

EXECUTIVE SUMMARY  
COASTAL AREA MANAGEMENT  
LAND USE PLAN UPDATE  
WINDSOR, NORTH CAROLINA

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The following is a summary of the Town of Windsor's CAMA Land Development Update. The update is consistent with the requirements of the Coastal Area Management Act. It was written in accordance with the amended Land Use Planning Guidelines effective as of September 1, 1979. Thus, the update and the original 1976 Plan will serve as a "blueprint" for future development in the Town of Windsor.

The CAMA Guidelines state that the major purpose of periodic updating of local land use plans is to identify and analyze emerging community issues and problems.

The guidelines further give the following objectives the update should meet:

- 1) to further define and refine local policies and issues;
- 2) to further examine and refine the land classification system and the land classification map;
- 3) to assess the effectiveness of the existing land use plan and its implementation;
- 4) to further explore implementation procedures; and;
- 5) to promote a better understanding of the land use planning process.

What follows are the issues that were defined in the update, possible policy alternatives, the community's chosen policies, and a description of how the adopted policies will be implemented.

**A. ISSUE - RESOURCE PROTECTION**

Certain natural resources within the coastal area contain unique features that give them particular environmental value. The Coastal Resources Commission has designated these unique features as areas of environmental concern. The only Area of Environmental Concern within the town is the Public Trust Waters. These waters are defined as all navigable waters

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within the town and its planning area. A full description of these waters can be found in the original CAMA Plan (p. 87.) Local officials feel that recreational uses are appropriate for this AEC. Officials stress activities such as fishing, boating and wading for this area. Activities the town will prohibit in these waters include use as a drinking water supply and for culinary or food-processing purposes.

Turning from Windsor's only AEC an examination of the town's other resources must be made including a description of their constraints. The constraints land suitability section of this plan indicated that Windsor had two types of physical constraints to development. The first constraint is a man-made hazard involving the town's storage areas for oil and petroleum. Development surrounding these storage areas is directed by the Windsor Zoning Ordinance. The use of this ordinance to direct future development close to these areas will assure compatible land uses. The second constraint is a natural hazard in the form of a flood hazard area. This area is located within the Cashie Flood Plain. Development is directed by use of the town's floodway ordinance. Windsor is also under the Emergency Flood Insurance Program.

Windsor's elevation and frequent flooding have caused a problem for some soil associations within the planning area. Therefore, the soils in the planning area can also present a constraint to development. Refer to the constraints and land suitability section in the update for a full description of the problem concerning the soils. Local officials have indicated that they will use the completed soils survey report to help local residents make better land use decisions.

Other natural resources found within the Windsor Planning Area include the agricultural and forest lands. These lands are dominate in land use and also have a significant impact on the town's economic base,

as the economy and population section of the update denotes. Therefore, the proper management and protection of these resources is important concerning the economic well-being and social stability of the Town of Windsor.

Windsor contains approximately twenty-three (23) historic structures of significance. These historically significant structures have helped the town realize the need for establishing a district for the protection of the town's only historic resources. The establishment of such a district indicates concern regarding the town's past history.

Presently, the County prepares hurricane and flood evacuation plans for all municipalities within the County. Therefore, Windsor officials do not have to prepare such documents for the town. The needs for such plans are obvious and continued participation with the County in such plans will assure adequate protection for the town.

#### Policy Alternatives

- (1) The Town could choose not to protect its natural resources.

This alternative should be unacceptable because of the important role natural resources play in the overall economy of the Town.

- (2) The Town could plan facilities so that they will not impact historically significant properties. As mentioned earlier, the town is establishing a historic district which will contain the majority of the town's historic sites. Preserving and protecting this area could bring tourist dollars into the town.

- (3) The Town could allow no development in AEC. It is not clear under this alternative whether the Town has the statutory authority to allow no development at all in AEC.
- (4) The Town could allow limited development in its designation AEC such as: piers and wharfs. This alternative is consistent with the CAMA Guidelines and is considered to be more feasible than the preceding alternative.
- (5) The Town could support all federal and state programs aimed at protecting fragile environmental areas.
- (6) The Town could or could not develop its own hurricane and flood evacuation plans or continue to be a part of the County's plan.

#### Policy Choices

- (1) The Town will discourage development that is found to be non-compatible to the local soil characteristics.
- (2) The Town will not support development that negatively affects hazardous or fragile land areas such as AEC and historical and archeological properties.
- (3) The Town will allow limited development in its designated AEC's consistent with 15 NCAC 7H, 7J, 7K, and 7M.
- (4) The Town will continue to be included in the County's Hurricane and Flood Evacuation Plan.

## Description of the Proposed Implementation Procedures

- (1) The town council and town administrator will make the recently completed Soil Survey an important part to the town development process by 1982.
- (2) The Town will not provide services to projects that could have a negative impact on fragile or hazardous environmental areas. These services include water and sewer services, solid waste disposal, and recreational facilities.
- (3) The town administrator (permit letting officer) will continue to enforce the CAMA minor permit letting system in designated AEC's.

### **B. ISSUE - RESOURCE PRODUCTION AND MANAGEMENT**

As mentioned earlier, natural resources in and within close proximity to the town include the productive agricultural and forest lands. Windsor also has one designated AEC. All of these resources impact on the local community in some way, thus, they should be properly managed to assure continued benefit to the town. What follows here is a discussion of these resources and their impact on the Town of Windsor.

Productive agricultural lands encompass approximately 1,858 acres and are located throughout the town's one-mile area. All agricultural lands are currently devoted to crop production or have crop production as their primary function. Presently, twelve percent (12%) of the local farms are involved in agricultural activities.

Forest production also has a positive impact on the local economy. These land uses are also located throughout the town's one-mile area.

Presently, sixty-three percent (63%) of Bertie County's manufacturing firms are located in Windsor and are related to forestry activities. When we combine forestry with agriculture the economic impact is very significant. Together they comprise seventy-five percent (75%) of the local firms involved in forestry and agriculture. However, the adverse affects of the operations of both activities should be weighed. Operations such as draining and ditching should be watched because of the possible effects it could have on another industry or resource, namely fishing. However, Windsor has no vast amount of commercial or recreational fishing. Thus, improved agricultural and forest programs and proper management could increase the yielding production of these resources.

As aforementioned, Windsor has no commercial fisheries. The Town does have an AEC, Public Trust Waters. Public trust areas are all waters in the coastal zone in which the public has acquired rights by prescription, custom, usage, dedication or any other means. In Windsor's case these waters are used for recreational fishing and other uses as prescribed by the CAMA Guidelines. Proper management should continue to be given to this area because of the aesthetic value and potential for economic development.

Off-road vehicles have not caused any problems in Windsor, therefore the Town has no policy regarding this issue.

#### Policy Alternatives

- (1) The Town could not be involved in any resource production or management activities. This alternative should be unacceptable because of the economic impact those resources have on the Town.

- (2) The Town could support all federal and state programs dealing with the management of commercial and recreational fisheries. There is no commercial fishing occurring within the town, however, there is a need to protect the little recreational fishing that currently exist.
- (3) The Town could support all federal and state programs that deal with the management of commercial forest. Of the fifteen (15) firms located in Windsor, sixty-three percent (63%) of the firms have activities that involve forest related projects. This denotes the importance of forestry to the Town.
- (4) The Town could support all federal and state and programs that deal with the management of agricultural lands in its planning area.
- (5) The Town could choose not to utilize the soil survey reports. This should be unacceptable because the purpose of the on-going soil survey is to help landowners make better land decisions, thus bringing about better management of one of the town's valuable resources (its soils.)

#### Policy Choices

- (1) The Town will use the soil survey because of the importance in maintaining productive agricultural lands and providing information for land use decisions.
- (2) The Town will support all federal and state programs that deal with the management of commercial forest and agricultural lands.

- (3) The Town will support when feasible, all federal and state programs dealing with the management of commercial fisheries and recreational fishing.
- (4) The Town does not have any known mineral production areas at the present time. However, if any are found, they will be developed in a manner such that their production will be consistent with all other resources protection and production policies.
- (5) The Town does not have a policy on off-road vehicles because the issue does not concern Windsor.

Description of the Proposed Implementation Procedures

- (1) The town administrator and clerk will utilize the completed Soil Survey Report as a base for providing information concerning land use decisions by 1982.
- (2) The town administrator and clerk with the aid of county, state, and federal agencies will provide information for proper forest and agricultural management to local residents by 1982.
- (3) The Town will continue to utilize its adopted Zoning Ordinance, Subdivision Regulations and CAMA permit issuing powers to help manage its land resources.

C. ISSUE - ECONOMIC AND COMMUNITY DEVELOPMENT

The economic and community development issues of the 1976 Plan are still significant today. Local residents realize the importance of both issues as related to job opportunities and improved housing conditions.

Town officials realize that economic development can assure the maintenance of a strong local tax base and help provide an upgrade in services. They also know that new community development suggest the need for more public services in areas experiencing growth. What follows here is a discussion on the economic and community development issues that face Windsor.

All types of development are encouraged within the Windsor Planning Area. The 1976 Plan suggest (p. 58) that the Town wishes to continue the existing developmental patterns occurring in town excluding incompatible land uses.

Patterns of economic development, commercial and industrial have not changed since the original CAMA Plan. Concentrations of commercial establishments are still centered in the Central Business District (CBD.) However, physical deterioration is still a problem for the CBD coupled with the competition of neighboring plazas and shopping centers. To help this situation the town had the East Carolina University - Regional Development Institute prepare a redevelopment plan for the CBD. This plan included architectural designs for all of the establishments in the downtown business area. The town officials and local merchants hope that the renewed interest in this area will help generate more economic activity. The development of the Historic District should also aid in the CBD revitalization.

Industrial growth has been steady in the Windsor Planning Area. As mentioned earlier, state and local officials have suggested future industrial development occur in the industrial park site. The proximity to major northeastern routes and a twelve (12") inch water line serving the area add to the attraction of industrial prospects. The most recent of these prospects is the June Day Manufacturing Company,

a bathing suit manufacturer. The Town will continue to provide public services when feasible to help expand the commercial and industrial development near the town. Turning from Windsor's economic development issues we look at the community development issues that exist in the town.

As the existing land use section of the update suggest Windsor has been characterized by steady residential development. Presently, steady growth patterns are occurring in several communities and subdivisions within the town. Communities experiencing residential growth include Spruill Park Development, Hillcrest Development, Powell Stokes Community, the Thompson Development and the Windsor Oaks Community.

A previous problem concerning residential development involved land use compatibility. This issue concerned conflicting land uses of residential and industrial properties near the Windsor Oaks Community. The strict enforcement of the Windsor Zoning Ordinance resolved this issue and has been important in directing development in Windsor.

Town officials and area residents are also concerned with preserving the local housing stock. The Town currently administers a federal housing program. The program is funded through the Department of Housing and Urban Development (HUD) under their Small Cities Community Development Block Grant Program. In addition to housing improvements, local officials also understand that some public improvements can be made under this grant program. Thus, we see the redevelopment of older or distressed residential neighborhoods is an issue the town is working to resolve.

Local officials have encouraged development in and within close proximity to the town's corporate boundaries. The officials feel that clustering developmental patterns will lessen service extension cost i. e., water and sewer lines. The constraints-capacity of community facilities section of the update suggest that the present facilities will be capable of any additional demand anticipated by an increased population.

The Town of Windsor does not have a policy on energy facility siting. However, such facilities would have to adhere to the Windsor Zoning Ordinance, if they are located within the Windsor Planning Jurisdiction.

The Town does not have policies on tourism, beach or waterfront access. However, the town should create a policy concerning tourism since it is in the process of establishing a historic district. Creation of such a policy can add dollars to the local economy.

Another issue of local concern is annexation. As the population and economy section of the update notes, Windsor's present growth can be attributed to recent annexations. Presently, the town is considering two (2) new areas near the town for possible annexation. These areas include: (1) an area on U. S. 17 North beginning at the town limits and running approximately 3,800 from U. S. 17 and (2) an area on U. S. 13 beginning at the town limits and running to the Cashie River. The town council has requested and received a grant commitment under the N. C. Clean Water Bond Act to help in the extension of services to areas of proposed annexation. Other grant funds are currently being pursued for service provision. From the preceding paragraph it can be seen that the Town of Windsor is pro-growth. Thus, it is the town's policy to annex areas close proximity of the present town limits according to

G. S. 160A-36. This annexation policy is contingent upon the town receiving funds to decrease the cost of the service provision.

### Policy Alternatives

- (1) Do not seek additional economic or community development in the Town. This alternative would be impractical since the town council has taken a pro-growth position concerning this issue.
- (2) To commit the Town to such programs as Community Development Block Grants and Highway programs and other federal and state programs that could aid the town in its economic and community development.
- (3) To encourage development and redevelopment in and within close proximity of the town's corporate limits. This policy would serve to lessen the cost of infra-structure extensions (i. e., water and sewer.)
- (4) To investigate funding sources for the redevelopment of the Central Business District (CBD.)
- (5) The Town could or could not develop policies on energy facilities siting.
- (6) The Town could or could not develop a policy on tourism and waterfront access.
- (7) To investigate state and federal agencies concerning funding for annexations.
- (8) The Town does not have a policy on channel maintenance since it is the responsibility of the Corps of Engineers or beach nourishment since there are no beaches in the planning area.

### Proposed Policy Choices

- (1) The Town will be committed to state and federal programs mentioned in the policy alternatives. This commitment will be shown by inviting the appropriate state and federal officials to educate the town about such programs.
- (2) The Town will encourage development and redevelopment in and within close proximity of the town's corporate limits.
- (3) The Town will allow energy generating facilities-power plants, both nuclear and conventional, electrical switching substations and other energy related facilities only in those areas away from population clusters.
- (4) The Town will continue to apply for state and federal funds for the town's community development needs.
- (5) The Town Council supports tourism in the Windsor area.
- (6) The Town Council supports limited access to the Cashie River for recreational purposes.
- (7) The Town Council will support revitalization efforts for Windsor Central Business District (CBD.)

### Description of the Proposed Implementation Procedures

- (1) The Town will continue to participate in state and federal programs by applying for both state and federal community development funds by 1982.
- (2) The Zoning Ordinance and Subdivision Regulations will continue to be used to direct development and redevelopment in and within close proximity to the corporate limits.
- (3) The Town will utilize service provision as a means of

implementing a cluster development pattern by 1982.

- (4) The Town Council will investigate methods of educating the general public about its historic district by 1982.
- (5) The Town will investigate developing a feasibility study on locating a public boat ramp within the Windsor Planning Jurisdiction by 1983.
- (6) The Town Council will work with local merchants in coming up with proposals for downtown redevelopments.

D. ISSUE - CONTINUING PUBLIC PARTICIPATION

The present CAMA Guidelines encourage public involvement in the planning process. Consistent with this belief, the governing body of officials appointed a planning board to serve as a vehicle for citizen participation. This board being an extension of the town commissioners is charged with the responsibility of researching, studying, surveying and discussing planning matters of significance to the Town of Windsor. All planning board meetings are open to the general public and provide the opportunity for public involvement.

Policy Alternatives

- (1) The only alternative to one of public participation is one of non-participation by the public. This alternative is totally against the foundation of our Democratic ideology.
- (2) The Town could continue to expand public participation mechanisms to educate and inform its residents. This alternative would be the ideal choice. It calls for the development of mechanisms to get more people involved in the planning process. By doing this a broader perspective can be

obtained and translated into policy by the governing body.

Policy Choice

- (1) The Windsor Planning Board has recommended to the Town Commissioners to implement, improve and expand its public participation efforts in reference to land use issues.

Description of Proposed Implementation Methods

- (1) The Planning Board will develop a questionnaire that will be administered every five (5) years to gauge citizen opinions about land use issues.
- (2) Announcements of all planning board meetings will be placed on radio as a public service announcement.
- (3) The Clerk to the planning board will work with local news media personnel in developing relevant news items concerning planning board meetings as a means of public education.

E. OTHER SPECIFIED ISSUES

The Coastal Resources Commission has specified that certain issues be addressed in the Windsor Land Use Update. These issues include, (1) Downtown Revitalization and (2) Water and Sewer problems. The following summarizes the town's efforts under each issue:

(1) Downtown Revitalization

The Town of Windsor has embarked upon a program for the revitalization of the Central Business District (CBD). This revitalization project is aimed at halting the physical deterioration that has plagued the CBD and to make the downtown area more attractive. A few years ago the East Carolina University - Regional Development Institute assisted in preparing a Fascade Plan for the downtown. Some merchants have made suggestions for improving the ECU proposal. Currently, the town is taking the following steps to continue the CBD revitalization efforts:

- (A) Putting brick sidewalks in the Central Business District (CBD)
- (B) Planting holly trees in the CBD
- (C) Development of a downtown park and petting zoo
- (D) Establishing a Historical District which encompasses the CBD
- (E) Moving a structure of historic significance located within the CBD to a new location for rehabilitation purposes. This structure will be used by the Chamber of Commerce.

Thus, there is still a commitment on the town's part to help revitalize the Central Business District (CBD.) The town council will continue its efforts to revitalize the CBD by any means possible.

(2) Water and Sewer

The capacity of community facilities section of the update identified no current or future water and sewer problems for the Windsor area. The only problems foreseen with the provision of these services is related to extending them to possible areas of annexation. The town realizes that due to the rising cost of construction the town may have to delay some of its planned annexation. Since the town has taken a pro-growth stand those areas proposed for annexation will only be annexed when funds are available for the provision of water and sewer services.

F. PROPOSED FIVE-YEAR WORK PROGRAM

This proposed work program has been developed and incorporated into the planning process to monitor and update the progress being made toward achieving the goals and objectives outlined in the update. This evaluation procedure should measure progress toward achieving a proposed five-year work program. It is recommended that the planning board make progress assessments at the end of each fiscal year; and forward all recommendations to the town council. The major evaluation goal is to accomplish those stated objectives within a five-year time period. In some instances, it may be necessary to reprioritize objectives; and, in other instances, implementation of the stated objectives may be ahead or behind schedule. The following is a proposed five-year work program for Windsor's CAMA Land Use Update.

FY 1981 - 82

- 1) Begin utilizing the completed soil survey to make land use decisions
- 2) Make needed revisions to Windsor's Subdivision Regulations
- 3) Continue to apply for State and Federal Community Development Funds
- 4) Develop detail enforcement and evaluation criteria for the Historic Properties Commission
- 5) Educate general public about Windsor's Historic District

FY 1982 - 83

- 1) The Town Administrator and clerk will seek the aid of State and Federal agencies on proper forest management practice when called to do so by town citizens.
- 2) Develop a brochure for the adopted Historic District
- 3) The Town will develop a feasibility study on locating a public boat ramp within the Windsor Planning Jurisdiction.

FY 1983 - 84

- 1) The Town will continue to apply for Community Development Funds
- 2) The town's Historic Commission will institute a slide presentation program concerning Windsor's Historic District
- 3) The Town will conduct a electrical consumption study (on residential usage.)

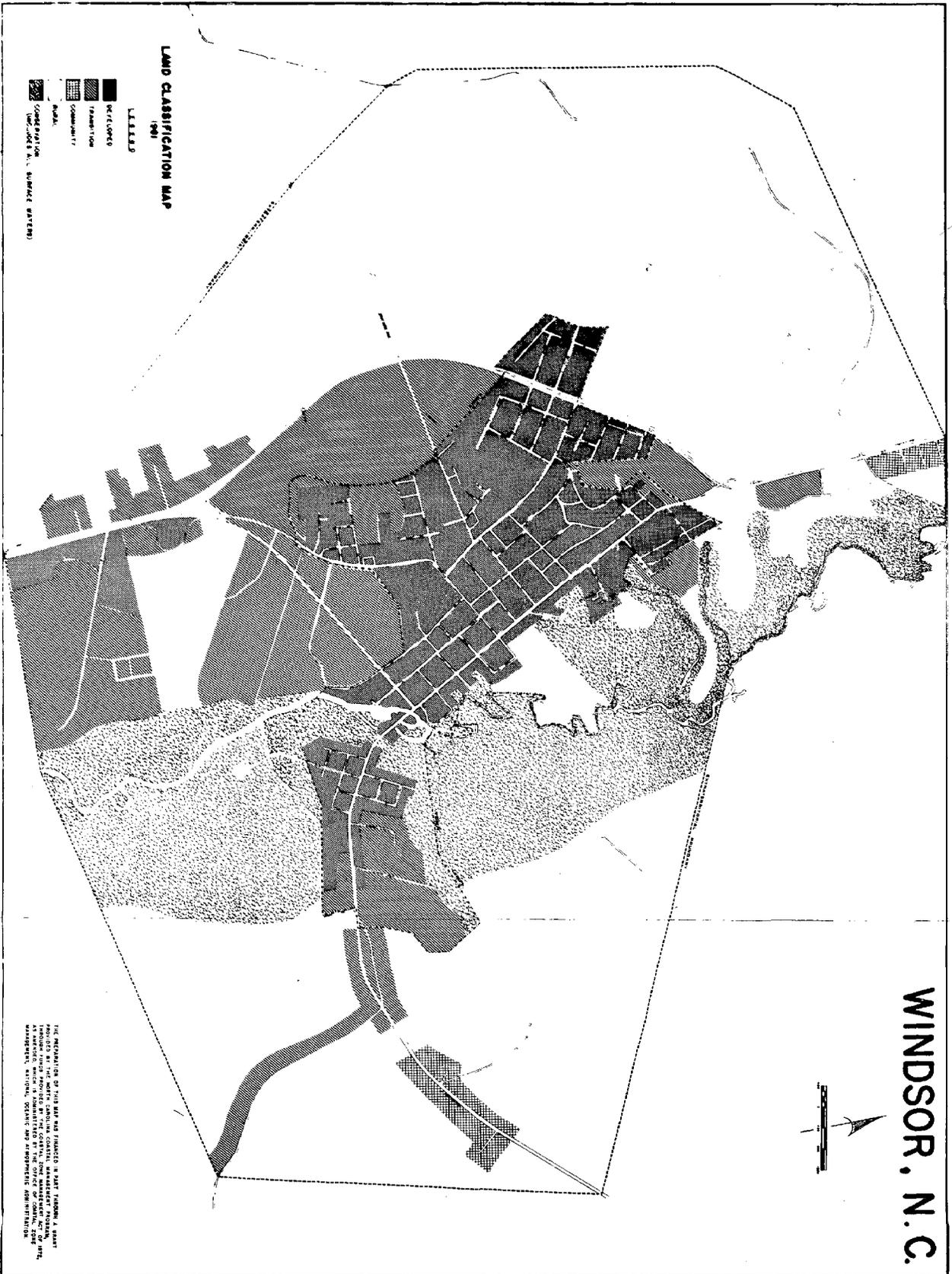
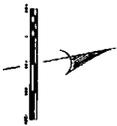
FY 1984 - 85

- 1) Continue to apply for Community Development Funds
- 2) The Town will conduct a water system study
- 3) The Town will develop a Community Facilities Plan.

FY 1985 - 86

- 1) Update the Land Use Plan
- 2) Develop a Citizen Opinion Survey and distribute to general public.

# WINDSOR, N.C.



LAND CLASSIFICATION MAP  
(M)

Developed  
Transition  
Community  
Open  
Water  
Highway  
Unimproved  
(Includes all unimproved systems)

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