consists of manufactured homes which typically depreciate year over year resulting in a lower overall median value for homes in the Town of Windsor.

Value of Owner Occupied Homes	
Year 2020	
<u>Value \$</u>	<u>Number of Homes</u>
Less than 50,000	300
50,000-99,999	68
100,000-149,999	30
150,000-199,999	92
200,000-299,999	290
300,000-499,999	125
500,000-999,999	0
1,000,000 or more	4
Median Value	\$186,300

Median Listing Prices by Region	
Virginia – 2023	
Northern Virginia	\$773,500
Richmond	\$441,049
Tidewater	\$386,973
Shenandoah Valley	\$398,833
Southwest Virginia	\$261,422

Tidewater Region: York County Median List Price \$455,450

Virginia Beach Median List Price \$426,950

May 2023 Virginia Realtors Report		% change from May 2022
Median Sales Price	\$410,000	+ 2.2 %
Year over Year sales	10,292	-21.1%
Pending Sales	9,730	-19.6%
New Listings	12,136	-23.5%
Active Listings	15,441	-8.5

The Isle of Wight County Commissioner of the Revenue is responsible for assessing real estate values in the Town of Windsor. Isle of Wight County assesses real estate once every four years at 100% of its fair market value. A recent reassessment of properties was performed in 2023 and resulted in an increase in values of an average 35% county wide, with some properties decreasing while most increased.

Although the housing market continues to be affected by a host of variables, the Town of Windsor can expect to see property values consistent with the overall patterns of the region and the state.