

# County of Dinwiddie Board of Supervisors

## MINUTES

Budget Workshop Meeting – October 30, 2025, 9:00 AM

Training Room, Dinwiddie Government Center  
14010 Boydton Plank Road, Dinwiddie, Virginia

### Supervisors Present:

Daniel D. Lee, *Chair*  
Brenda Ebron-Bonner, *Vice Chair*  
Casey M. Dooley  
Dr. Mark E. Moore  
William D. Chavis

Election District 4  
Election District 5  
Election District 1  
Election District 2  
Election District 3

### Administration Present:

W. Kevin Massengill, *County Administrator*  
Anne Howerton, *Deputy County Administrator*  
David Kissner, *Chief, Fire & EMS*

- ROLL CALL
- AMENDMENTS TO AGENDA
- WELCOME AND OVERVIEW

W. Kevin Massengill, County Administrator, opened the meeting and gave the Board a brief overview of what was being presented today.

Mr. Massengill, presented the following



## Dinwiddie County Board of Supervisors Fall Advance 2025

### Population

Comprehensive Land Use Plan VS. Weldon Cooper Estimates

Year	Comp Plan	Weldon Cooper New Est
2020	27,947	27,947
2030	27,493	28,171
2040	28,770	27,937
2050	30,477	29,468

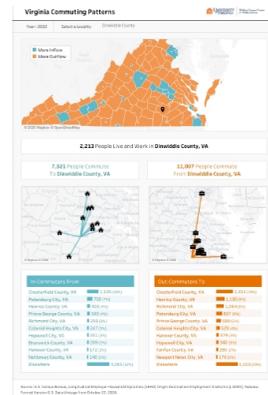
2024 Estimate (Weldon Cooper) 28,411

### Who Lives Here Now?

- Population & density. 28K residents; 56 people/sq mi.
- Age. Median 43.4; continuing gradual aging relative to Virginia.
- Race/ethnicity. Dinwiddie remains majority non-Hispanic White with a large Black population and a small but growing Hispanic share.
- Veterans. About 10% of residents are veterans, higher than the U.S. rate.
  - War Veterans: 57 Korea / 881 Vietnam / 638 Gulf 1990's / 555 Gulf 2001 to present
- Foreign-born. Roughly 3%, far below the state rate.

### Dinwiddie Demographics Five big takeaways

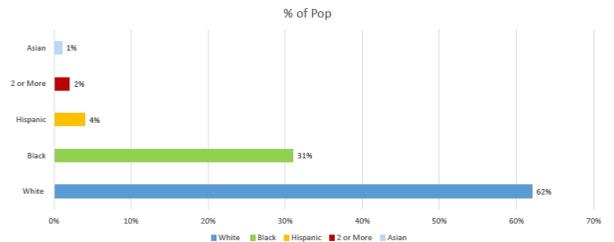
- Population is **stable** around 28K, with **modest growth** from in- and out-migration. July 1, 2024 official state estimate: 28,411 (Weldon Cooper Center) ACS 2023 5-year shows 28,083. 2020 Official population 27,947
- Older than Virginia overall. Median age 43.4 vs 38.8 statewide.
- Middle-income, high homeownership. Median household income \$83,898; homeownership about 78%.
- Commutes are long. Mean commute 33 minutes, above state and U.S. averages.
- Growth outlook is flat-to-slight. State projections have Dinwiddie hovering 28–29.5K through 2050.



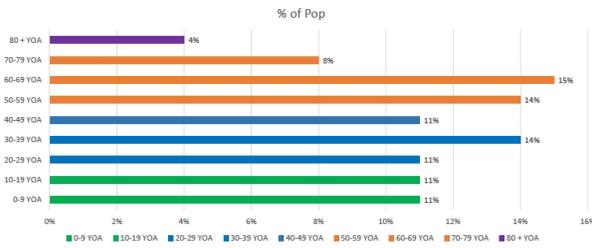
7,321 People Commute to Dinwiddie County Each Day

11,007 People Commute out of Dinwiddie County Each Day

### Race and Ethnicity

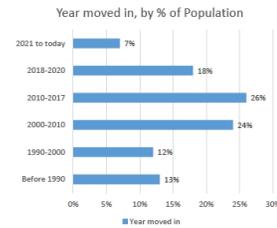


## Population by Age Range



## Types of Structures

- Single Family - 84%
- Mobile Home - 12%
- Multi Family - 4%



## Income, poverty, education, and work

- Income.** Median household income \$83,898; per-capita \$37,955. Dinwiddie is close to U.S. medians, a bit below Virginia.
- Poverty.** 10.7% of residents below poverty, slightly above the state rate.
- Education.** 91% HS+; 20.5% BA+ (about half the VA rate of 41.5%).
- Labor market.** 2024 annual unemployment 3.1% (up slightly from 3.0% in 2023). Context: Virginia's statewide rate has drifted up in 2025.
- Commuting.** Mean commute 32.8–32.7 minutes; a long-commute county by Virginia standards.

## Poverty

10.7% of the Total Population in Dinwiddie live below the poverty line

Children (under 18 YOA)

- 13% Poverty
- 87% Non-Poverty

Seniors (65 YOA or Over)

- 8% Poverty
- 92% Non-Poverty

## How Dinwiddie is changing

- Trend since 2010.** Population essentially flat (28,062 in 2010 to 28,161 in 2022 to 28,411 in 2024), with small swings year to year.
- Regional context.** The Richmond metro is drawing new residents, with strong net in-migration to outer counties. Petersburg is seeing renewed interest. We should expect some spillover pressure on housing and commuting corridors.
- Components of change.** Cooper Center's 2024 estimate set and components file show local change driven more by migration than by births, consistent with an older age profile.
- Projection.** Latest state projections (released July 2025) keep Dinwiddie between 27.9K and 29.5K through 2050, i.e., essentially stable
- We should plan for steady demand on services rather than big growth. The pressure points are age-related services, housing prices, school enrollment decline: not raw population surge.

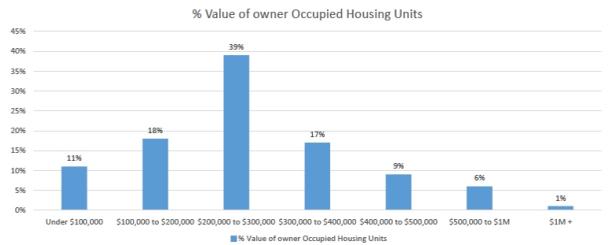


If Dinwiddie County local government were a business, what would be "selling"?

## Households, Housing, Cost Pressures

- Housing Units 11,896 total; average 2.6 persons/household.
  - Homeownership 78% (ownership of occupied units)
  - Home values. Median owner-occupied value \$246,100.
  - Rents. Median gross rent ≈ \$1,242 (2019–2023).
  - New supply. 82 building permits in 2024.
- High ownership and below-state home values help stability, but renters are exposed to rising costs with limited new multifamily supply.

## Value of Owner Occupied Housing Units



## Income

Per capita income is the average income per person in Dinwiddie County. You add up all the income earned by everyone and then divide by the total population (Children and Non workers).

Per Capita income = \$37,955

- Commonwealth of Virginia = \$49,217
- United States of America = \$43,289

Median household income looks at households, not individuals. Households can be 1 person or several people living together. The median is the middle value when all the households incomes are lined up from lowest to highest.

Median household income = \$83,898

- Commonwealth of Virginia = \$90,974
- United States of America = \$78,538

## Transportation to work

Mean travel time 32.8 minutes

- 20% higher than Virginia Average
- 25% higher than U.S. Average

Means of transportation to work

- 79% Drove alone
- 10% Worked at home
- 9% Carpooled
- 1% Public Transportation
- 1% Walked

## Implications for County Priorities

- Public Safety and EMS.** Aging residents and long commutes for volunteers translate to greater need of career staff for daytime coverage gaps and rising call complexity. Align staffing schedules and mutual-aid agreements accordingly.
- Housing.** We need to keep homeownership a strength. Closely evaluate investment in utility expansion to assist in the development of subdivisions. Younger generation can no longer afford starter home.
- Transportation.** A 30+ minute average commute argues continued lost retail revenue to commuter pattern.
- Workforce and education.** Continue to work with employers to expand partnerships, and raise post-secondary attainment from 20.5% BA+. Careful evaluation of career and technical education and certifications. (Tyler)
- Economic development.** Infrastructure, Infrastructure, Infrastructure: Continue to target employers compatible with the current skills base and commute patterns. Leverage region-wide growth momentum but stay realistic about near-term population gains. Residential growth pattern must change in order to be competitive (retail and Commercial)

## Value Proposition (What We're Selling)

**Quality of Life** – The ultimate product. Safe neighborhoods, good schools, reliable infrastructure, parks, and community amenities.

**Trust & Stability** – Citizens "buy" peace of mind knowing their tax dollars are managed wisely, and that rules are applied fairly and consistently.

**Infrastructure & Services** – Roads, water, sewer, waste management, services people rely on daily.



**Community Growth Opportunities** – A “business climate” that attracts investment, supports entrepreneurs, and makes it possible for residents to find jobs and for businesses to thrive.

**Representation & Voice** – The “Foundation” of democracy. Citizens get access to decision-making and the assurance that their needs, values, and traditions are heard and respected.

**Future Security** – Investments in schools, public safety, land use planning, and financial reserves are the equivalent of a long-term warranty for the community’s future.

**Belonging & Identity** – Local government “sells” community spirit — a sense of place, heritage, and pride that you can’t get from the state or federal level.



## Customer Segments (Who We Serve)



- **Primary customers:**
  - Residents (families, seniors, students, homeowners, renters)
- **Secondary customers:**
  - Businesses (small home occupations, agricultural, industrial, commercial)
- **Other stakeholders:**
  - Visitors, nonprofits, state/federal partners

## Customer Relationships (How We Interact)



- Responsive customer service through staff and elected officials
- Transparent decision-making (meetings, budgets, reports)
- Community engagement (newsletters, events, outreach)
- Emergency response and public safety trust

## Channels (How We Deliver Services)



- In-person service centers (county offices, courthouse, schools)
- Digital platforms (website, social media, online payments/permits)
- Emergency services (911 center, Fire/EMS, Sheriff’s Office)
- Community spaces (parks, libraries, recreation centers)

## Revenue Streams (How It’s Paid For)



- Local taxes (property, sales, meals, business)
- State and federal funding
- Fees and permits (building, utilities, recreation)
- Grants and partnerships

## Key Resources (What We Need to Operate)



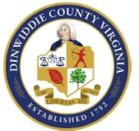
- Dedicated workforce (elected leaders, employees, volunteers)
- Infrastructure (roads, utilities, public buildings)
- Natural resources (land, water, rural character)
- Financial reserves and credit rating
- Technology
- Equipment

## Key Activities (What We Do Every Day)



- Deliver Services
- Manage finances responsibly
- Foster community identity (events, heritage, outreach)
- Maintain and build infrastructure
- Plan and manage growth (zoning, land use, economic development)

## Key Partners (Who Helps Us Deliver)



- Dinwiddie citizens and civic groups
- State and regional agencies (VDOT, schools, planning districts)
- Businesses and developers
- Nonprofits and faith-based organizations
- Neighboring localities

## Cost Structure (What It Costs to Operate)



- Workforce salaries, benefits, and training
- Public safety operations (Sheriff, Fire/EMS, Emergency Communications)
- Education funding (public schools)
- Capital projects (Schools, water/sewer Infrastructure, facilities example Courthouse and fire stations)
- Maintenance and service delivery

## What are we selling?



At our core, Dinwiddie’s “business” is selling peace of mind, stability, and opportunity. The assurance that the community is well cared for today and prepared for tomorrow.

The product line – Entire County Operations & Constitutional Offices

The price

The customer experience

Would citizens “buy” from us again

Real Test: Would the customer **choose** us if they had another option

Dinwiddie County stands at the intersection of heritage and progress. As a government, we serve a community that values its rural identity while adapting to regional growth, demographic shifts, and changing citizen expectations.

The following understandings define where we are today and guide how we lead forward.



## Baseline Understandings for Fall Advance

Realities and Opportunities

## Rural Identity, Suburban Pressure

- Dinwiddie’s character is rooted in family farms, open space, and a close-knit community.
- Growth pressures from the Tri-Cities and Richmond suburbs are bringing new residential and commercial interests.
- Balancing growth with rural preservation is key to keeping Dinwiddie “Dinwiddie.”

## Population Growth and Demographic Change

- While our population remains modest, we have a ton of commuters, young families are struggling to find affordable housing, and older families /retirees are moving in.
- This changes expectations for schools, public safety, recreation, and even retail services (Medical industry). Understanding these shifts helps us plan services that match who we’re becoming (not just who we were).

## Limited Commercial Base

- Residential (87%) and agricultural properties still shoulder most of the tax burden. Encouraging commercial development along corridors like Route 1 and Route 460 broadens our revenue base, stabilizes tax rates, and funds essential public services.
- Our development corridors need to look appealing and desirable. We must be committed to aligning our demographics to meet market demands and needs.

## Infrastructure Gaps

In many areas, the lack of water, sewer, and other utilities limit growth.

- Expanding these systems strategically, especially in the Route 1 corridor and US 460, attracts private investment and improves residents’ quality of life.
- Developers often complain about having to extend utilities to support subdivision growth. Infrastructure drives development and quality of life; gaps slow both.

## Strengthening the School System

Dinwiddie County Public Schools should be the centerpiece of the community. (Strong schools attract families and employers, supporting long-term growth.)

- Strong academic and athletic programs attract families and employers. Continued collaboration between the County and School leadership protects this vital community asset. Dinwiddie School enrollment continues to decrease (YOY). Areas of concern: continued declining enrollment, teacher shortages nationwide, and high turnover within the profession. School discipline and behavioral issues are growing concerns amongst parents. Significant investment in aging facilities expected within the next 2-3 years.
- Are Career and Technical Education programs preparing students for local industry?

## Preservation vs. Progress

- Land use decisions are difficult and contentious. Citizens value farmland, forests, and history. Thoughtful planning allows for smart growth that protects our rural charm and character while encouraging economic vitality.
- Zoning debates over solar, apartment complex, highlight this tension.
- Smart planning keeps Dinwiddie’s rural heritage intact while allowing responsible expansion.

## Strategic Location

- Sitting between I-85 and I-95, with direct access to Route 460 and rail lines, the county is positioned for logistics, warehousing, and light industry. Companies like Amazon, ELITE, Aldi, etc. benefit from this proximity. Location is our economic engine.
- Distribution and logistics companies see Dinwiddie as a mid-Atlantic hub. Strategic location is our strongest recruitment tool for industry and jobs. Defense (CARMA Initiative), Pharma

## Economic Transition

- Agriculture and forestry remain part of our identity, but the local economy is diversifying. Strategic investments into logistics, site development, infrastructure, and business recruitment are needed to grow jobs and the tax base.
- Supporting both traditional and emerging sectors strengthens our economic resilience.

## Regional Collaboration

Dinwiddie’s success is tied to its neighbors!

- Partnerships with area communities like Petersburg (Casino), the Crater Planning District, PART, and ARWA/SCWWA, Crater Youth Care Commission, Virginia’s Gateway Region(RIFA), SOVA (Chamber of Commerce) expand our reach and resources.
- From shared emergency response to joint training schools for Fire and EMS, regionalism helps Dinwiddie punch above its weight. (Example: Outside Organizations in the Budget)

## Public Safety Demands

As call volumes rise (YOY), Fire & EMS, law enforcement, and 911 dispatchers face greater demands.

- Upgrading equipment (CAD SYSTEM), stations, and training ensures we can continue delivering professional, lifesaving services countywide.
- Fire & EMS stations are covering wider service areas with limited staff in comparison to progressive transitional communities. Meeting safety needs is essential to public trust and to attracting residents and businesses.

## Housing Balance

- Dinwiddie County, like most transitional communities has limited housing options. Specifically, from affordable starter homes to executive-level builds.
- We also need housing that will support a diverse blue collar workforce. Planning and zoning policies are in place that will guide responsible development help maintain this balance. Other classifications may be desirable or needing to be explored.
- Rising home prices limit affordability for young families throughout the County.
- Housing balance supports a stable tax base and healthy community mix.

## Workforce and Leadership Development

- Dinwiddie’s public sector workforce is talented but aging. Investing in leadership training, mentoring, and succession planning ensures that when veteran employees retire, knowledge and culture are not lost.
- Long-time department heads carry deep institutional knowledge that must be transferred.
- Investing in leadership development protects continuity and builds the next generation of county leaders.

## Fiscal Responsibility

- Dinwiddie has earned respect for conservative budgeting, clean audits, and responsible debt management. Staying disciplined while pursuing new investments protects taxpayers and sustains public confidence.
- Maintaining strong fund balances and credit ratings supports capital projects.
- Fiscal discipline sustains credibility with citizens, bond agencies, and partners.

## Leadership Continuity

- As elected officials don't seek re-election, and senior staff retire, transitions must be intentional.
- Identifying and preparing future leaders keeps operations smooth and culture strong.
- Predictable leadership transitions preserve culture, momentum, and morale.

## Corridor Planning

- Growth along Route 1, Route 460, and near I-85 interchanges will define the county's long-term shape. Coordinated corridor plans guide infrastructure, zoning, and aesthetics, turning growth pressures into opportunity.
- Corridor management shapes how growth looks, feels, and contributes to the tax base.
- Example: Corner development property development (VGR years ago).

## Technology Modernization

WE MUST KEEP UP! AI (ChatGPT)

- Upgrading internal systems and public-facing platforms improves efficiency, data accuracy, and service delivery. Technology, used wisely, helps us do more with limited resources.
- Upgrading ERP and other software technology could streamline operations and help make data informed decisions.
- When done right, smart technology helps staff do more with less and enhances service quality.

## Values-Based Leadership

- Our most important asset is our people! employees, volunteers, and citizens. Leading with STRIVE Culture ensures that Dinwiddie County Government remains grounded in service to others.
- Management Leadership Advance was focused on Values-driven leadership.
- When done correctly it sets the tone for organizational culture and public trust.

## Social Service (Assisting the most vulnerable)

- Dinwiddie Social Services plays a critical role in protecting children, supporting vulnerable adults, stabilizing families, and connecting residents with essential resources during their time of need and desperation. Their work is often quietly, but its impact is profound. Cases involving child protection, senior neglect, crisis housing, and food insecurity require complex coordination with Sheriff's Office, schools, medical providers, and Dinwiddie Courts. Social workers often step in when no one else can or will.
- A strong Social Services department ensures our most vulnerable residents are not invisible or forgotten. As a county government, we have a responsibility to give a voice to the voiceless, advocate for those in crisis, and make sure every resident (regardless of their circumstance) treated with respect, dignity, and provided a means of self-sufficiency (opportunity to improve their situation)

## Rising Citizen Expectations

- Residents expect real-time information, online bill payment, and customer-friendly service. Expanding digital access and staff communication training builds trust and satisfaction.
- Residents expect faster service and modern communication. Citizens increasingly want online permitting, real-time updates, and mobile payment options.
- Meeting these expectations strengthens satisfaction and public confidence.

## Civic Engagement and Trust

- Public trust is built through transparency, listening, and consistent follow-through. Regular updates, public forums, and open communication reinforce confidence in local government.
- Open budget presentations, newsletters, and town halls, citizen academy's foster understanding.
- **Remember: Trust is the foundation of every successful local government.**

## Emergency Preparedness

- From wild fires, hurricanes, tornados, ice storms, to hazardous materials on the interstate, preparedness saves lives.
- Investments in training, coordination, and communication systems strengthen our resilience and public safety response.
- Preparedness protects lives, property, and government continuity.

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## Parks and Recreation (Quality of Life Driver)

Dinwiddie's Department of Parks and Recreation, athletic fields, trails (Five Forks), and cultural programs are busier now than ever before. Youth leagues (Dixie, Post 149, Babe Ruth, CQL), seniors (Dinwiddie Diamonds and Triad), and families rely heavily on these amenities and spaces.

The Dinwiddie Sports Complex, Eastside Community Enhancement Center, Ragsdale Community Building, continue to grow in participation, stretching maintenance and staffing needs.

It is important to note that strong parks and recreation program attracts families, improve public health, build community pride (Navy Nation), and influence business recruitment and investment.

## Department of General Services

- General Services keeps county buildings, grounds, parks, vehicles/equipment, and public spaces safe, clean, and functional while also managing countywide waste management operations. Their work touches every department and every citizen interaction with government.
- Whether it is maintaining HVAC systems at Eastside, responding to plumbing failures at the Government Center, clearing snow, preparing spaces for elections, overseeing housekeeping standards, or keeping our parks and athletic fields playable, General Services is often the first call when something breaks or when operations need support.
- Without reliable facilities, well-maintained grounds, and responsive and proactive maintenance, county operations cannot function. General Services directly influences safety, customer experience, employee productivity, and public trust. Their work reduces downtime, extends the life of county assets, and ensures that County departments can focus on serving residents rather than dealing with preventable infrastructure problems.

**4. ADJOURNMENT**

*Upon motion of Mr. Chavis, seconded by Mrs. Ebron-Bonner, the meeting was adjourned at 4:18 PM.*

AYES: Mrs. Ebron-Bonner, Mr. Dooley, Dr. Moore, Mr. Chavis, Mr. Lee

NAYS: None

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Daniel D. Lee  
Chair

ATTEST: \_\_\_\_\_  
W. Kevin Massengill  
County Administrator  
Clerk to the Board

/cmb