

TOWN OF WINDSOR  
P. O. Box 307  
Windsor, Virginia 23487

Phone 757-242-4288 Fax 757-242-9039 E-Mail [windsor@windsor-va.gov](mailto:windsor@windsor-va.gov)

PLANNING COMMISSION MEETING AGENDA  
October 24, 2018  
7:00 p.m.

1. Call to Order
  - a) Welcome
  - b) Roll Call
2. Public Comments
3. Approval of the Minutes of the September 26, 2018 Planning Commission Meeting (1)
4. Public Hearing  
None
5. Market Profile - Commercial Goals (2)
6. Town Attorney's Report
7. Economic Development Authority (EDA)
8. Other Reports
9. Old or Unfinished Business
10. Next Regular Meeting - November 28, 2018
11. Motion to Adjourn

*Originals  
add Ben's report  
before scanning to  
Michael + Wallace*

## MINUTES OF THE PLANNING COMMISSION – WINDSOR, VIRGINIA

The Planning Commission met on Wednesday, September 26, 2018 at 7:00 p.m. in the Town of Windsor Council Chamber. Vice Chairman Marshall called the meeting to order and welcomed all who were present. Terry Whitehead, Town Clerk, recorded the minutes. Michael Stallings, Town Manager, Ben Sullivan, Planning & Zoning Administrator, and Wallace W. Brittle, Jr., Town Attorney, were present. Mrs. Whitehead called the roll.

Planning Commission members present:      Leonard L. Marshall, Vice Chairman  
Devon Hewitt - absent  
Edward Lynch  
George Stubbs  
Glyn Willis  
Greg Willis  
Larissa Williams

### PUBLIC COMMENTS

None

### MINUTES

Vice Chairman Marshall asked if there were any amendments to the minutes of the August 22, 2018 regular Planning Commission meeting. Commissioner Stubbs noted a correction under Economic Development stating that "Dave's" Auction should be corrected to show "Jay's" Auction. Commissioner Glyn Willis made a motion to approve the minutes with the aforementioned correction. Commissioner Greg Willis seconded the motion, and the Commission unanimously passed the motion as recorded on the attached chart as motion #1.

### ELECTION OF OFFICERS

Vice Chairman Marshall stated that Bennie Brown has moved out of the Town of Windsor; therefore, he can no longer serve on the Planning Commission. He said Devon Hewitt was appointed by Town Council to serve on the Planning Commission to fill the vacant position. Vice Chairman Marshall explained that a Chairman will need to be nominated and elected for the Planning Commission at this meeting.

Commissioner Williams nominated Commissioner Glyn Willis for Chairman. Commissioner Glyn Willis respectfully declined the nomination due to potential future obligations. Commissioner Williams withdrew her nomination.

Commissioner Stubbs nominated Commissioner Marshall for Chairman. Commissioner Stubbs closed the nominations. The Clerk called the vote, and the Commissioners voted unanimously, with Commissioner Marshall abstaining, to elect Commissioner Marshall as Chairman as recorded on the attached chart as motion #2.

Chairman Marshall said that a Vice Chairman will also need to be nominated and elected for the Planning Commission.

Commissioner Williams nominated Commissioner Stubbs for Vice Chairman. Commissioner Greg Willis closed the nominations. The Clerk called the vote, and the Commissioners voted unanimously, with Commissioner Stubbs abstaining, to elect Commissioner Stubbs as Vice Chairman as recorded on the attached chart as motion #3.

### **PUBLIC HEARING – 7 BANK STREET REZONING**

Chairman Marshall stated that there is a public hearing tonight to receive comments regarding the 7 Bank Street rezoning. He asked Mr. Sullivan to give a summary regarding the request.

Mr. Sullivan reported that the applicant, Cullen Group, LLC, has requested to change the zoning at 7 Bank Street from Single Family Residential (R1) to a Conditional High Density Residential (HDR) and place three housing units on the property. He said the project requires the Conditional HRD as the by-right use and allows a maximum of 5 units per acre. He said the maximum density for a conditional use allows up to 10 units per acre. Mr. Sullivan said the proposed project would put the density at 5.6 units per acre.

Mr. Sullivan stated that this project can be a benefit to the Town with the additional housing it will provide. He said the additional homes would allow for greater utilization of otherwise undeveloped land. He said the additional homes will also provide a greater amount of property tax and a greater chance to generate sales tax in the Town. He explained that while the property is currently zoned R-1, it is right next to several properties that have been zoned HDR. Mr. Sullivan said the extension of the HDR area would not have a significant impact on traffic flow.

Chairman Marshall opened the public hearing. Being that there was no one to speak in favor or in opposition to the rezoning request, he closed the public hearing. He then opened the matter for discussion among the Commissioners.

Commissioner Glyn Willis said he visited the property and spoke with the neighbors on both sides, and they were concerned about the density. Commissioner Glyn Willis said he is also concerned with the density. He said he also is not sure that the style or aesthetics of the proposed new homes will match up reasonably well with the neighborhood because of the 60 to 70 year old homes in that area.

Vice Chairman Stubbs expressed his concerns with the lot being extremely low and wet.

Planning Commission continued to discuss the need for affordable rental property within the Town, size and appearance of the proposed new homes, issues with the density, and the precedence that would be set for future up-zonings in other areas within the Town.

After further discussion, Commissioner Glyn Willis made a motion to forward the rezoning application to Town Council with a recommendation to deny the request to rezone 7 Bank Street from R-1 to a Conditional HRD due to density issues, setting precedence for future up-zonings, and the negative impact on community composition due to the number of units. Vice Chairman Stubbs seconded the motion, and the

Commission unanimously passed the motion as recorded on the attached chart as motion #4.

#### **DRAFT GOLF CART ORDINANCE**

Mr. Sullivan said he enclosed draft language for allowing golf carts on public streets in the Town of Windsor with speed limits of 35 MPH or less. He said the draft language requires that the user/owner has a valid driver's license, the vehicle is insured, the vehicle has completed an annual safety inspection, has a slow moving vehicle sticker on it, and has received a sticker from the Town showing that the owner has satisfied all the Town's requirements.

After discussion regarding safety issues and following behind a slow moving golf cart through the Town, Planning Commission agreed by consensus to not pursue allowing golf carts on public streets within the Town.

#### **TOWN ATTORNEY'S REPORT**

None

#### **ECONOMIC DEVELOPMENT AUTHORITY - EDA**

Vice Chairman Stubbs reported that Anna's Italian Restaurant has opened.

#### **OTHER REPORTS**

##### ***Downtown Concept for the Town of Windsor***

Mr. Sullivan said he will have a market report available at the October 24, 2018 meeting for the Commissioner's review and consideration regarding the downtown concept that was discussed at the August 22, 2018 Planning Commission meeting.

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

Mr. Stallings reported that the development across from Food Lion is at a stand-still.

#### **ADJOURNMENT**

Chairman Marshall noted that the next meeting is scheduled for October 24, 2018.

There being no further business, Vice Chairman Stubbs made the motion to adjourn. Commissioner Glyn Willis seconded the motion, and the Commission unanimously approved the motion as recorded on the attached chart as motion #5.

The meeting adjourned at 8:40 p.m.

---

Leonard L. Marshall, Chairman

---

Terry Whitehead, Town Clerk

TOWN OF WINDSOR  
RECORD OF  
PLANNING COMMISSION VOTES

Commission Meeting Date September 26, 2018

Motion #	Glyn Willis	E. Lynch	D. Hewitt	Greg Willis	L. Marshall	G. Stubbs	L. Williams
1	Y	Y	absent	Y	Y	Y	Y
2	Y	Y		Y	abstained	Y	Y
3	Y	Y		Y	Y	abstained	Y
4	Y	Y		Y	Y	X	Y
5	Y	Y		Y	Y	Y	Y
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19							
20							
21							
22							
23							
24							
25							
26							
27							
28							
29							
30							
31							
32							
33							
34							
35							
36							
37							
38							
39							
40							
41							
42							
43							
44							
45							

Jerry Whitehead, Clerk

TOWN OF WINDSOR

# Windsor Economic and Comparison Report

---

**By Benjamin Sullivan**

**10/19/2018**

## **Executive Summary**

The Town of Windsor has fallen behind Smithfield, Isle of Wight County, and The City of Suffolk in terms of growth rates. Windsor's share of population and of the economy has shrunk significantly from 2000 to projected year 2023. A bright spot in the report is that housing unit values and incomes have climbed within the township. While some of that improvement has come from the 2001 annexation, it is unlikely to account for the entirety of the drop in poverty at a percent of the population or the decrease in low valued housing units.

The conclusion provided at the end of the document lays out goals and suggestions that Windsor can take to prevent falling behind its neighbors.

## **Goals of the document**

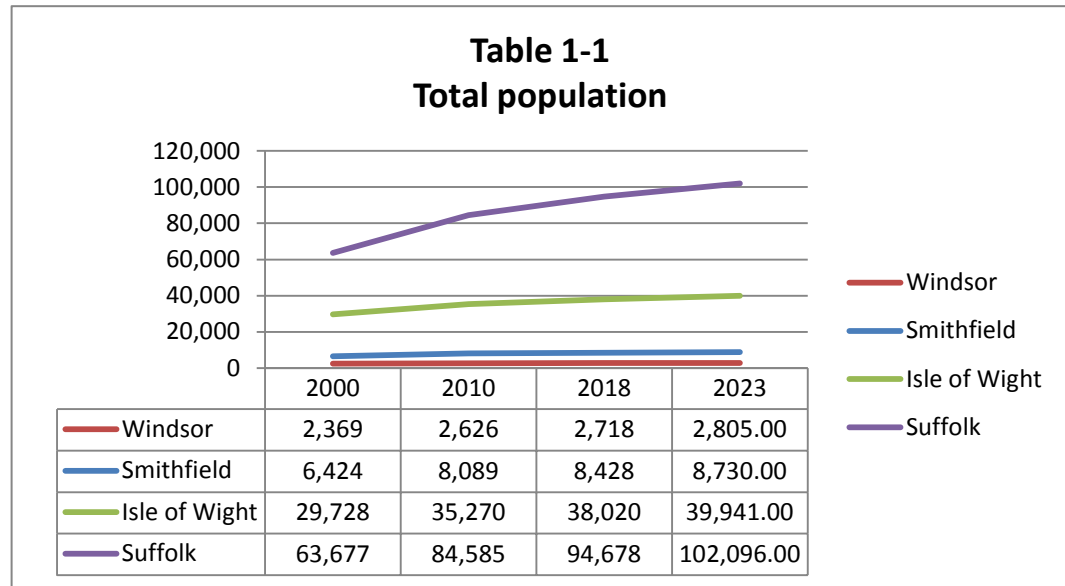
The purpose of this document is to take the first step in identifying the current economic condition of the Town of Windsor, how it compares to regional competitors, and potential actions Windsor can take to improve its situation.

This document will act as the foundation for future discussion on economic development plans, and will be added to as time and necessity dictates.

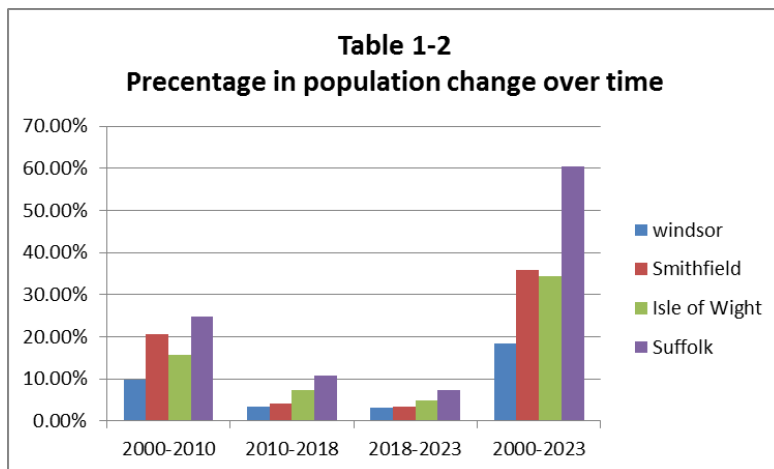
## Population

The population of Windsor was 2,369 after the annexation of territory from Isle of Wight (IOW) and is projected to grow to 2,805 by 2023. This represents a growth of 18.4% from 2000-2023.

This is significantly behind the growth that Smithfield, Suffolk, and IOW have experienced. Suffolk had growth of 60% in that same time frame and will have added just fewer than 40,000 new residences. IOW experienced the slowest growth of the other three, but still increased its population by 34.35%, which translates to an additional 10,000 residence by 2023. It should be noted that Windsor and Smithfield are included in IOW's numbers. However, Smithfield grew at a slightly faster rate than IOW did and thus will constitute a larger share of IOW's population.



The four areas experienced the largest jump in population growth between 2000 and 2010. As can be seen on table 1-2, the more urban areas of Smithfield and Suffolk grew at a greater rate than IOW and more than double of Windsor.



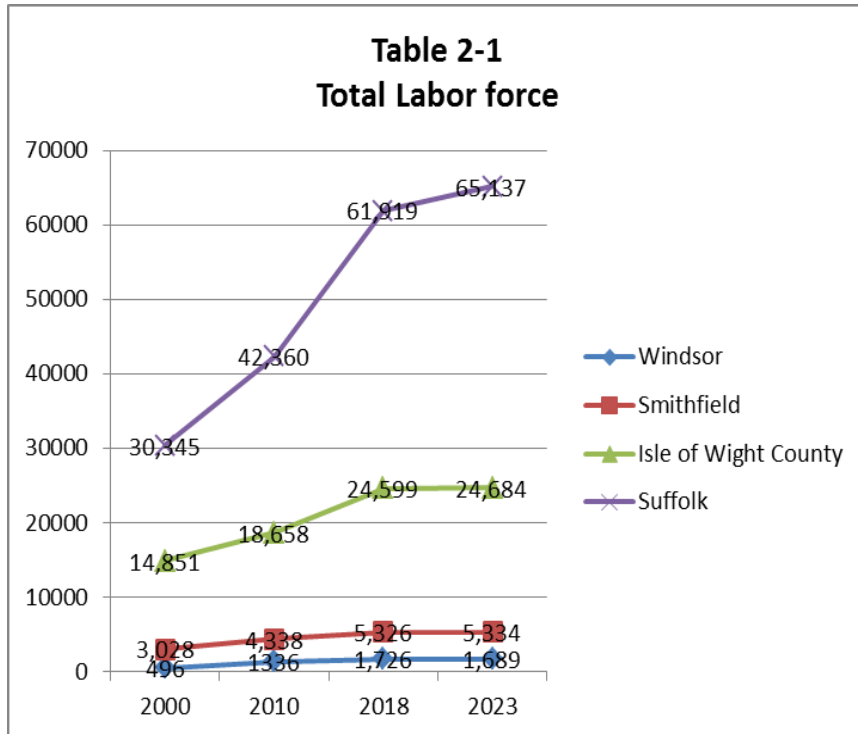
After 2010, growth rates in all areas were cut by over half. This is presumably due to the 2009 crash. The 2023 prediction continues to show a decline in growth rate for all areas, but Windsor lost the least ground for this period. Growth rates for Smithfield and IOW are much closer to Windsor's rate, while Suffolk almost doubles the highest of the three.

1. Data for total population for 2000 and 2010 were obtained from US Census. Projected population for 2018 and 2023 were gathered from Hampton Roads Economic Development Alliance.



## Labor Force

All of IOW County is aging. As a whole, the county's median age is increasing from 43.7 to 46.5, an increase of 2.8 years. Smithfield's age increased from 42.3 to 44.4 or an increase of 2.1 years, and Suffolk goes from 37.7 to 39.1, or 1.4 years. Windsor starts at a similar age as Smithfield at 42 years, but jumps to 46.4, or an increase of 4.4 years, by 2023.



While this in itself should not be alarming, if population and aging rates stay the same, then Windsor will experience a net decrease of people of working age in the labor force by 2023. The drop went from a high of 1,726 in 2018 to 1,689 in 2023. This is a unique phenomenon in the four examined areas. Additionally, from 2000 to 2010 only Windsor stayed flat in civilian labor force participation rate. IOW had the next lowest increase of 3.1%.

## Household Income

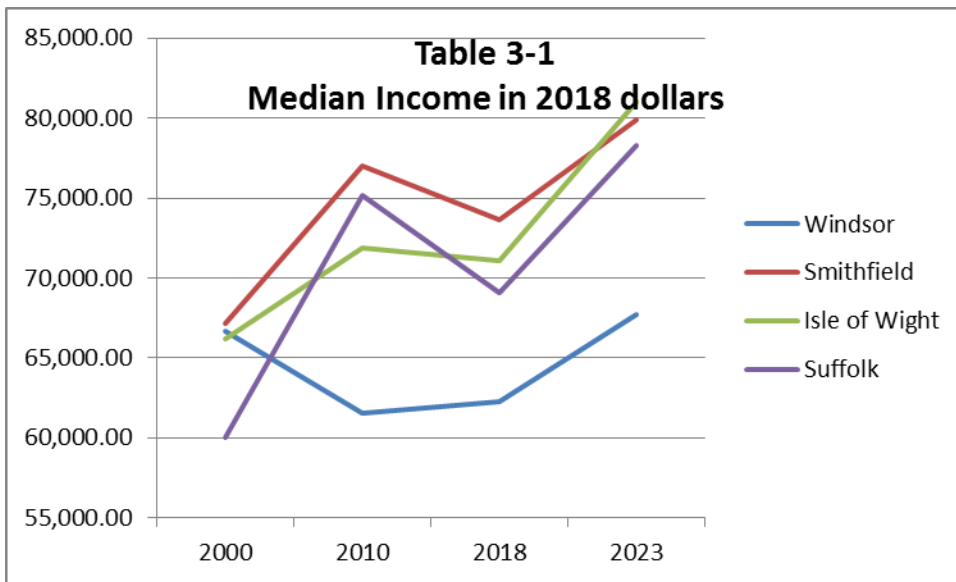
Household incomes will be examined by median income, per capita, and by percentage of population in income brackets.

Household income offers a brighter, but still mixed picture on Windsor's economic health. The decreases and increases in inflation adjusted income happened during opposite time periods for Windsor when compared to Smithfield, Suffolk, and IOW.

The median income for Windsor dropped between 2000 and 2010, increased slightly from 2010 to 2018, and increased again for the 2023 prediction year. The other three areas saw an increase in median income during 2000 and 2010, but saw a decrease between 2010 and 2018. They all saw an increase in income for 2023.

It is unclear why Windsor experienced a reverse income trend between 2000-2010 from its neighbors. A potential explanation is that Windsor's neighbors benefited from the housing boom while the Town lost business to its competitors. Because the neighboring areas benefited from the boom, they also suffered from its crash. However, there would need to be further examination in this area to fully understand why.

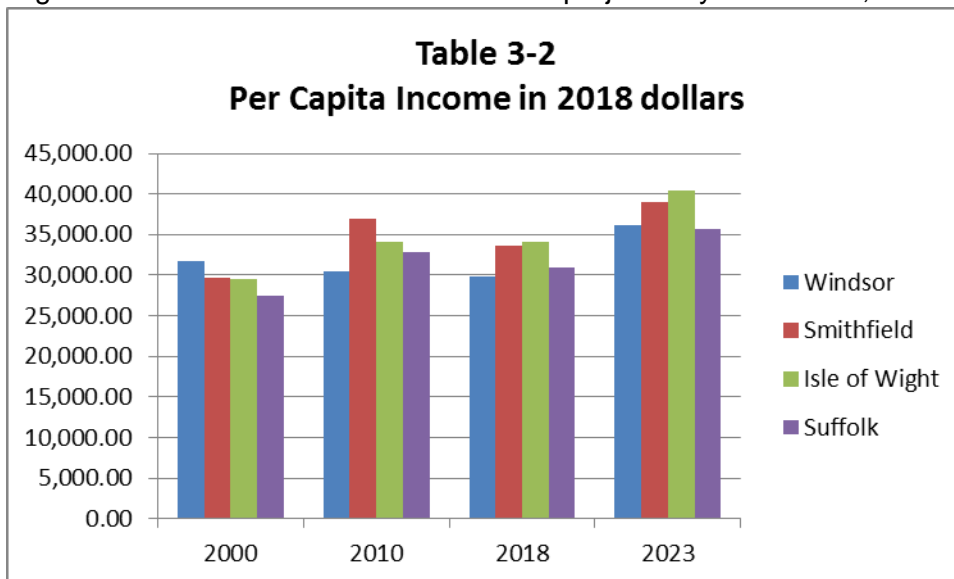
1. Labor Force numbers for 2000 and 2010 were gathered from US Census. Since there were no projected numbers for 2018 and 2023, the same percentage of labor force participation for 2010 was kept for 2018 and 2023. That percentage was applied the working age population of 16 to 65 years old.



Overall, Windsor only increased its median income between 2000-2023 by over \$1,000. The other areas have increased theirs by a minimum of \$10,000.

Another way to look at income is to examine an area's per capita income. This is done by taking the entire income of an area and dividing it by the total population.

In 2000, Windsor had the highest per Capita income in the area, but falls to third place by 2023. Its per capita income also grows the least of all its competitors, growing just under \$5,000, while the next lowest was Suffolk which grew by \$8,000. While Windsor's per capita grows the fastest between 2018 and the projection year of 2023, it should be noted that the



median income of 2000 and 2023 are extremely close. This leads to the conclusion that population is shrinking in comparison to income.

Incomes have risen and Windsor has seen a decrease in poverty. 47% of Windsor's population made \$35,000 or less a year before the annexation. Today that number has been

halved. Just over 23% of the population is within the same income brackets. There has been a slight drop in percentage of the population making between \$35k-\$100k a year, but there has been a vast increase in households making \$100k and above. By 2023, 1 out of every 5 household in Windsor will be making more than \$100 thousand a year. While the other areas reduced their percentage of population making less than \$35k a year, Windsor had the second largest drop next to IOW which went from 43% to 18%.

1. Median income and per capita for 2000 and 2010 were gathered from US Census while the 2018 and 2023 projections are from the Hampton Roads Economic Development Alliance.

Windsor still has the highest percentage of population making \$35 thousand and below and has a much smaller portion of its population making between \$100k-\$150k a year. This probably explains why Windsor has a lower median income than other areas by 2023.

## Poverty

Future predictions on poverty could not be obtained. Only data available for this section comes from the 2000 and 2010 census.

Windsor saw its total population of people below the poverty threshold more than double between 2000 and 2010. But this is offset by the total increase in overall population of the town. Windsor actually saw its portion of people in poverty drop by more than a percentage point in that same time. The city of Suffolk experienced a similar decrease in poverty, while Smithfield saw a large decrease in percentage, dropping almost four points. IOW had an increase in both total population and percentage of population in poverty.

Windsor	2000	2010.00%	Smithfield	2000	2010	IOW	2000	2010	Suffolk	2000	2010
population	82	189	population	8,264	9,696	population	720	11.38%	population	2,449	3,109
percentage	8.95%	7.20%	percentage	12.97%	11.46%	percentage	631	7.80%	percentage	8.23%	8.90%

## Housing Value

95% of homes in Windsor were valued at \$150k or less with almost 50% being \$50k or less in the 2000 census. Today that number has dropped to 24% and is expected to drop more by 2023. The rate that Windsor has reduced these low costing housing units far outstrips that of Smithfield or Suffolk. Only IOW managed to improve quicker, but only by a little bit.

Windsor Housing Units by Value												
year	Total units	<50k	50k-99,999	100k-149,999	150k-199,999	200k-249,999	250k-299,999	300k-399,999	400k-499,999	500k-749,999	750k-999,999	1 million +
2000	422	44.16%	26.50%	23.65%	5.70%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
2010	1,059	29.63%	3.83%	5.62%	11.49%	18.90%	15.96%	14.56%	0.00%	0.00%	0.00%	0.00%
2018	1,099	16.00%	3.80%	7.40%	10.40%	19.40%	16.90%	17.60%	1.80%	5.20%	1.40%	0.10%
2023	1,135	9.90%	2.80%	6.10%	8.80%	20.10%	17.90%	20.50%	2.40%	8.60%	2.50%	0.40%
2000-2023 change	168.96%	-77.58%	-89.43%	-74.21%	49.12%	6.35%	28.45%	40.80%	33.33%	65.38%	78.57%	300.00%
Smithfield Housing Units by Value												
year	Total units	<50k	50k-99,999	100k-149,999	150k-199,999	200k-249,999	250k-299,999	300k-399,999	400k-499,999	500k-749,999	750k-999,999	1 million +
2000	2,587	2.89%	24.93%	30.06%	24.74%	8.82%	3.36%	1.25%	0.53%	1.84%	0.00%	0.00%
2010	3,323	6.50%	3.19%	5.95%	6.85%	15.87%	12.93%	28.33%	6.38%	9.74%	2.21%	2.04%
2018	3,474	4.30%	2.40%	4.00%	9.20%	13.80%	17.80%	22.90%	7.10%	11.90%	4.50%	2.20%
2023	3,603	2.90%	1.60%	2.80%	7.00%	11.70%	16.20%	22.60%	8.00%	16.20%	7.30%	3.60%
2000-2023 change	39.27%	0.35%	-93.58%	-90.69%	71.71%	32.65%	382.14%	1708.00%	1409.43%	7804.35%	230.32%	76.47%
Suffolk Housing Units by Value												
year	Total units	<50k	50k-99,999	100k-149,999	150k-199,999	200k-249,999	250k-299,999	300k-399,999	400k-499,999	500k-749,999	750k-999,999	1 million +
2000	24,704	6.23%	20.62%	18.69%	7.00%	4.04%	1.24%	0.99%	0.30%	0.16%	0.12%	0.00%
2010	33,035	5.28%	5.00%	7.54%	14.86%	16.75%	13.07%	20.43%	8.26%	6.12%	1.52%	1.17%
2018	36,848	2.70%	3.80%	7.50%	13.60%	16.50%	15.40%	20.30%	8.70%	7.20%	2.10%	2.30%
2023	39,600	2.00%	3.10%	6.40%	11.70%	15.40%	14.90%	20.90%	10.00%	9.30%	3.10%	3.30%
2000-2023 change	60.30%	-67.90%	-84.97%	-65.76%	67.14%	281.19%	1101.61%	2011.11%	3233.33%	57.13%	2483.33%	
Isle of Wight Housing Units by Value												
year	Total units	<50k	50k-99,999	100k-149,999	150k-199,999	200k-249,999	250k-299,999	300k-399,999	400k-499,999	500k-749,999	750k-999,999	1 million +
2000	12,066	16.66%	26.16%	24.17%	16.98%	7.02%	3.91%	2.51%	1.28%	0.68%	0.22%	0.42%
2010	14,633	10.48%	5.60%	7.17%	9.23%	15.87%	12.50%	19.75%	7.73%	8.47%	2.02%	1.17%
2018	15,798	6.90%	3.80%	5.80%	10.20%	14.20%	14.90%	18.30%	9.20%	11.60%	2.70%	2.30%
2023	16,614	4.50%	2.70%	4.30%	8.10%	12.60%	14.20%	18.50%	10.70%	16.00%	4.40%	3.90%
2000-2023 change	37.69%	-72.99%	-89.68%	-82.21%	-52.29%	79.49%	263.17%	637.05%	737.25%	2263.37%	1913.73%	839.76%

As of 2018, 54% of Windsor housing units are valued between \$150k and \$30k, second highest of the four behind Smithfield. This percentage is predicted to grow by 2023 and will outstrip all of the other areas in this regard. One reason for this is that by 2023 all the other areas will have over 40% of their homes valued at

1. Total housing units and values for 2000 and 2010 were gathered from the US Census. The projected years of 2018 and 2023 were gained from the Hampton Roads Economic Development Alliance.

\$300 thousand or more. This should be expected as that they have a greater percentage of homes at a high value. Only Windsor had no homes valued at over \$200k while the others did.

Lastly, it is difficult to determine the exact rate at which Windsor has added housing stock since the 2000 census because the total units were calculated before the annexation. If the rate is calculated from 2010 to 2023, then it shows that Windsor added an additional 7% in housing stock which is not far behind Smithfield's 8.5%. The city of Suffolk would have added the most in this period with 19.9%.

Windsor lags far behind its neighbors in terms of adding housing units. Its competitors have added between 38%-60% new housing units since 2000. Windsor has increased its stock by only 17%.

### **Conclusion**

The Town of Windsor lags behind its neighbors in almost every regard. Its population grows more slowly, median income growth is almost flat, it can expect to lose its working population to aging in the near future, and it is not keeping up with its housing stock.

This is not to say all things are bad. There is more money per person in the Town, a smaller percentage of its population is in poverty, and the Town had dramatically increased the quality of housing units since 2000.

But the issue seems to be that Windsor is not attracting people at the same rate as its neighbors. It is unreasonable to expect Windsor to build as many homes as Smithfield or Suffolk, but if these trends continue then Windsor's portion of the population and economy will continue to shrink. It will at best be a place where people might find a moderately priced home.

However, trends starting in the 2000's show that younger members of Generation X and Millennials are willing to forgo larger homes and pay a premium to live closer to work or community amenities such as restaurants, grocery stores, and areas of social gathers.

For Windsor to turn its fortunes around it must identify ways to attract people and their dollars. It must do so not only by constructing new homes, but by identifying niche markets that will make Windsor stand out, and by building infrastructure that will attract young home buyers.

A rudimentary analysis has shown that there are limited entertainment options west of Suffolk. This possible niche market can draw in people from the surrounding area. Two suggestions to fill this market would be either a movie theater or a bowling alley. The closet location for either of these would be in northern Suffolk or on the peninsula. There is also a bowling alley in Franklin. There are currently no movie theaters west of Suffolk.

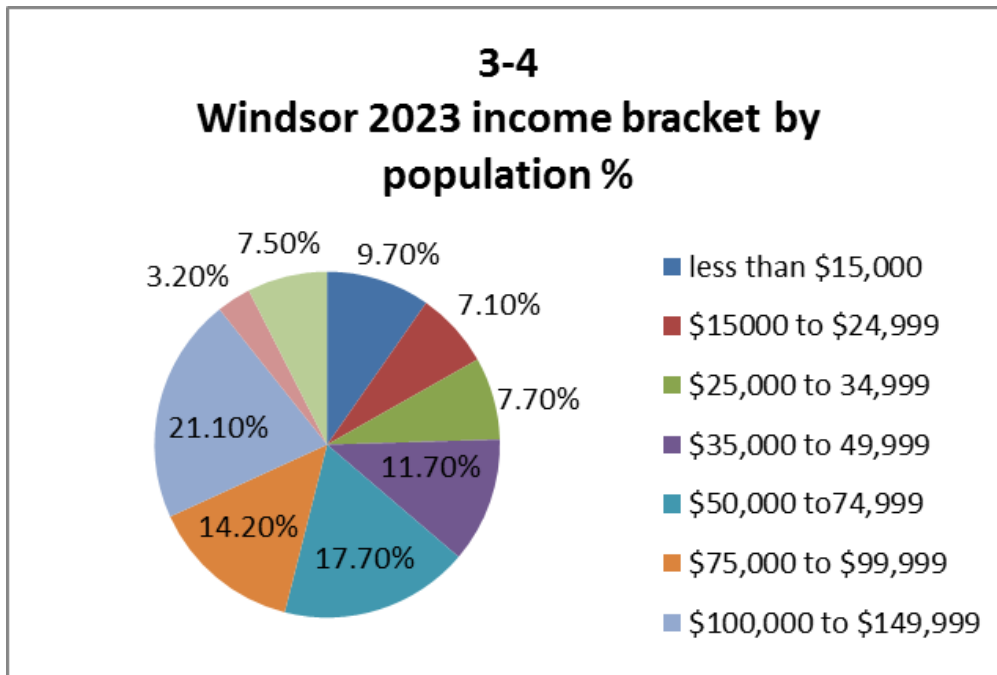
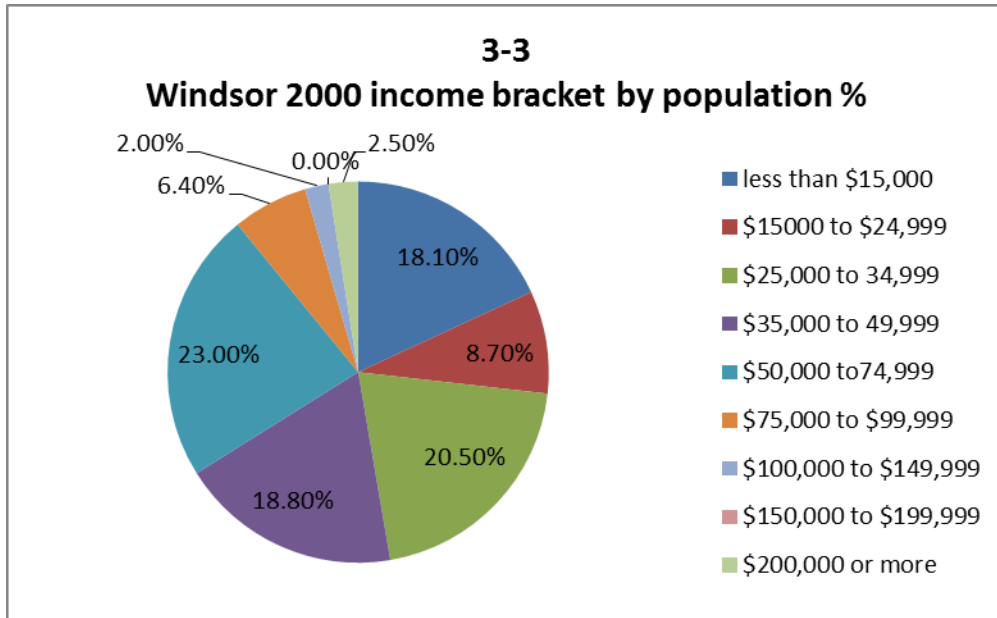
To maximize the impact of a bowling alley or a theater there must also be supporting businesses. Restaurants and offices offer foot traffic support during the daytime for the area. It is necessary to provide a multitude of reasons for people to visit the area and give it a sense of life.

A current weakness of Windsor is that around 50% of its land is dedicated to agriculture or raw material harvesting. This is a significant weakness because these businesses provide less than 2% of employment in Town.

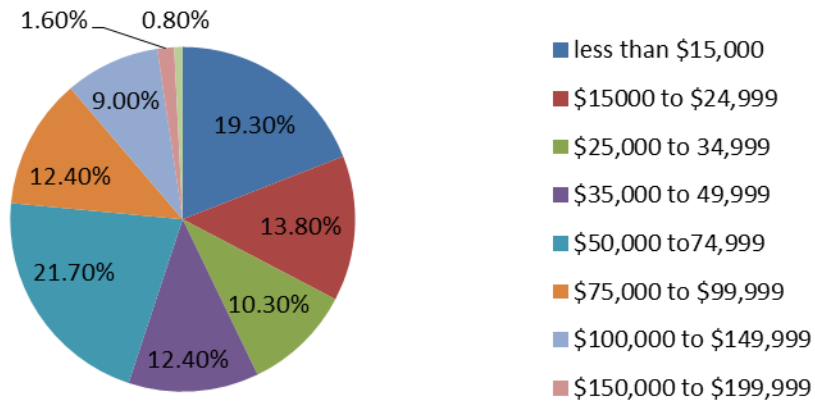
This weakness can be turned into a strength because not only is this land spread through the Town, it also provides an area that requires little to no demolition and minimal land clearing. Essentially the Town can pick where it wants new development and there is minimal effort to prepare for construction.

Finally, Windsor should not feel like it must become another Smithfield or Suffolk. What it must do is develop an environment in which the town becomes self-sufficient, does not continue to lose ground to its neighbors, and create an environment that gives millennials and younger generations a reason to visit and stay in Windsor.

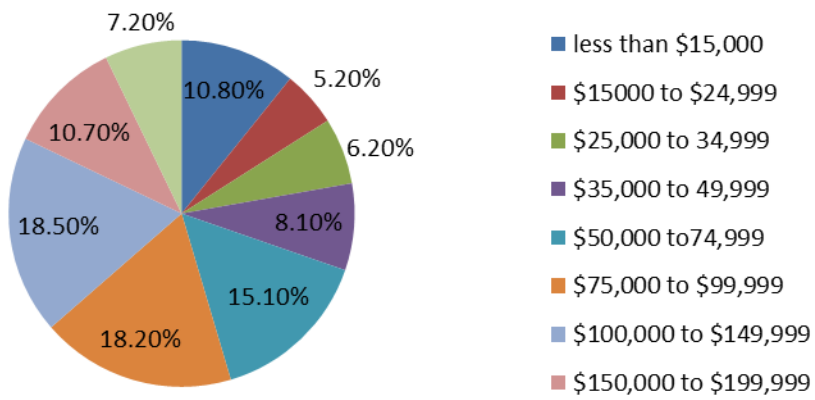
# Appendix



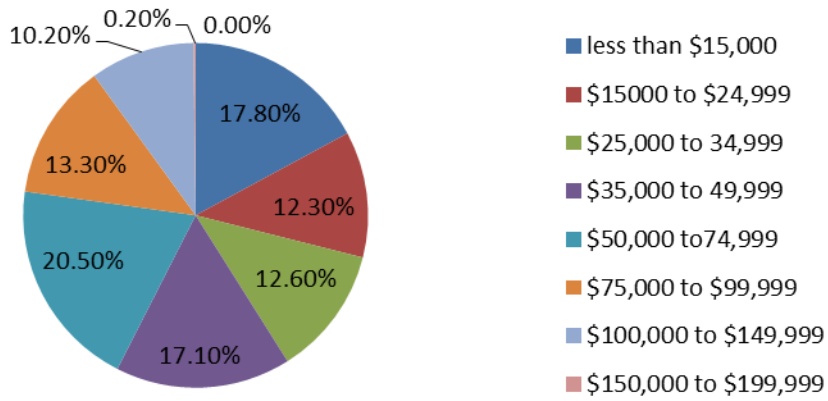
**Table 3-5  
Smithfield 2000 income bracket by population %**



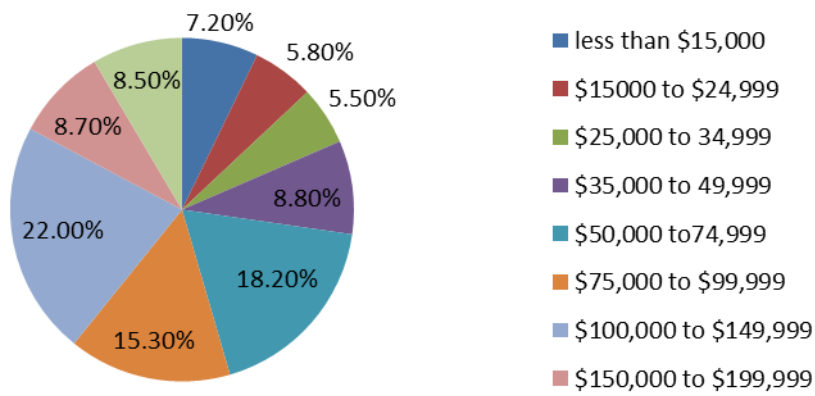
**Table 3-6  
Smithfield 2023 income bracket by population %**



**Table 3-7**  
**IOW 2000 income bracket by population %**

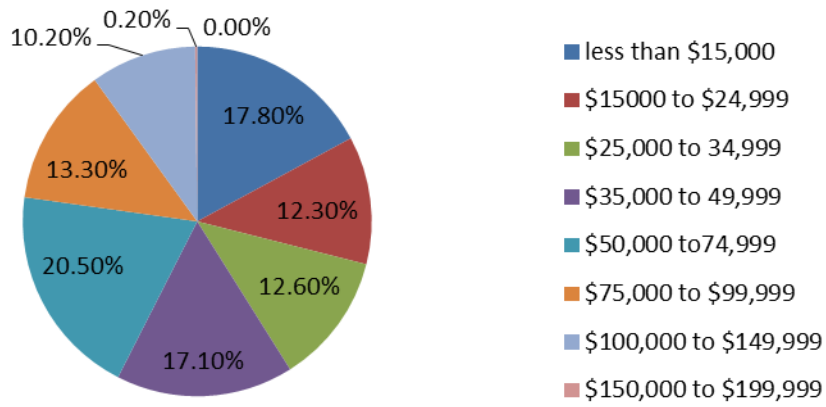


**Table 3-8**  
**IOW 2023 income bracket by population %**





**Table 3-9**  
**Suffolk 2000 income bracket by population %**



**Table 3-10**  
**Suffolk 2023 income bracket by population %**

