

**A G E N D A**  
**JAMES CITY COUNTY BOARD OF SUPERVISORS**  
**READING FILE**  
**County Government Center Board Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**April 9, 2019**  
**5:00 PM**

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**A. FOR YOUR INFORMATION**

1. Final Report - Workforce Housing Task Force
2. Planning Commission and Board of Zoning Appeals 2018 Annual Report
3. Fiscal Year 2020-2024 Capital Improvements Program

## ITEM SUMMARY

DATE: 4/9/2019

TO: The Board of Supervisors

FROM: Rebecca Vinroot, Director of Social Services and Paul Holt, Director of Community Development

SUBJECT: Final Report - Workforce Housing Task Force

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Please find attached the final, full report that was adopted by the Workforce Housing Task Force on February 19, 2019.

### ATTACHMENTS:

	Description	Type
📎	Final Report	Exhibit

### REVIEWERS:

Department	Reviewer	Action	Date
Development Management	Holt, Paul	Approved	3/21/2019 - 3:10 PM
Publication Management	Burcham, Nan	Approved	3/21/2019 - 3:21 PM
Legal Review	Kinsman, Adam	Approved	3/21/2019 - 3:23 PM
Board Secretary	Fellows, Teresa	Approved	3/25/2019 - 1:34 PM
Board Secretary	Purse, Jason	Approved	4/2/2019 - 1:52 PM
Board Secretary	Fellows, Teresa	Approved	4/2/2019 - 1:59 PM

Workforce

**HOUSING**

TASK FORCE FOR JAMES CITY COUNTY

**JAMES CITY COUNTY**  
**WORKFORCE HOUSING TASK FORCE:**  
**FINDINGS & RECOMMENDATIONS**

FEBRUARY 2019

# JAMES CITY COUNTY WORKFORCE HOUSING TASK FORCE: FINDINGS & RECOMMENDATIONS

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## EXECUTIVE SUMMARY

The *James City County Workforce Housing Task Force: Findings & Recommendations* report outlines recommendations the County and its partners should consider to expand housing options for working individuals and families. This report is the result of a 13-month, citizen-driven process that brought together representatives from a broad spectrum of the community. We are presenting this report to the County Board of Supervisors to provide our elected officials information and guidance so they can take the steps necessary to begin to put the work of the Task Force into action.

There is a need for housing at more diverse price and rent levels in James City County. Workers in many jobs that are critical to the well-being of the local economy and community cannot afford housing in the County. While the exact magnitude of the need is ever-changing, thousands of James City County workers cannot afford housing in the County and thousands more currently live in the County but pay a disproportionately high share of their incomes on housing costs. Without a focus by James City County on expanding housing options, young workers and families will have a hard time staying in the community, employers will have an increasingly difficult time finding and retaining workers, and traffic congestion will get worse.

At the same time, the Task Force strongly believes the County should balance the need to expand workforce housing options with the need to preserve and maintain the rural character and cultural resources that make James City County the unique place that we love. We also believe the County should endeavor to create economically integrated neighborhoods and leverage partnerships with the private and non-profit sectors.

The Task Force was charged specifically with identifying workforce housing solutions. However, we know that addressing housing challenges involves work on transportation and workforce development, as well. The Task Force encourages the work on these other related efforts that can support the recommendations of the Task Force.

Over the course of our work, the Workforce Housing Task Force has realized that housing issues are complex. There is no one silver bullet for meeting workforce housing needs in the County. As a result, the Task Force has developed a toolbox of initiatives that the County Board of Supervisors and County staff should implement so that new and rehabilitated housing includes options for working individuals and families at all income levels. Some of our recommendations can be acted on immediately, while others will take more time to collect information, identify resources and develop plans.

The Workforce Housing Task Force strategy recommendations are organized into four categories—Housing Preservation, Housing Production, Housing Access and Funding. While there are longer-term recommendations within each category, there also are steps the County can take now to begin to make a difference in addressing workforce housing issues. For example, in our Housing Preservation strategies, we recommend that the County continue the process of selecting deteriorating single-family

homes to be rehabilitated with state and local funding and set goals to expand the number of homeowners served. As part of our Housing Production recommendations, we include steps the County can take in the near-term to set an environment to encourage private-sector production of workforce housing. Steps such as modifying the County's accessory apartment ordinance and developing an inventory of publicly-owned land are examples of recommendations that will help set the stage to promote responsible development of workforce housing. Our recommendations also reflect the reality that the challenge of housing affordability is a regional, and not just a local issue, which means that solutions should include regional approaches. As such, among our Housing Access strategies is a recommendation that the County financially support the regional Hampton Roads Housing Resource Portal to expand local workers' access to information and assistance.

The full report, adopted by the Task Force on February 19, 2019, provides details on additional priority and other recommendations. The Workforce Housing Task Force appreciates the guidance and leadership from the Board of Supervisors in moving forward on these recommendations. We also advise that a standing citizen working group be established to support the Board and staff in implementing the recommendations.

## WORKFORCE HOUSING TASK FORCE MEMBERS

Christina Hartless, Co-Chair, Citizen Representative

Jeanne Zeidler, Co-Chair, Greater Williamsburg Chamber & Tourism Alliance

Kim Orthner, Vice Chair, Citizen Representative

Stephen Anderson, HHHunt Homes, Market-Rate Developer

Jennifer Andrews-Weckerly, Citizen Representative

Shernita Bethea, Hampton Roads Planning District Council

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Susan Gaston, Williamsburg Area Association of Realtors®, Realtor® Community

Janet V. Green, Habitat for Humanity Peninsula and Greater Williamsburg, Local Housing Organization

Roger Guernsey, Citizen Representative

Jack Haldeman, James City County Planning Commission

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Greg Storer, Williamsburg Landing, Large Local Business

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The Workforce Housing Task Force was assisted by a consultant team:

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## INTRODUCTION

The *James City County Workforce Housing Task Force Findings & Recommendations* report describes workforce housing needs in the County and recommends actions the County should take to address these needs. This report is the result of a 13-month, citizen-driven process that brought together James City County residents, employers, builders, advocates and others representing a broad spectrum of interests in the community. This report is intended to provide guidance to the members of the County Board of Supervisors for advancing workforce housing policies, programs and funding.

Having a sufficient supply of housing affordable to our workforce is essential to the economic sustainability and vitality of James City County because it:

- Assists our workers and residents--including young people just starting out in their careers, working families with children who are looking for stability, and critical employees who form the bedrock of our local economy- who make James City County a great place to live and visit;
- Improves our community by promoting stable neighborhoods, increasing the quality of homes and neighborhoods, and encouraging sensible growth; and
- Strengthens our local economy by helping to ensure that employers can hire workers they need for a variety of jobs, providing workers better access to homes near their jobs, maintaining the County as a premier tourism and retirement destination, and allowing households to spend less of their income on housing and therefore more in the local economy.

### Workforce Housing Task Force

On November 22, 2016, the County's Board of Supervisors adopted the *2035 Strategic Plan*, which includes the goal of "Expanding and Diversifying the Local Economy." As part of meeting that goal, the *2035 Strategic Plan* calls for "...supporting strategies to facilitate the development of affordable and workforce housing."

The County Board of Supervisors established the Workforce Housing Task Force to develop those strategies. The Task Force was comprised of a group of volunteer citizens representing a range of community interests. The Task Force, in collaboration with County staff and a consultant team, met monthly from December 2017 through February 2019, to better understand workforce housing needs in the County, to conduct public outreach around the Task Force's work, and to develop a set of recommendations designed to expand workforce housing options. Public engagement and outreach was a critical part of the Task Force's work. Over the past year, members of the Task Force, working with County staff, presented on workforce housing at several community meetings and engaged in a number of other outreach and education activities. (See Appendix for more details.)

Specific guidance on the Task Force recommendations was provided by a Technical Advisory Committee (TAC), which was comprised of County staff from Planning, Neighborhood Development, Social Services and Economic Development. Representatives from the Williamsburg Area Transportation Authority and the Williamsburg-James City County School System also served on the TAC.

The Task Force defined its objective to focus on housing needs of working individuals and families, specifically those holding jobs in James City County. However, Task Force members recognized that there are other important housing concerns in the County. For example, other efforts are underway in James City County to provide support to individuals and families at risk of homelessness. Future County efforts also could and should focus specifically on senior housing needs. The concentration of the Task Force on workforce housing does not mean that housing for others is not important, but rather the Task Force wanted to define its purpose specifically enough to ensure that it could generate actionable strategies that are consistent with the County's *2035 Strategic Plan*.

#### **What is Workforce Housing?**

There is no standard definition of “workforce housing” though it is a term used quite often by many communities throughout Virginia and the country. The Task Force came to a consensus to define workforce housing broadly as housing that is affordable to any working individual or family.

In this report, “workforce housing” is defined generally as the types of housing that are needed in James City County to ensure that the County can attract and retain the workers needed to sustain the local economy. This definition includes all types of housing affordable to households in the workforce, though the emphasis is on working households with incomes below 100% of area median income where the needs are the greatest.

## Vision and Principles

As part of the process of developing this *Workforce Housing Task Force Findings & Recommendations* report, Task Force members reached a consensus on a vision and a set of principles that guided the work over the 13-month period.

### Vision

**James City County will be a diverse community offering a high quality of life and quality affordable housing options in safe, well-maintained and inclusive neighborhoods.**

### Principles

The Workforce Housing Task Force identified several principles designed to support the Vision and to form the framework for the development of strategy recommendations:

**1. Workers in James City County should be able to afford to live in the County if they choose to do so.**

James City County has a strong and diverse workforce, with workers in a range of industries and occupations that pay wages across the spectrum. Not everyone who has a job in James City County will want to live in the County and the County should not try to provide housing for all workers with a job in the County. However, James City County should work to create housing options that are appropriate and affordable for working individuals and families all along the income spectrum.

**2. James City County should promote strategies that create and sustain mixed-income neighborhoods.**

The James City County community should be committed to being an inclusive place where individuals and families from all backgrounds can have access to high-quality amenities, services and opportunities. This goal is not possible if our community is segregated by income, race or other factors. As such, County policies and programs should support integrated, inclusive neighborhoods and the County should avoid approaches that segregate lower-income households.

**3. Creating a range of attainable housing options in James City County requires partnerships among the public, private and nonprofit sectors.**

James City County should support and incentivize housing options for working individuals and families that the private market fails to reach. However, the County should not do this work alone. The County should work with a range of businesses and organizations locally and throughout the region to promote workforce housing opportunities. The County's approaches to promoting workforce housing should utilize market-based solutions that incentivize private-sector investments whenever possible.

**4. James City County's solutions for workforce housing should be designed to respect the County's unique natural, historic and cultural resources.**

Workforce housing is an important need in James City County, but it cannot be addressed in isolation. The County's economic prospects are inextricably tied to the rural and historic ambience of the area. The Land Use section of the County's *Comprehensive Plan* states "...economic development is strongly linked to a unique community character, which is a competitive advantage in attracting asset-based businesses and potential employees." (p. 61) The County's *Strategic Plan*, the *Business Climate Task Force Report*, and the *Housing Conditions* study all ratified that assertion. Strategies to promote

workforce housing options should be designed to preserve open space in the County, maintain its existing rural character, and respect the County's history and cultural heritage.

### Why Workforce Housing Matters

High-quality, affordable housing is important to ensuring individual and family physical and mental health and well-being.<sup>1</sup> Housing is also the bedrock for positive educational outcomes—children living in stable and affordable housing do better in school and school districts overall perform better when families have secure, affordable housing.<sup>2</sup>

In addition, housing availability and affordability are critically important to James City County's economic vitality and prosperity. If there is an insufficient supply of housing affordable to workers at all income levels, individual workers, businesses and the County's economic well-being will all suffer. If the County does not plan for housing that meets the needs of current and future workers, it will become increasingly difficult for James City County to attract and retain a diverse workforce and to continue to grow a strong, sustainable local economy in the future.

**Figure 1. Workforce housing matters for individuals, families, communities and the local economy in James City County**



## WORKFORCE HOUSING NEEDS IN JAMES CITY COUNTY

Housing affordability is a challenge for many James City County workers because of the prevalence of jobs in the County that pay low wages and because housing costs have risen faster than incomes. The

<sup>1</sup> Connecting Housing and Health in the Williamsburg Region. 2018. A Housing Virginia Assessment Prepared for the Williamsburg Health Foundation.

<sup>2</sup> Ingrid Gould Ellen and Keren Horn. 2018. Housing and Educational Opportunity. Washington DC: Poverty & Race Research Action Council.

Task Force believes it is important for the County and its partners to continue education and workforce development efforts to improve incomes and diversify the economy. It is equally important to focus on ways to increase the availability of housing in the County that is affordable to working individuals and families. This is the goal of the *James City County Workforce Housing Task Force: Findings & Recommendations* report.

Many critical workers in James City County are increasingly feeling the pressures from rising rents and prices, and those housing affordability challenges will only get worse if the County does not plan for sufficient workforce housing. Retail, restaurant and hotel workers, child care workers, nursing assistants and home health aides are among those in the County who feel most acutely the lack of affordable housing. These and other workers may be forced to look for housing further from their jobs, resulting in increased commute times and traffic congestion in James City County and throughout the region. All James City County residents will feel the impact if there is not enough housing for the workforce.

Housing quality is also a concern in the County. According to the *2016 James City County Housing Conditions* report, researchers found approximately 1,000 homes in the County that are in poor or deteriorating condition. Many of these homes are occupied by households—including many working households—that cannot afford to keep up their property or who can only afford substandard housing. Poor housing and neighborhood conditions and unaffordable housing costs are a burden to families and neighborhoods, and a threat to the County’s ability to sustain and grow a thriving community.

## **Housing Affordability**

In 2018, the average home price in James City County was \$316,500.<sup>3</sup> An individual or family would need an income of \$79,000 or more to buy the typical home in the County. In 2016, the median rent was \$1,236;<sup>4</sup> an individual or family would need an income of \$49,440 or more to afford the typical rent. However, the incomes of many James City County workers—even workers who are advanced in their occupations or who live doubled up—are insufficient to afford to buy or even rent a home in the County.

Figure 2 shows the top ten occupations in James City County by the number of workers. For each occupation, the figure shows the median hourly wage and three affordable monthly housing cost scenarios: 1) a single-earner household earning at the median; 2) a two-earner household, with each worker earning at the median; and 3) a single-earner household earning in the 90th percentile for that occupation. Cells shaded in dark orange indicate that the household cannot afford the median rent or median owner costs. Those shaded in yellow indicate that the household can afford the median rent, but not median owner costs. Those shaded in grey can afford the median rent or the median owner costs.

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<sup>3</sup>James City County Department of Financial and Management Services

<sup>4</sup>U.S. Census Bureau, 2016 American Community Survey 1-year file, estimate of median gross rent (rent plus utilities)

**Figure 2. Housing Affordability by Occupation**

Top 10 Occupations in James City County by Number of Employees

Occupation	Resident Workers*	Median Hourly Wage	Affordable Monthly Housing Cost***		
			1) Single-earner at the median	2) Two earners at the median	3) Single-earner in the 90th percentile
Military occupations	1,524	\$15.62	\$812	\$1,625	\$1,673
Retail Salespersons	1,488	\$10.08	\$524	\$1,048	\$931
Cashiers	1,275	\$9.19	\$478	\$956	\$661
Waiters and Waitresses	1,258	\$10.83	\$563	\$1,126	\$937
Combined Food Preparation and Serving Workers, Including Fast Food	1,238	\$8.94	\$465	\$930	\$667
Office Clerks, General	875	\$14.23	\$740	\$1,480	\$1,204
Janitors and Cleaners	675	\$12.01	\$624	\$1,249	\$908
Postsecondary Teachers**	647	\$26.35	\$1,370	\$2,740	\$2,850
Cooks, Restaurant	586	\$10.87	\$565	\$1,131	\$799
Registered Nurses	561	\$30.86	\$1,605	\$3,209	\$2,216

\*EMSI data was used for this analysis, which includes data from James City County, the City of Williamsburg, and upper York County. Resident workers both live and work in the region, and do not include residents who commute out of region to work or workers who live outside of the region.

\*\*Primary and secondary teachers are included in separate categories that are included outside of the top ten occupations by employee count.

\*\*\*Cells shaded in dark orange indicate that the household cannot afford the median rent or median owner costs. Those shaded in yellow indicate that the household *can* afford the median rent, but not the median owner costs. Those shaded in grey can afford both the median rent and the median owner costs.

As is indicated in Figure 2, many workers in the County cannot afford the typical rent in the County, even when they are advanced in their occupations or live doubled up. These include workers that are essential to the vibrant tourism and retirement economy in James City County. Only two of the top 10 occupations (Registered Nurses and Postsecondary Teachers) pay enough for a single earner to afford the median rent in James City County. These are also the only two occupations that allow employees to afford median owner costs, but only when those employees are earning in the 90th percentile or doubled up.

### Housing Cost-Burdened James City Residents

The primary measure of housing affordability in a community is the number of households that are “housing cost burdened,” that is, spending more than 30% of their income for housing. Families that spend a disproportionately high share of their incomes on housing often have too little left over for other necessities, such as food, clothing, transportation and medical care.

The challenge of housing affordability is not limited to poor households or to individuals and families who do not work. In fact, most households in James City County—almost 70%—include at least one worker. Households in the County with no workers typically have householders who are retired.

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In James City County, the proportion of households experiencing housing cost burdens is increasing both among renters and among owners who own their homes free-and-clear (i.e., without a mortgage). More than 8,000 households were cost burdened in 2017, accounting for 30% of all households in James City County.

As is shown in Figure 3, lower-income households are significantly more likely to be cost burdened. An estimated 1,294 cost burdened households in James City County have incomes below 30% of AMI. These include single-earner households earning low wages in occupations such as childcare, housekeeping, home health care, substitute teaching, and amusement/recreation attendants. A full-time worker earning \$8.77 per hour would earn about \$18,000 or about 30% of AMI for a single-person household.

Approximately 1,537 households with incomes between 30% and 50% of AMI are cost burdened. This includes occupations employing more than 14,000 workers that pay less than \$25,550 annually at the median. These workers could be construction laborers, bakers, artists, security guards, legal secretaries, court clerks, tax preparers and dental assistants, among others. Households with two full-time workers earning about \$18,000 per year each would also fall in this income group.

**Figure 3. James City County Cost-Burdened Households by HUD Area Median Income (AMI)**

<b>Household Income Level 2018 Upper Income Limits for 1 and 4-person Family</b>	<b>% of Cost-Burdened Households*</b>	<b>Estimated Number of Cost-Burdened Households in 2017†</b>
Less than or equal to 30% of AMI 1 person: \$15,750, 4 person: \$25,100	16	1,294
Greater than 30% but less than or equal to 50% of AMI 1 person: \$26,250, 4 person: 37,500	19	1,537
Greater than 50% but less than or equal to 80% of AMI 1 person: \$42,000, 4 person: \$60,000	26	2,102
Greater than 80% but less than or equal to 100% of AMI 1 person: \$52,500, 4 person: \$75,000	12	970
Greater than 100% of AMI	27	2,183
<b>Estimated Total Cost Burdened Households</b>	<b>100</b>	<b>8,086</b>

Source: Virginia Center for Housing Research tabulation of 2010-2014 CHAS and 2017 ACS estimates

\*Proportions from 2010-2014 Consolidate Housing Affordability Strategy (CHAS) data

† 2010-2014 proportions applied to the 2017 estimate of cost-burdened households from the American Community Survey to estimate 2017 cost-burdened households by income group.

Just over one-quarter of the housing cost burdened households in James City County have incomes greater than 50% but less than 80% of AMI. These households could have employees who are lab technicians, electricians or middle school teachers earning at the median. A married couple – including a childcare worker and a bank teller, each working full time and earning in the 90<sup>th</sup> percentile – with two children would also be included in this category. Some of these low-income workers will earn more

with experience and additional training, but will need lower-cost housing when they are just starting out.

With the typical home in the County requiring an income of \$79,000 to buy, higher-income working households also face housing challenges in James City County. Households earning between 80% and 100% of AMI may be surgical technicians, food service managers, loan officers, elementary school teachers, and RNs as single earners earning at the median. An estimated 970 of these households are cost burdened, accounting for 12% of the total.

### **Workers Commuting to James City County**

In addition to working households living in the County, more than 17,500 workers commute into James City County each day from other places in the region and the state. Of these, about 16% (i.e., about 2,900 workers) commute from areas in the immediate vicinity (e.g., City of Williamsburg or York County). An estimated 5,900 commute from Norfolk, Virginia Beach and Hampton.

There are also out-commuters in James City County—that is, workers who live in the County and commute to a job in another jurisdiction. There are an estimated 18,000 out-commuters from James City County, including about 6,100 who commute to either the City of Williamsburg or York County.

It is clear that James City County is part of a larger commuting area and it is illogical to think that all people will want to live in the same jurisdiction in which they work. We do not have specific data on commuters' housing preferences in the region. However, it is likely that some workers in James City County reside elsewhere because they cannot find appropriate, affordable housing closer to their jobs in the County.

Figure 4 shows the number of in-commuters in different wage categories. Data on incomes of in-commuters is limited and is reported for individuals, rather than for households. Therefore, the income ranges shown in Figure 4 below correspond to earnings in an individual's primary job<sup>5</sup> rather than household incomes. As such, it is not possible to make a direct comparison with the household-level cost burden analysis of County residents.

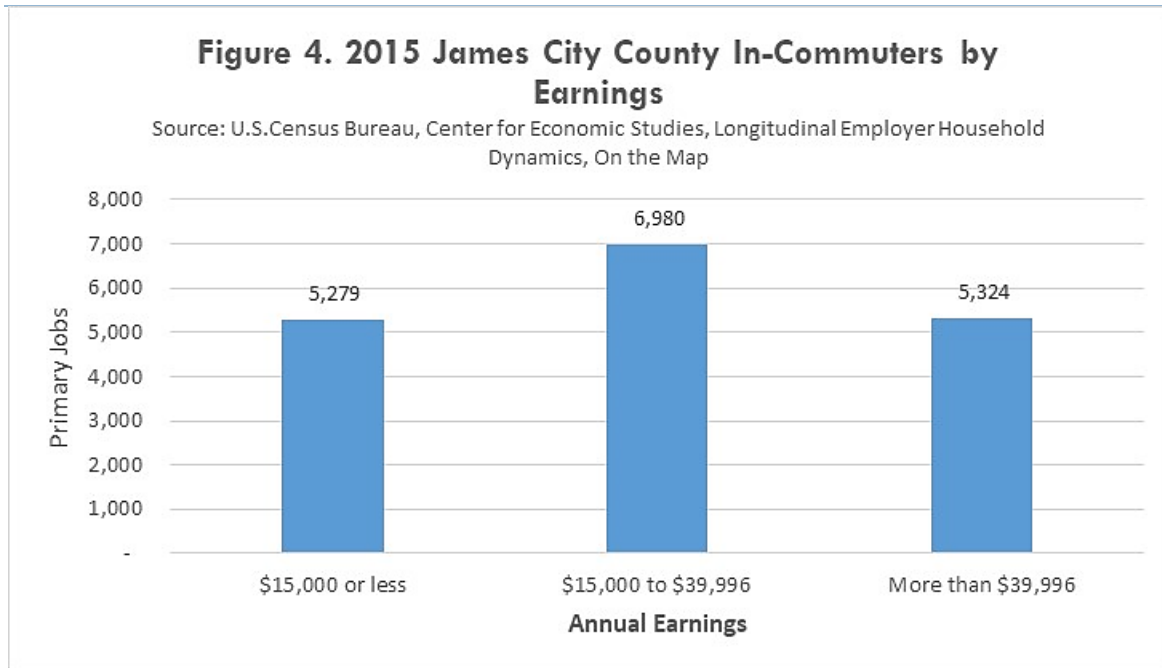
Figure 4 shows that the income profile of commuters to James City County is quite similar to that of its resident workers--30 percent of these in-commuters have individual incomes that are less than or equal to 30% of the AMI and include workers in occupations such as childcare, housekeeping, home health, substitute teaching and amusement/recreation attendants.

Another 40% have individual incomes that equate to roughly 50% of the AMI. Workers like construction laborers, security guards, legal secretaries, tax preparers and dental assistants fall in this category. If these wage earners wanted to live in James City County, the majority of them would not be able to find affordable housing in the County.

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<sup>5</sup>The U.S. Census Bureau defines a primary job is the highest paying job for an individual worker for the year. The count of primary jobs, therefore, is the same as the count of workers.





### Availability of Workforce Housing in James City County

Data on housing needs and supply suggests that there is a significant deficit of housing affordable to lower-income workers (i.e., below 50% of AMI) in James City County. Figure 5 compares affordable rents and home prices for workers in three income ranges to the stock of housing in James City County that may be affordable and available to these workers. Both the number of residents and the number of commuters in each income category are shown to provide a perspective on housing market pressures, both for commuters who might want to move to the County and for residents who would like to move up to higher quality housing. While the data in Figure 5 correspond to earnings in an individual's primary job rather than household incomes, it is nevertheless clear that the earnings provided by the majority of James City County's jobs are not sufficient to provide working families with abundant housing options in the County.

**Figure 5. Availability of Affordable Housing in James City County**

<b>Workers by Earnings</b>	<b>Availability of Affordable Housing Units</b>
Workers earning \$15,000 or less <ul style="list-style-type: none"> <li>– Residents: 2,153 workers</li> <li>– Commuters: 5,279 workers</li> </ul>	0 affordable rental units (\$375 per month or less)
Workers earning \$15,000 - \$39,996 <ul style="list-style-type: none"> <li>• Residents: 2,948 workers</li> <li>• Commuters: 6,980 workers</li> </ul>	2,000 affordable rental units (\$400-\$1,000 per month) of which approximately 100 available (\$600-\$900/mo) 3,200 affordable homeownership units (under \$175,000) of which very few available for sale
Workers earning \$39,996 or more <ul style="list-style-type: none"> <li>• Residents: 2,915 workers</li> <li>• Commuters: 5,324 workers</li> </ul>	4,300 affordable rental units (\$1,000+ per month) 18,000 affordable homeownership units (\$175,000+)

Source: Virginia Center for Housing Research

Extremely low-income residents and in-commuters face the same housing hardship. James City County has virtually no available units that are affordable to those earning less than 30% of AMI, \$15,750 for a 1-person household and \$25,100 for a 4-person household. A household with an annual income of \$15,000 can afford no more than \$375 per month for housing. In order to obtain housing, households in this income category must have access to below-market-cost units, accept substandard housing or spend a disproportionately high share of their income on housing.

Likewise, there is not enough housing stock in James City County or the region<sup>6</sup> to serve households with income less than 50% of AMI (\$26,250 for a 1-person household and \$37,500 for a 4-person household). Both County residents and in-commuters face a very tight, highly competitive market in which those with lower incomes will likely have to accept cost-burdens or otherwise inappropriate housing.

At the high end of this income category, a household earning \$40,000 a year can afford no more than \$1,000 per month for housing. About 2,000 units in the County have rents between \$400 and \$1000, and there may be some (around 100) units available (vacant and for-rent) with rents \$600-\$900. A household in this income range can afford to buy a home with a price up to \$168,000. There are about 3,200 owner-occupied units in the County valued below \$175,000, but only a handful are for sale at any time. No new homes are being constructed at these price levels.

Households with somewhat higher incomes also face a competitive market. We estimate that more than 2,000 households with incomes greater than 50% of AMI, but less than 80% of AMI are cost-burdened (income of \$42,000 for a 1-person household and \$60,000 for a 4-person household). Although there is more rental stock in the County that is affordable to households in this income range, it is not enough to meet demand. Limited housing supply means that higher-income households compete for lower-cost housing options, making it even more challenging for working individuals and families with modest incomes.

To address these gaps in housing options for working households, James City County needs a more diverse housing stock. The biggest needs are for workers earning low- and moderate-wages, though even working households with incomes up to the County's median household income face limited housing options. While there are cost burden households with incomes above the median (e.g. between 100 and 120% of AMI), the data are clear that this group of households has more choices than do lower-income households and that the workforce housing needs are greatest among those with incomes below the median. The recommendations developed by the Workforce Housing Task Force (see below) include approaches to preserve and produce housing affordable at various income levels, but focus on strategies that serve low- and moderate-income workers with incomes between 30 and 100% of AMI.

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<sup>6</sup>For this analysis, the region is defined as the Virginia portion of the Virginia Beach–Norfolk–Newport News, VA–NC Metropolitan Statistical Area (MSA) and includes Gloucester County, Isle of Wight County, James City County, Mathews County, York County and the cities of Chesapeake, Hampton, Newport News, Norfolk, Poquoson, Portsmouth, Suffolk, Virginia Beach, and Williamsburg.

## WORKFORCE HOUSING RECOMMENDATIONS

The Workforce Housing Task Force has developed a set of recommendations that are designed to address current and future workforce housing needs in the community and be consistent with the Task Force’s Vision and Principles. There is no one, single initiative or policy that can solve the workforce housing challenge. Rather, the County should adopt a range of approaches—and make available the necessary resources—to have a comprehensive workforce housing strategy.

In addition to initiatives undertaken by the County, the Task Force recommends that James City County partner and lead on regional efforts to expand housing options, recognizing that the lack of workforce housing is not an issue unique to James City County nor is it a challenge that can be solved by one community alone.

Furthermore, the Task Force recommends that a standing citizen commission be established to be involved in moving these recommendations forward through the County’s Comprehensive Plan Update process and beyond.

The Workforce Housing Strategy Recommendations are organized into four categories:

- A. **Housing Preservation:** Strategies to rehabilitate, restore and preserve existing housing in the County.
- B. **Housing Production:** Strategies to facilitate the private-sector production of new workforce housing in the County.
- C. **Housing Access:** Strategies to connect James City County workers with affordable housing in the County.
- D. **Funding:** Strategies for expanding funding sources to support workforce housing initiatives.

Specific recommendations may relate to multiple goals (e.g., both preservation and production) and many recommendations will be most effective when they are put into place in tandem (e.g., rehabilitation programs and local Housing Trust Fund).

In addition to these workforce housing recommendations, the Workforce Housing Task Force strongly supports County efforts to expand transportation and transit options and to invest in workforce development initiatives.

The recommendations include specific **Priority Recommendations** and **Additional Recommendations**. Priority recommendations are those that the Task Force is recommending be adopted in the near-term because they build on existing programs or policies, address an urgent need and/or require no immediate major public investment. Several recommendations below are intended to be considered as part of the County’s Comprehensive Plan Update process which is set to begin in spring 2019.

The Workforce Housing Task Force was not charged with determining the level of staff and other resources to implement the recommendations below. We strongly encourage the Board of Supervisors to allocate the funding needed to ensure there are sufficient staff personnel and other resources to implement workforce housing recommendations.

## A. Housing Preservation

### A-1. Housing Rehabilitation

The County should increase the resources it dedicates to the rehabilitation of single-family homes, with a priority given to homes identified in the Housing Conditions Study. James City County has identified approximately 1,000 homes within the County that are in serious disrepair. Rehabilitating this housing will help existing residents remain in their homes and maintain and improve existing single-family neighborhoods.

#### Priority Recommendations:

- Continue to refine the process for selecting deteriorating single-family homes that can be rehabilitated with state and local funding. Set a goal of rehabbing 10 single-family homes annually. With additional resources and staffing, rehabbing up to 25 single-family homes annually should be the ultimate goal. (See D-1 below.)
- Establish and maintain a resource list of reliable, vetted contractors with experience in specific services (e.g., historic homes, home modification, home accessibility, etc.). This list will not only be a resource for homeowners directly, but will also assist County-initiated rehabilitation efforts. This resource could be part of the Housing Resource Navigation tool (see C-1 below.)
- Plan a “Rehab Blitz” day modeled after Habitat for Humanity’s Blitz day. Partner with Habitat and other local/area nonprofits to target rehab activities in a particular neighborhood.

#### Additional Recommendations:

- Offer property tax abatement/exemption for owners of deteriorating single-family homes that make improvements and either continue to live in the home or enter into an agreement with the County to rent that home to a low- or moderate-income working individual or family. Exemptions/abatements would apply to the value of the improvements, not the entire property. (See B-8 below.)
- Develop a pattern book to guide housing maintenance and rehabilitation that could include sections on home accessibility modification and aging in place, as well as accessory apartments (see B-4 below).

### A-2. Preservation and/or Redevelopment of Manufactured /Mobile Home Parks

The County should establish and implement a policy for manufactured housing that is aimed at preventing further deterioration of the existing stock and protecting the current residents of mobile home parks.

Manufactured housing is an important source of affordable housing for working households in James City County. There are twelve mobile home parks in the County, including those located along Centerville Road and clustered in and around the Grove area of the County. In many cases, mobile home parks are suffering from disinvestment and many of the manufactured homes in the parks are in serious need of repair and rehabilitation. Moreover, zoning designations among the parks vary considerably, with some parks having industrial or business zoning that provide little protection for the residents.

While opportunities for investment in existing mobile home parks differ depending on condition of the park, ownership of the park and current zoning, the County can take steps to establish a policy that prevents further deterioration and recognizes the potential of manufactured housing as a source of workforce housing.

Priority Recommendations:

- Assess the opportunities for improving current mobile home parks:
  - Review and evaluate the current condition, ownership and zoning of existing mobile home parks.
  - Based on the results of the review, establish goals for each park and engage owners in discussion about the future of each park.
  - Develop guidelines for negotiations with park owners that include discussion of different options based on opportunities at each park, including reinvestment and stewardship, transfer of ownership to a nonprofit, co-op ownership, County acquisition and transfer of ownership to a responsible organization, and redevelopment.
- Look for opportunities that either attempt to head off loss of mobile homes and/or promote responsible redevelopment of the mobile home parks with the goal of protecting current residents.

Additional Recommendations:

- Explore the option of the County buying out parks and either retaining control temporarily or transferring control, winding down agreements with current owners by 2030. Assuming the County retains control, after 2030, the County could sell the land upon an approved plan for moderate-density workforce housing.
- Explore adding cottage homes to the housing stock in the mobile home parks, including identifying zoning and other regulatory changes that would be needed. Cottage homes are defined as small homes—typically between 800 and 1,000 square feet—that are clustered and have shared access and common space. Sponsor a pilot or competition in collaboration with a state university planning/real estate/engineering program for a cottage home project within a mobile home park in the County.
- Proactively advocate for a state-supported mobile home replacement program.
- Coordinate a County mobile-home replacement program, engaging utilities, manufactured home retailers and the Virginia Manufactured and Modular Housing Association for support.
- Ensure that the County has (or develops) a mobile home decommissioning and recycling plan.

### **A-3. Redevelopment/Revitalization Areas**

The County should define specific redevelopment/revitalization areas as a means to rehabilitate existing homes and subsidize new workforce housing. Defining redevelopment/revitalization areas can open up additional federal and state funding sources that supplement CDBG and local resources. This funding can be used to rehabilitate existing single-family homes and to subsidize the development of new multifamily and single-family housing.

#### Priority Recommendations:

- County staff should review the Housing Conditions study, CDBG funding areas and other recent plans to define specific redevelopment/revitalization areas. Staff should consult with key stakeholders during the Comprehensive Plan review process regarding the establishment of these areas.
- Once the redevelopment/revitalization areas are established, build partnerships with developers that focus primarily on workforce housing products (e.g., single-family detached homes on small lots priced for specific income ranges, small multifamily buildings with rent subsidies).

#### Additional Recommendations:

- Review County goals, strategies and actions, as well as land use designations and development standards, as part of the Comprehensive Plan update process to ensure that workforce housing, mixed-income housing and mixed-use development are supported by land use and zoning policies in the defined revitalization areas.
- Apply for grant funding from VHDA's mixed-income/mixed-use program that supports projects in defined revitalization areas.

## B. Housing Production

### B-1. Mixed-Use, Moderate-Density Zoning Districts

The County should amend the Zoning Ordinance to facilitate generation of a wider range of housing types, sizes, and forms that increases the supply of workforce housing.

Several of the residential zones in James City County are tailored for single-family homes on relatively large lots (i.e., R-1 R-2, R-6). While there are zones that allow for other residential building types, such as townhomes and apartments (i.e., R-3, R-4, PUD-R, MU), these districts, to varying degrees, contain provisions that may make them less conducive to the development of townhomes and/or multifamily housing.

The County's R-5 zoning district does allow for moderate-density development, typically up to 12 units per acre. However, there are currently *no* viable zoned R-5 parcels in the County. In addition, there are very few areas in the County designated as moderate density on the land use plan.

Moderate-density development is most appropriate near job centers and along transportation and transit corridors. Making more areas along transportation and transit corridors more readily available for moderate-density zoning can enable greater diversity in the housing stock and can create attractive multiuse neighborhoods, while maintaining community character in single-family neighborhoods. Incentivizing development opportunities in transportation and transit corridors should be done as part of the County's update to the Comprehensive Plan and should be consistent with the goals of the Comprehensive Plan of "...increasing affordable housing in proximity to job opportunities to reduce in and out commuting and congestion on major regional roadways..."

#### Priority Recommendations:

- Support land use changes within the Primary Service Area (PSA) that would promote more moderate-density and mixed-use development. Review recent projects in the County to define their density in the context of the Comprehensive Plan land use designation and zoning district. This information will inform staff as they identify areas of the County where medium-density zoning would be appropriate.
- Review the use lists for existing zoning districts and delete, add and/or modify uses as appropriate to reflect the current types of establishments and uses in the County and to ensure that diverse housing types are specifically included in use lists in zoning districts where housing is permitted.

#### Additional Recommendations:

- Review and update zoning districts following the County's Comprehensive Plan review process. The process, which includes significant citizen engagement, is the avenue through which future zoning ordinance changes may be identified. Potential changes to consider include:
  - Reduce site area minimums for development projects to help make redevelopment viable for smaller, nonprofit developers focused on workforce housing.

- Examine options for allowing for by-right development of workforce housing.
- Increase the maximum number of units per acre in both single-family and multifamily zones for projects that provide workforce housing.
- Use a form-based zoning in select areas, which will preserve neighborhood character through maintaining building forms, but also provides more flexibility on the types of housing options within those building forms.
- Increase the maximum number of units permitted in multifamily structures in select zones (e.g., R-5 zone currently capped at 10 units per structure) to promote smaller unit-sizes at lower price-points within the same building envelope (e.g., two separate units in one townhome-style structure, or more studio/one bedroom units in apartment buildings).
- Decrease minimum lot size requirements and/or explore adding a maximum lot size regulation in select zones to facilitate smaller home types (both single-family and townhomes) when projects include workforce housing.

## **B-2. Adaptive Reuse**

The County should adopt guidelines and incentives to support the repurposing of old, vacant, and/or underutilized commercial buildings as workforce housing, specifically old motels and outdated shopping areas. Bringing new life to a deteriorating commercial building can be consistent with and even enhance the character of the community. The primary benefit of repurposing an old building is that it provides housing without using previously undeveloped land. It may also have less impact on the environment than would new construction because fewer materials are needed, and the embodied energy within the structure is maintained.

Within James City County, there are some older motels and outdated shopping centers in commercial areas that could potentially be converted into housing. These buildings are in close proximity to many of the County's service-industry and tourism jobs and could provide affordable housing for these workers with proper investment and adaptive reuse.

### **Priority Recommendations:**

- Create an inventory of potential adaptive reuse and conversion sites within the County. This inventory should include locations, conditions, ownership, zoning and other information about the properties. This inventory will provide staff and developers critical information for establishing priorities, processes and guidelines for adaptive reuse projects in the County.
- Identify Virginia-based builders/developers with experience in adaptive reuse and convene a public meeting to discuss and better understand the challenges and opportunities with adaptive reuse.



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- Review the use lists for all zones in the County and modify to encourage residential/mixed-use developments along specific corridors, with the goal of facilitating adaptive reuse opportunities in existing commercial areas.
- Investigate resources that could support adaptive reuse such as the Low Income Housing Tax Credit, historic tax credits or programs to support housing for residents experiencing homelessness.
- Engage owners of properties that are good candidates for redevelopment or adaptive reuse. Facilitate connections among property owners and developers, and identify resources that could be employed.

**Additional Recommendations:**

- Develop a new zoning designation that would allow motel to apartment conversions through an application process, modeled after a similar policy in the City of Williamsburg.
- Undertake corridor planning studies for areas with underutilized commercial properties. The first study could focus on the Route 60 corridor and specifically the outdated commercial areas and hotel properties along that highway. This corridor sub-area could be incorporated within the scope of the upcoming Comprehensive Plan review effort.
- Explore the feasibility of establishing an administrative permitting path for commercial-to-residential conversions that include workforce housing.
- Create a fund to assist private owners of obsolete commercial buildings with the cost of demolishing and redeveloping their structures.

**B-3. Purchase of Development Rights (PDR) Program**

The County should restart its PDR program to achieve the joint goals of open space preservation and workforce housing production. The County's PDR program was intended to preserve open space within the County, and between 2001 and 2017, approximately 802 acres of PDR easements were recorded, exclusive of the County's Greenspace program. There has been a total program investment to date of more than \$4.4 million, although some program costs have been reimbursed to James City County.

**Priority Recommendations:**

- The County should identify land that can be purchased for open space to preserve existing rural areas and buffers when increasing development in parts of the PSA to allow for workforce housing.

**Additional Recommendations:**

- Review earlier report on Transfer of Development Rights (TDR) to understand if the issues identified are still in place today. Explore the possibility of designing a prototype TDR trading bank within the County that identifies density sending and receiving districts and includes a formula for allocating density bonuses in exchange for the provision of workforce housing.

#### **B-4. Accessory Apartment Policy**

The County should modify its Accessory Apartments ordinance to facilitate the development of more accessory units while retaining the residential character of existing neighborhoods. Accessory units can be a source of income for homeowners, allowing them to remain in their homes over time. Accessory apartments can also be a source of housing for caregivers and family members, and for lower income workers living in James City County.

The County's current ordinance allows attached accessory units in most zoning districts. Attached units can be within an existing unit or be an addition. Attached accessory units cannot be more than 35% of the home and must look substantially similar. Detached units are permissible but require a special use permit reviewed by the Planning Commission. Detached units are restricted in size to the smaller of 400 square feet or 50% of the primary structure.

##### Priority Recommendations:

- Develop a pattern book, training sessions and other technical assistance documentation to help home owners construct accessory units.
- Revise ordinances related to accessory apartments to increase the maximum size of detached accessory units so that accessory apartments can be large enough to accommodate a "reasonably-sized" one-bedroom unit (e.g., up to 750 square feet).
- Revise ordinances related to accessory apartments to modify set-back, parking and/or other requirements to make it easier to build an accessory apartment.

##### Additional Recommendations:

- Offer incentives for accessory apartments, such as waived fees for Special Use Permit applications or utility hook-ups, when apartments are rented to people holding jobs in James City County, or for other targeted populations (e.g., elderly relatives). Owners of accessory apartments would have to register with the County and document tenant eligibility.
- Develop a loan program to help lower-income households build accessory apartments.
- Promote the fact that zoning now allows accessory apartments in all residential zones.
- Encourage HOAs to revise covenants that prohibit accessory units.

#### **B-5. Expedited Permitting**

The County should establish an expedited land entitlement process and reduced fees for projects that include workforce housing. Development site plan review and code permitting are critical steps in the land entitlement process. It is during these phases that development proposals are thoroughly vetted against adopted codes, plans and policies. Expedited review and permitting can help promote the development of housing affordable to low- moderate-income households by reducing development costs.

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James City County already has an expedited review process for projects that support its economic development goals. This could provide guidance for a process targeting projects that promote the development of workforce housing.

**Priority Recommendations:**

- Establish the income threshold necessary for a project to qualify for an expedited review. The following are recommended: 1) rental housing affordable to households with incomes between 30 and 60% of AMI and 2) homeownership housing affordable to households between 60 and 100% of AMI.

**Additional Recommendations:**

- Explore establishing an internal process for fast-tracked reviews that could include staff specifically assigned to the program.

**B-6. Public Land**

The County should establish a formal policy related to the use of publicly-owned land for housing development. Some County-owned land could be appropriate to set aside for the development of workforce housing by the private sector. Other sites may not be appropriate for housing development, but should they be surplus, the proceeds could be used to fund housing programs through a local Housing Trust Fund.

**Priority Recommendations:**

- Develop a comprehensive inventory of publicly-owned sites, including an assessment of whether sites are vacant or whether there is underutilized development capacity.
- Identify which public land sites would be suitable for workforce housing. As part of the process, develop criteria for evaluating sites' appropriateness, prioritizing characteristics such as proximity to transit infrastructure and employment areas.
- Explore options for creating a housing land trust or land bank for public land that is vacant and/or underutilized and located near jobs and transit infrastructure. A land trust or land bank would be a mechanism for acquiring, holding and, ultimately, deploying public land specifically for workforce housing.

**Additional Recommendations:**

- Once priority public sites have been identified, the County could then seek to establish a public/private partnership and apply for VHDA funding to support the development of housing for households with incomes up to 50% of AMI. The County could issue an RFP for a pilot project on one publicly-owned site to see what types of partners and projects could be supported with a public land policy. The County could specify the characteristics of a project it would like to see on the site and the contribution from the County (e.g., just the land, land and some infrastructure). If multifamily units are determined to be viable on the site, part of this process would likely include a rezoning of the public land to R-5. Developers and developer teams would submit proposals based on the RFP.

- Amend the County's Capital Improvement Process (CIP), which allocates resources for building or redeveloping public facilities, to ensure that opportunities for creating housing options on public land and in conjunction with public facilities development are considered during the process.
- Identify land or parcels that would be suitable for purchase by the County and made available for the development or redevelopment of workforce housing. Land could either be made available immediately upon purchase to a qualified nonprofit developer or could be held by the County until an appropriate project is proposed. Funding for land purchases could come from an expanded local Housing Trust Fund.

### **B-7. Voluntary Inclusionary Zoning**

The County should establish a stand-alone, voluntary, incentive-based inclusionary zoning program (often referred to as an Affordable Dwelling Unit (ADU) program in Virginia) that offers bonus density for workforce housing. The design of this program would draw on the County's current and past policies that tie density bonuses to the provision of affordable and workforce housing.

In 2012, the James City County Board of Supervisors adopted the Housing Opportunity Policy (HOP) which provided a mechanism for the generation of affordable and workforce housing units within market-rate development projects that seek a rezoning. The HOP used a sliding scale of reduced cash proffers paid by developers to the County. The proffer reduction ranged from 100% for units reserved for residents making 30% to 60% of AMI, to 30% for so-called workforce housing units defined as housing affordable to households with income between 80 and 120% of AMI. Due to a proffer law passed by the Virginia General Assembly in 2016, the HOP was rescinded for new development.

The County also has a bonus density option in the Zoning Ordinance built into many of the zoning districts. The provision includes a menu of options developers can provide in exchange for additional density. One of the options in the bonus density menu is providing affordable and workforce housing. However, the wide range of options in the bonus density table--from achieving green building certification, to stream restorations, to building playgrounds--reduces the likelihood that a developer would opt for the affordable unit set-aside option to achieve a higher density.

Despite the new proffer law, localities in Virginia are still able to create ADU programs under code §15.2-2305. The statute requires an ADU program to be incentive-based, in that developers must be granted a density bonus if they provide affordable housing units. The law caps the set-aside unit proportion a County can seek at 17%, and caps the density bonus a developer can receive at 30%. Localities are free to set ADU program requirements within these ranges.

#### **Priority Recommendations:**

- Bring together community stakeholders and staff to make recommendations for a new incentive-based, voluntary inclusionary housing policy in the County. This group should include representatives from all stakeholders involved in residential development in the County, including, but not limited to, for-profit and nonprofit developers, financial institutions, land use attorneys and County staff.

- County staff and community stakeholders should develop a specific, detailed methodology that represents best practice and industry standards for calculating affordable price points based on AMI.
- Once the price-points are established, evaluate use of a sliding density bonus scale based on both the quantity of units and the depth of affordability provided. The Housing Conditions Study for the County recommends adopting an ordinance similar to Fairfax County's ADU program that provides a sliding density bonus scale that caps at 20%.
- Continue to have an in-lieu fee option that developers could pay to a County Housing Trust Fund in exchange for additional density. This option provides greater flexibility to the County to either construct workforce units in specific priority areas, or purchase existing units in the market, which can often be less expensive than new construction.
- Review the County's existing density bonus system in the zoning ordinance to determine if the provision of affordable/workforce housing can be prioritized or if it should be a *requirement* (rather than an option) for any developments proposed over the current baseline density.

**Additional Recommendations:**

- Advocate with the state to have James City County added as a local jurisdiction permitted to adopt a mandatory inclusionary zoning program.

**B-8. Property Tax Exemption/Abatement**

The County should promote existing and adopt new property tax abatement programs. A property tax exemption or abatement can make it easier for nonprofit developers to build housing using Low Income Housing Tax Credits or other state and/or federal resources. The property tax relief can serve to close some of the gap between the cost of building housing and the income generated by rents affordable to lower-income households. Property tax abatement can also be used as an incentive to rehabilitate deteriorating properties and can preserve access to workforce housing when property owners agree to remain in the home or maintain rents at affordable levels.

**Priority Recommendations:**

- Promote the state program that provides state tax credits to landlords who offer rental property at reduced rates to elderly or handicapped individuals.

**Additional Recommendations:**

- Adopt a property tax exemption and/or abatement for residential properties that guarantee units will be affordable to and leased to individuals and families with incomes at or below 60% of AMI.
- Offer property tax abatement/exemption for owners of single-family homes that make improvements and either continue to live in the home or enter into an agreement with the County to rent that home to a low- or moderate-income working individual or family. Exemptions/abatements would apply to the value of the improvements, not the entire property.

## C. Housing Access

### C-1. Housing Resource Navigation

James City County should support the Hampton Roads Housing Resource portal, an existing regional homeownership and rental resource center, through financial support and coordination of resources and marketing. Promoting the existing assistance available to households in the County and the region, more broadly, will increase opportunities for working households in James City County to find appropriate and affordable housing in the community.

#### Priority Recommendations:

- Financially support the Hampton Roads Housing Resource Portal.
- Explore how to link County resources to the regional portal.

#### Additional Recommendations:

- None

### C-2. Homebuying Assistance

Promoting responsible homeownership is a goal for the community. The County should expand support provided to first-time homebuyers who work in James City County. The County currently offers assistance to homebuyers through its First-Time Homebuyer Program. In addition, the Employer-Assisted Homeownership Program assists County employees who do not own a home in James City County by providing up to \$3,000 to match savings for down payment and closing costs. Homebuyer education and counseling is also offered through VHDA Homebuyer Education classes.

#### Priority Recommendations:

- Expand down payment and closing cost assistance to provide assistance to 50 income-qualified first-time homebuyers who work in James City County and want to purchase a home in the County.

#### Additional Recommendations:

- Dedicate staff to building and coordinating local and regional partnerships to support affordable homeownerships and complement HUD Homebuyer Counseling services that the County already provides. Partnerships should be formalized with clear responsibilities and goals. Partners should include Realtors, banks and other financial institutions, organizations with additional resources (i.e., informational or financial), assessors, inspectors and others. The goal would be to create a type of “one-stop-shop” for James City County workers and residents looking to buy a home in the County.

### **C-3. Local Housing Voucher**

The County should establish a local housing voucher program. Like the federal Housing Choice Voucher program, a local housing voucher program would provide assistance to households to enable them to rent housing in the private market. A local housing voucher program using local resources should be designed to offer priority to individuals who hold jobs in the County.

#### Priority Recommendations:

- Conduct education and outreach with eligible households and landlords.
- Research the experiences of other localities in Virginia that have such a program.
- Establish a local housing voucher/rental subsidy program funded by dedicated housing Trust Fund resources. Define program rules and priorities. Set as a goal to serve 25 families annually through a local rental housing subsidy.

#### Additional Recommendations:

- None

## D. Funding

### D-1. Housing Trust Fund

James City County should create a local Housing Trust Fund with a dedicated source of funding to support workforce housing initiatives. Local funds can be used to leverage state and federal resources and can provide flexibility in how the County supports the development and preservation of housing for working households in the County.

#### Priority Recommendations:

- Identify priorities for the Housing Trust Fund going forward. Priorities and policies for the Trust Fund should be clearly stated in a policy document so that all stakeholders understand the goals and process for funding allocations.
- Dedicate funding for the rehabilitation of single-family homes identified as dilapidated in the Housing Conditions survey. Local funding, added to the anticipated \$350,000 from the state, would allow for the rehabilitation of homes above the number that have been rehabbed in recent years.

#### Additional Recommendations:

- Explore potential mechanisms to fund the Trust Fund over the long-term. Funding sources could include both the diversion and expansion of existing taxes and fees, as well as new sources of revenue. (Potential sources of funding are described in the Appendix.)

### D-2. Opportunity Zone

The Grove area of the County has been designated as the one Opportunity Zone in James City County. Ensure that this area is well positioned to take advantage of its Opportunity Zone designation.

Created in the 2017 Tax Cuts and Jobs Act, Opportunity Zones are designed to drive long-term capital into low-income communities across the nation, by using tax incentives to encourage private investment into designated census tracts through privately- or publicly-managed investment funds. While not an automatic source of funding, the Opportunity Zone program does provide the possibility for the County to leverage new resources.

Proposed federal regulations for Opportunity Zones have recently been released and will need to go through a public process before they are final. In the meantime, the County could take steps to position the Grove area in such a way that if and when funding does become available, the area is competitive for that funding.

#### Priority Recommendations:

- Review current planning efforts in the Grove area and along Merrimac Trail, including Economic Development Authority efforts underway and planned transportation investments, to ensure that existing plans are consistent with promoting workforce housing and ensuring no displacement of current residents in the area.
- Plan and carry out an “Opportunity Zone” day modeled after the recent program held in the City of Norfolk. The event should bring together developers, financial institutions, economic



development agencies and other stakeholders to increase understanding of opportunities and to build relationships among partners that will be critical to leveraging the new Opportunity Zone program.

**Additional Recommendations:**

- Explore County purchase of property within the Opportunity Zone that would be rezoned for workforce housing. Facilitate a public/private partnership for housing development through an RFP or some other process. This approach could also include a mixed-use component for a grocery store or other retail, which is also needed in this area of the County.
- Explore pre-packaging a set of incentives that would be offered in addition to the incentives that will be provided through the Opportunity Zone program. These incentives could include County tax abatements, expedited permitting and additional density, among others, that would only be available if workforce housing is included within these Opportunity Zone development proposals.
- Invest in needed infrastructure improvements in this area of the County to facilitate revitalization and private investment. Develop a program that would include public investment of either providing infrastructure or land-cost buy downs as a way to promote or incentivize new mixed-income projects.

## APPENDIX

### Local Housing Trust Fund

The Workforce Housing Task Force has recommended a dedicated source of local funding to support the preservation and production of and access to workforce housing. It was beyond the scope of work of the Task Force to develop specific recommendations about funding sources. Task Force members felt that the County Board of Supervisors would determine the best mechanism for allocating resources for workforce housing initiatives. However, as part of the Task Force's discussion, several potential funding sources were discussed:

#### Existing Revenue Sources:

- Reallocate a portion of the revenue from Deeds of Conveyance and/or Recordation Taxes.
- Allocate some portion of revenue collected through the Historic Triangle regional sales tax to support the preservation, production and/or access to housing for workers in the County's tourism industry (e.g., restaurant and hotel workers).
- Increase the residential property tax rate by 1 cent (i.e., from 0.84 to 0.85 per \$100 of assessed value) and direct that additional revenue to the local Housing Trust Fund.
- Increase fees on new market-rate housing development (i.e., new housing that does not include homes affordable to households with incomes below 100% of area median income) and use that increased revenue for the Trust Fund.

#### New Revenue Sources:

- Analyze the housing demand generated by new commercial development/jobs in the County, and analyze the viability of a workforce housing impact fee to support housing production.
- Adopt a short-term rental/AirBnB tax. Applying a Transient Occupancy tax on these property owners could generate revenue that could be used to fund a local housing Trust Fund.
- Develop partnerships with Foundations that could support the Trust Fund.

## **Communication and Outreach**

Public engagement and outreach are critical for creating a shared understanding of the community's workforce housing needs and to build broad consensus for the Task Force's recommendations. Over the past year, the Workforce Housing Task Force and James City County staff conducted a number of activities designed to provide information about the work of the Task Force and to increase awareness of housing issues in the community. A series of education materials were prepared to support the Task Force's outreach activities. All material is posted on the County's website at <https://jamescitycountyva.gov/3504/Workforce-Housing-Task-Force>.

The Workforce Housing Task Force strongly advises that communication and outreach activities continue as the County moves forward with the workforce housing recommendations. Members of an on-going workforce housing advisory group should play an important role in this public engagement.

Below is a summary of key communication and outreach activities undertaken as part of the Workforce Housing Task Force process:

### **Community Presentations**

Task Force members presented at several community meetings, including meetings of the Williamsburg-James City County Democrats, Williamsburg Area Kiwanis, Hickory Neck Episcopal Church Men's Club, James City County Economic Development Authority and James City County Board of Supervisors.

### **WATA Bus Campaign**

Working with the Williamsburg Area Transit Authority (WATA), the Workforce Housing Task Force and County staff developed a series of highly-visual posters describing the types of working individuals who would benefit from workforce housing in the County. These posters were displayed on the outside of busses running beginning in fall 2018. The goal of this effort was to increase understanding among the general population about why workforce housing was important for many workers in the County.

In addition to the exterior bus posters, the Workforce Housing Task Force collaborated on announcements that were posted inside of WATA busses that encouraged riders to engage via social media on workforce housing issues. Using the hashtag #affordJCCVA, these posters asked a series of questions intended to motivate commuters to share their workforce housing stories.

### **Facebook Campaign**

County staff developed periodic posts on workforce housing for the County's Facebook page. Over several months, the Facebook posts on workforce housing received hundreds of comments and generated active public dialogue.

### **Podcasts**

Workforce housing issues were also discussed as part of the "This Week in James City County" podcast series. These podcasts featured members of the Workforce Housing Task Force and Technical Advisory Committee discussing different aspects of the workforce housing issue. Below is a list of the workforce housing podcasts, along with the number of listens in parentheses:

Workforce Housing Finance (60)

Impact of Workforce Housing on Local Businesses (67)

Link Between Workforce Housing and Economic Development (67)  
Workforce Housing Building Quality (90)  
Connections Between Housing and Health (63)  
Connections Between Housing and Education (84)  
Introduction from the Workforce Housing Chairs (97)

## Glossary of Terms

**Affordable Dwelling Unit (ADU) Policy:** Virginia’s inclusionary housing program (defined under state code 15.2-2305) which specifies how local jurisdictions can implement a policy for requiring or incentivizing the provision of below-market-rate housing as part of market-rate development.

**Affordable Housing:** Typically rental or ownership housing costing no more than 30% of a household’s gross monthly income before taxes. This could be housing with or without a public subsidy.

**Area Median Income (AMI):** The middle income in a specific area; half of households of a particular size have incomes higher and half have incomes lower; based on metropolitan area incomes and household sizes; used to determine eligibility for housing programs. In James City County, the FY2018 AMI for a family of four was \$75,000.

**Attainable Housing:** A term sometimes used to refer to housing that is affordable to a broad range of individuals and households in the workforce.

**Community Development Block Grant (CDBG):** A HUD (federal) program that provides grants to cities, counties and states to undertake community development efforts, including housing production and preservation.

**Comprehensive Plan:** A local plan that establishes goals, objectives, and policies that shape the future direction of a community as it relates to the physical development of its land.

**Cost Burdened:** A household paying more than 30% of its income for housing.

**Fair Market Rents (FMR):** The average rent amount calculated by HUD for different size units, for the purpose of determining the amount of housing subsidy available to participants.

**Housing Authority:** A local or state entity that administers Federal housing programs. James City County does not have a housing authority.

**Housing Choice Vouchers (formerly Section 8 Rent Assistance):** A federally-funded rent assistance program for low income households. Households must meet income eligibility criteria. Each household pays a minimum of 30% of income for rent.

**Housing Opportunity Policy (HOP):** A James City County policy that provided a mechanism for the generation of affordable and workforce housing units within market-rate development projects that requested a rezoning. The HOP was discontinued in 2016.

**HUD:** U.S. Department of Housing and Urban Development.

**Inclusionary Zoning:** A policy, typically incorporated into a local zoning code, that requires or incentivizes the provision of below-market-rate homes as part of market-rate development.

**Land Bank:** A body of land held by a public or quasi-governmental agency for future development or disposal, typically for the purpose of achieving a community goal while reducing the harm of vacant or underutilized properties.

**Land Trust:** Typically a membership-based community organization that owns and holds land to promote the development and long-term preservation of affordable housing.

**Low-Income Household:** According to HUD's definition, a household that earns 80% or less of AMI is low income; very low income households earn 50% or less; and extremely low income households earn 30% or less of AMI

**Low-Income Housing Tax Credit (LIHTC or Housing Credits):** Tax credits designed to encourage the development of rental housing affordable to households between 50 and 60% of AMI. Tax credits are provided to each state by the Federal government and are allocated by the states to specific projects. Nine-percent credits generally fund new construction while 4% credits are often used for rehabilitation projects.

**Nonprofit Developer:** An organization classified as 501(c)(3) that serves low- and moderate-income persons and acquires land or rehabilitates housing or builds new housing for households in eligible income categories.

**Primary Service Area (PSA):** Defines areas in James City County presently provided with public water, sewer and high levels of other public services, as well as areas expected to receive such services over the next 20 years. Most residential, commercial, and industrial development will occur within the PSA; development outside of the PSA is strongly discouraged.

**Public Housing:** Public housing is a Federal program authorized by HUD and administered by local housing authorities, typically providing housing affordable to households with incomes below 50% of AMI. James City County does not have public housing.

**Qualified Allocation Plan (QAP):** A state QAP outlines specific criteria and eligibility requirements for the allocation of Low Income Housing Tax Credits.

**Severe Cost Burden:** A household paying more than 50% of its income for housing.

**Supportive Housing:** Rental assistance coupled with case management services for individuals who are homeless or at risk of homelessness and have a disabling condition.

**Virginia Housing Development Authority (VHDA):** Virginia's housing finance agency that provides funding and financing for single-family and multifamily housing throughout the state.

**Workforce Housing:** Housing that is affordable to any working individual or family.

## ITEM SUMMARY

DATE: 4/9/2019

TO: The Board of Supervisors

FROM: Paul D. Holt, III, Director of Community Development and Planning

SUBJECT: Planning Commission and Board of Zoning Appeals 2018 Annual Report

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Please find attached the 2018 Annual Report for both the Planning Commission (PC) and the Board of Zoning Appeals (BZA).

### ATTACHMENTS:

Description	Type
☐ PC & BZA Annual Report for 2018	Exhibit

### REVIEWERS:

Department	Reviewer	Action	Date
Development Management	Holt, Paul	Approved	3/21/2019 - 3:10 PM
Publication Management	Burcham, Nan	Approved	3/21/2019 - 3:21 PM
Legal Review	Kinsman, Adam	Approved	3/21/2019 - 3:21 PM
Board Secretary	Fellows, Teresa	Approved	3/25/2019 - 1:35 PM
Board Secretary	Purse, Jason	Approved	4/2/2019 - 1:53 PM
Board Secretary	Fellows, Teresa	Approved	4/2/2019 - 2:00 PM

# PLANNING COMMISSION AND BOARD OF ZONING APPEALS 2018 ANNUAL REPORT



**DEPARTMENT OF COMMUNITY DEVELOPMENT  
101-A MOUNTS BAY ROAD  
WILLIAMSBURG, VA 23185**

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# 2018 PLANNING COMMISSION ANNUAL REPORT

On behalf of the James City County Planning Commission, I am pleased to present our 2018 Annual Report.

<b>Number of Cases Reviewed by the Planning Commission</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Agricultural and Forestal District	1	1	1	13
Height Waiver	2	0	4	1
Master Plan	2	2	2	0
Rezoning	5	7	3	2
Special Use Permit	10	12	13	11

In 2016, the Planning Commission’s Policy Committee commenced drafting new policies and ordinance amendments that would begin to replace residential proffers. In 2018, the Planning Commission adopted code amendments that focused on streetscapes, archaeology, natural resources, bicycle and pedestrian accommodations and traffic impact analyses. The Commission also adopted code amendments that were necessary due to changes by the General Assembly to the State Code.

In other business, the Commission adopted its first Policy regarding deferrals of Legislative Applications. From January to July 2018, the Commission spent significant time with staff, the Virginia Department of Transportation (VDOT) and its consultant, RK&K, working through the second and third phases of the Pocahontas Trail Corridor Study. The overall purpose of the study was to examine the Pocahontas Trail corridor between Fire Station 2 and James River Elementary School and engage the community in identifying key transportation needs and a vision for the future of the corridor. The Commission unanimously recommended approval of the recommendations in the study.

In 2018, the Commission also considered the renewal of 13 Agricultural and Forestal Districts, several Special Use Permits, and the consideration of rezoning a parcel in Norge for the Oakland Pointe apartments which generated much interest and public engagement for the year.

It has been an honor to serve with my colleagues and I would like to take this opportunity to thank them and the entire staff of the Planning Division for their hard work and dedication.

Heath Richardson, 2018 Planning Commission Chair

James City County Planning Commission

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## 2018 PLANNING COMMISSION

Name	District	Appointment	Term Expires
Heath Richardson** (Chair)	Stonehouse	2/25/2014	1/31/2019
Danny Schmidt** (Vice Chair)	Roberts	2/23/2016	1/31/2020
Rich Krapf**	Powhatan	1/23/2007	1/31/2022
Tim O'Connor**	At-Large	8/10/2010	1/31/2021
Jack Haldeman**	Berkeley	1/10/2017	1/31/2021
Frank Polster**	Jamestown	2/01/2018	1/28/2022
Julia Leverenz**	At-Large	2/27/2018	1/31/2022

## 2018 PLANNING DIVISION STAFF

Paul D. Holt, III, AICP, CNU-A, CFM, Director of Community Development and Planning\*\*  
 Ellen Cook, AICP, Principal Planner  
 Tammy Rosario, AICP, Principal Planner  
 Jose Ribeiro, AICP, Senior Planner II  
 Scott Whyte, AICP, Senior Landscape Planner II  
 Alex Baruch, Senior Planner  
 Savannah Pietrowski, Senior Planner  
 Roberta Sulouff, Senior Planner  
 Thomas Wysong, Senior Planner  
 Tori Haynes, Planner  
 Tom Leininger, Planner  
 Beth Klapper, Community Development Assistant  
 John Risinger, Community Development Assistant  
 Katie Pelletier, Community Development Assistant

## 2018 ZONING DIVISION STAFF

Christy Parrish, CZA, CFM, Zoning Administrator  
 Terry Costello, CZA, Deputy Zoning Administrator  
 John Rogerson, CZA, Senior Zoning Officer  
 Louis Pancotti, CZA, Senior Zoning Officer

\*\*Virginia Certified Planning Commissioner  
 AICP – American Institute of Certified Planners  
 CNU-A – Congress for the New Urbanism – Accredited  
 CZA – Certified Zoning Administrator  
 CFM – Certified Floodplain Manager

## INTRODUCTION

The James City County Planning Commission (Commission) is composed of seven members, one member from each of the County’s five magisterial districts (Powhatan, Roberts, Stonehouse, Jamestown, Berkeley) and two at-large members. Members are required to participate on one or two subcommittees: Development Review Committee (DRC) and the Policy Committee. The DRC reviews subdivisions and site plans for consistency with approved master plans, County Zoning and Subdivision Ordinances, the Comprehensive Plan, and other Board-adopted policies. The Policy Committee works with staff to (1) prioritize Capital Improvements Program (CIP) requests in accordance with the Comprehensive Plan, and (2) address specific planning-related issues such as policy and ordinance revisions.

*Townhomes in Liberty Crossing*



## PLANNING COMMISSION RESPONSIBILITIES

The Board appoints members to the Commission to review cases and make recommendations regarding land use, transportation, public facilities and utilities. The Commission shall, among other activities:

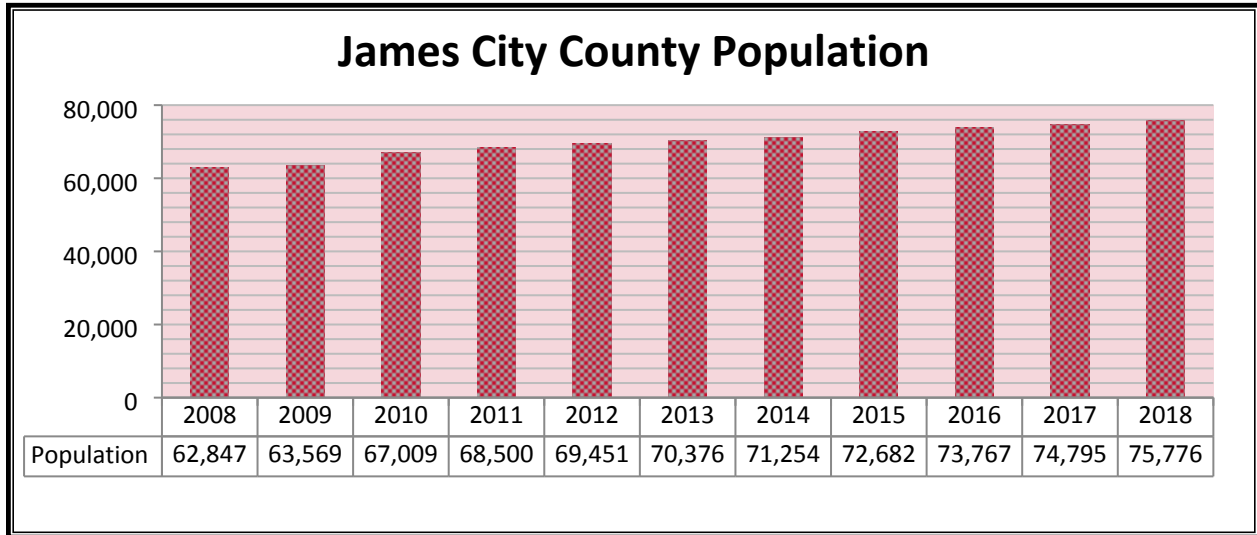
- Update and coordinate the implementation of the County’s Comprehensive Plan;
- Review and make recommendations to the Board of Supervisors on rezoning, master plan, special use permit, subdivision and site plan applications;
- Consider and prepare policy and ordinance revisions;
- Assess the annual CIP priorities; and
- Participate in community planning forums and committee studies.

<b>2018 Planning Commission Schedule</b>		
<b>Regular Meetings</b>		<b>Work Sessions &amp; Special Meetings</b>
January 3 (canceled)	July 3	March 19*
February 7	August 1	May 22**
March 7	September 5	
April 4	October 17	
May 2	November 7	
June 6	December 5	

\*Organizational and CIP Recommendation Meeting

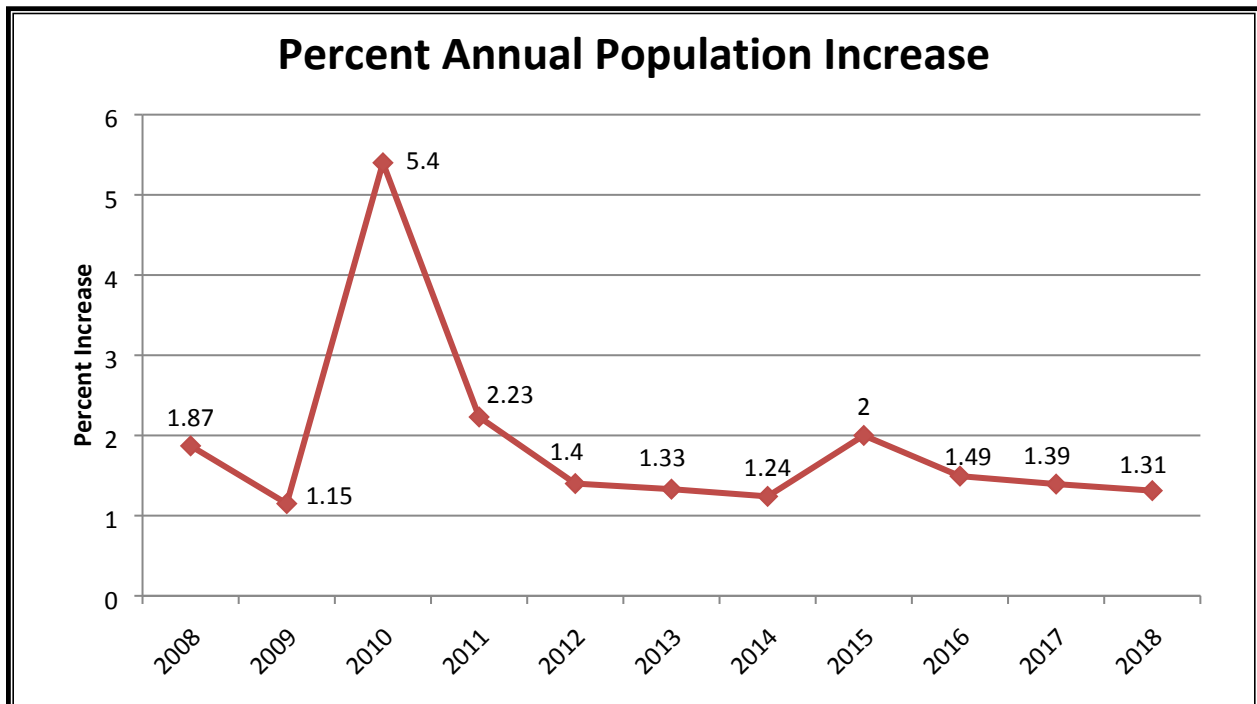
\*\*Joint Work Session with Board of Supervisors

## DEVELOPMENT AND GROWTH



Source: Staff population estimates (2008-2009, 2011-2018) and United States Census Bureau (2010).

Note: Staff population estimates are as of December of the year indicated.



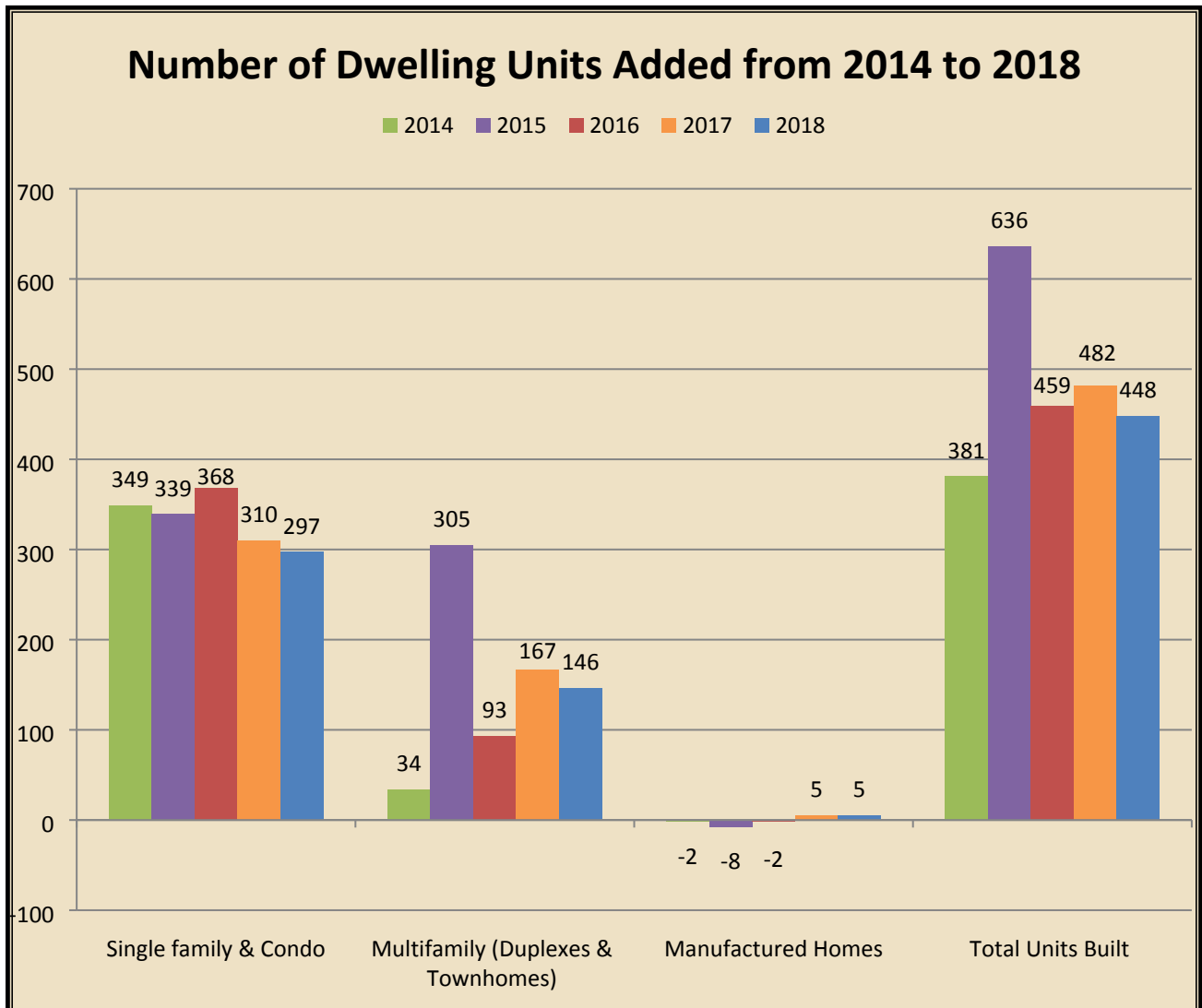
The apparent “jump” in population numbers between the years 2009 and 2010 represented in the above graphic by a sharp vertical line does not reflect real population growth; rather, the “jump” is attributed to a recalibration of the population figure based on new data from the U.S. Census Bureau released in 2010.

## Number of Dwelling Units Added from 2014 to 2018

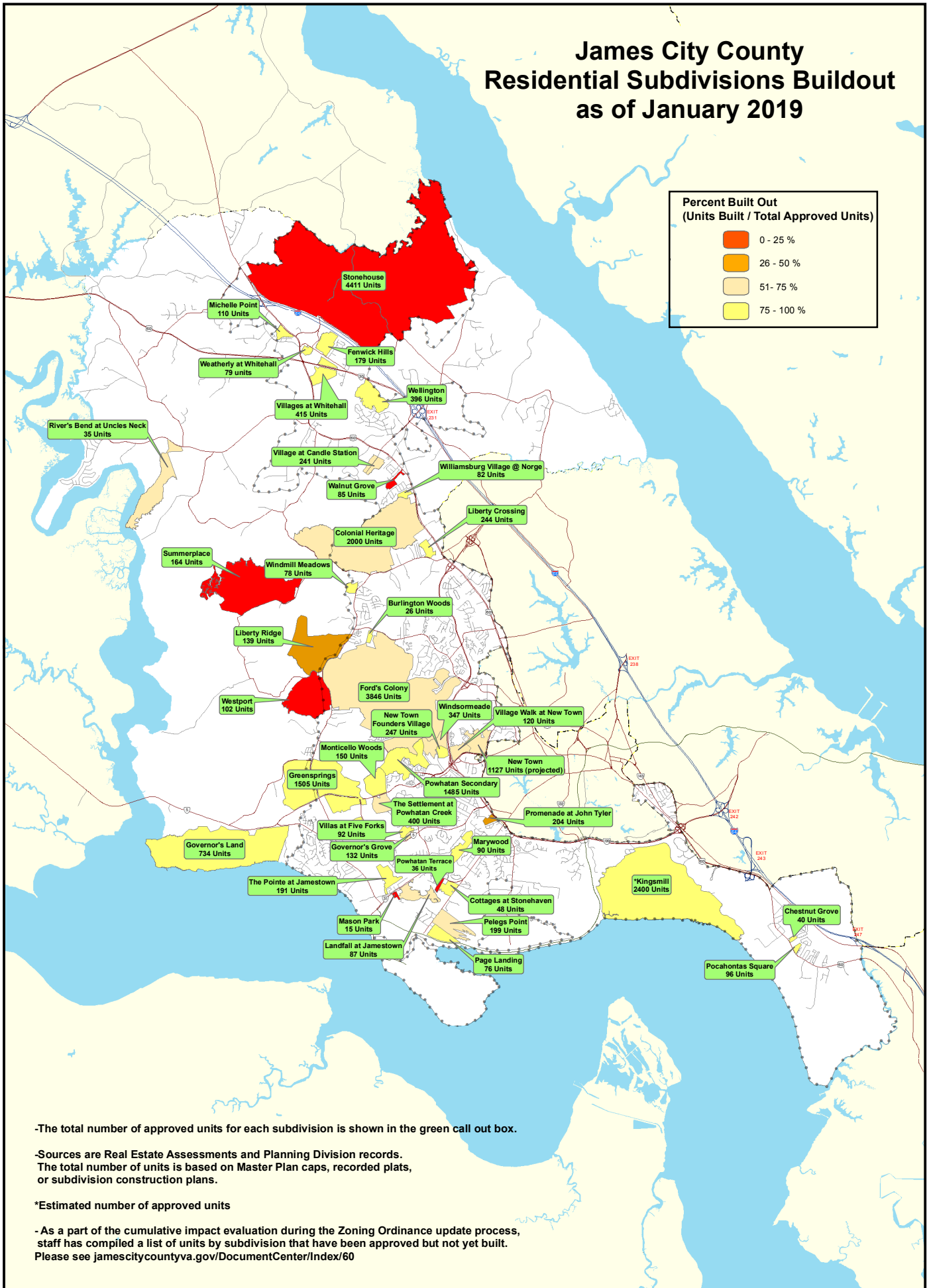
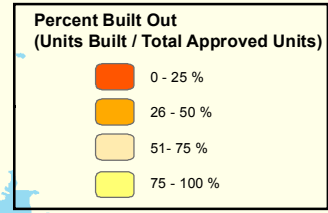
Calendar Year	Single Family & Condo	Multifamily (includes duplexes and townhomes)	Manufactured Homes	Total Number of Dwelling Units Added Each Year	Total Unit Count*
2014	349	34	-2	381	31,724
2015	339	305	-8	636	32,360
2016	368	93	-2	459	32,819
2017	310	167	5	482	33,301
2018	297	146	5	448	33,749

As of 2010, the U.S. Census Bureau no longer provides a breakdown of dwelling units by housing type.

\* The Total Unit Count represents the total net number of dwelling units in the County per the 2010 Census (29,797 dwelling units) plus the number of residential Certificates of Occupancy issued in 2016-2018. To better align with the date range for the Planning Commission Annual Report, data is now reported on a calendar year basis.



# James City County Residential Subdivisions Buildout as of January 2019



-The total number of approved units for each subdivision is shown in the green call out box.

-Sources are Real Estate Assessments and Planning Division records.  
The total number of units is based on Master Plan caps, recorded plats,  
or subdivision construction plans.

\*Estimated number of approved units

- As a part of the cumulative impact evaluation during the Zoning Ordinance update process,  
staff has compiled a list of units by subdivision that have been approved but not yet built.  
Please see [jamescitycountyva.gov/DocumentCenter/Index/60](http://jamescitycountyva.gov/DocumentCenter/Index/60)

## RESIDENTIAL SUBDIVISION BUILDING DATA / CUMULATIVE IMPACT DATABASE

The Residential Subdivision Buildout Map has been updated. Staff exported and coded data for all newly created parcels from Real Estate Assessments/GIS as part of the cumulative impact evaluation. Based on this information, staff has also updated the series of reports that provide detailed information for all subdivisions within James City County. Each report is organized by subdivision alphabetically or by election district.

The following reports are described below and posted in the Development Status Report folder under Forms and Publications then Policy Guidelines: <https://jamescitycountyva.gov/DocumentCenter/Index/690>

- “Development Status Report - All Data” - reports the number of vacant parcels, improved parcels, residential units and all parcel unit classifications. This report includes common areas, timeshares, public lands, commercial, etc. A summary of the data from this report is present in the table below:

Election District	Residential Unit Count	Vacant Parcels	Improved Parcels	Total Parcels
<b>Berkeley</b>	7,400	533	6,789	7,322
<b>Jamestown</b>	7,736	545	5,973	6,518
<b>Powhatan</b>	6,550	903	5,674	6,577
<b>Roberts</b>	6,934	587	5,361	5,948
<b>Stonehouse</b>	7,163	982	7,082	8,064
<b>TOTAL</b>	35,783	3,550	30,879	34,429

- “Residential Development Status Report - Residential Only,” provides information only on residential units and continuing care facilities. This report is condensed and excludes unit classification. The unit counts do not include common areas, timeshares, public lands, commercial, etc. An updated summary of the data from this report is presented in the table below:

Election District	Residential Unit Count	Vacant Parcels	Improved Parcels	Total Parcels
<b>Berkeley</b>	6,457	222	5,978	6,200
<b>Jamestown</b>	7,287	298	5,212	5,510
<b>Powhatan</b>	6,334	760	5,287	6,047
<b>Roberts</b>	6,933	286	5,000	5,286
<b>Stonehouse</b>	7,154	709	6,759	7,468
<b>TOTAL</b>	34,511	2,275	28,236	30,511

- “Residential Development Status Report - Schools” - displays information sorted by school districts. A report is provided for (1) elementary schools, (2) middle schools and (3) high schools.

As part of the FY19 budget, staff secured funding for several strategic plan initiatives to be accomplished during the upcoming Comprehensive Plan review. One of these initiatives was a cumulative fiscal, infrastructure, community character and environmental impact analysis of expanding the Primary Service Area (PSA). Staff will be soliciting bids for this effort in the upcoming year. Staff also is currently evaluating features within the new permitting software which may also aid with tracking capabilities.

## PLANNING COMMISSION HIGHLIGHTS AND ACTIVITIES

### DEVELOPMENT REVIEW

Development review activities consist primarily of rezonings, special use permits, site plans, subdivisions and conceptual plans.

**Special Use Permits (SUP):** The Planning Commission reviewed 11 SUP applications including a request to renew the SUP for rental of rooms on Merrimac Trail; a request to allow a tourist home on Peach Street and a request to allow a tourist home on Ironbound Road; requests to renew the SUPs for two borrow pits on Blow Flats Road; a request to allow a weekend outdoor flea market adjacent to the new Lightfoot Antique Mall; a request to amend the SUP for Yard Works to allow for the manufacture and sale of wood products; a request to allow a detached accessory apartment; and a request to allow a place of public assembly for LifePointe Christian Church.

**Rezonings:** Two rezoning applications were considered by the Commission including a request to rezone 14.96 acres from A-1, General Agricultural to R-5, Multifamily Residential to allow the development of an affordable housing apartment complex, Oakland Pointe, on Richmond Road near the intersection with Croaker Road and a request to rezone 7.4 acres from R-5, Multifamily Residential to MU, Mixed Use to allow the operation of a mixed-use building including continuing independent living, assisted living and skilled nursing uses while adding a medical office at Colonial Manor.

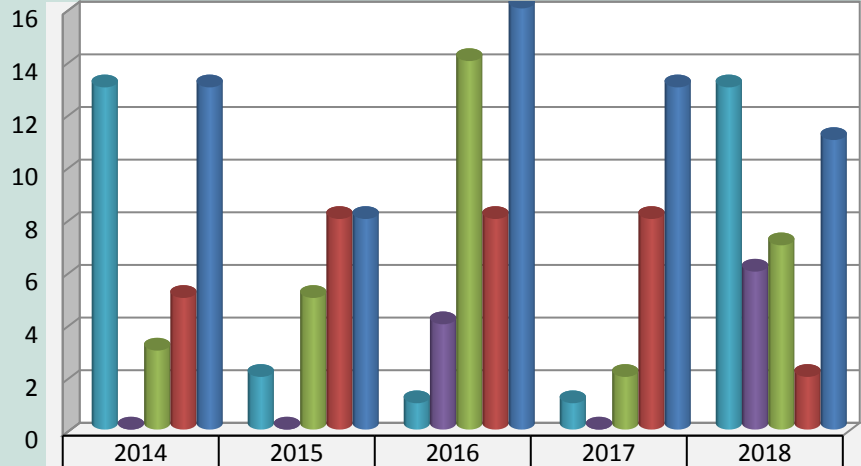
**Master Plan:** No master plans or master plan amendments were brought before the Commission in 2018.

**Residential Units Legislatively Approved in 2018:** 126 residential units were recommended for approval by the Planning Commission with the Oakland Pointe rezoning; however, the Board of Supervisors has not yet heard this matter.

**Agricultural and Forestal Districts (AFDs):** The Planning Commission reviewed 13 AFD renewals as 2018 marked the required renewal point for all of the County's AFDs. All of the Districts were continued with only small changes to the total acreage enrolled in the AFD program. Additions to several AFDs will be reviewed early in 2019.



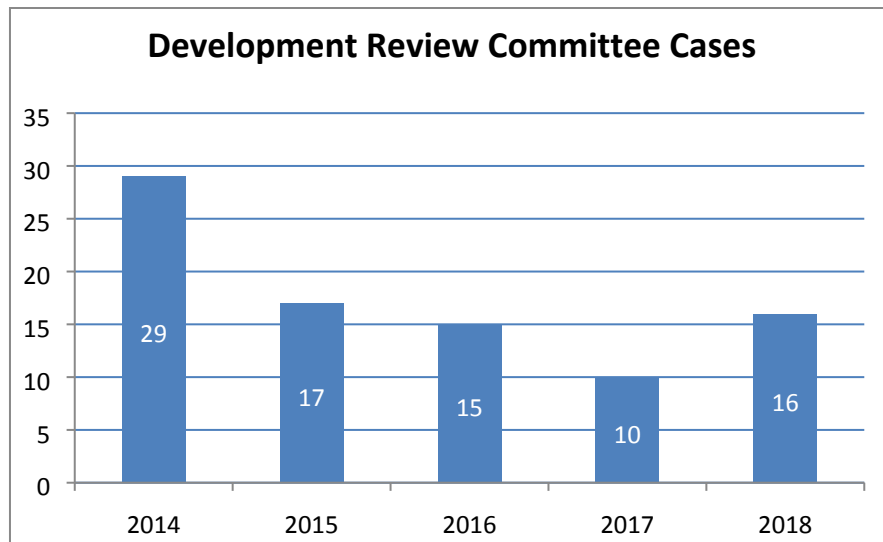
**Cases Reviewed by the Planning Commission**



	2014	2015	2016	2017	2018
Agricultural and Forestal Districts	13	2	1	1	13
Subdivision Ordinance Amendments	0	0	4	0	6
Zoning Ordinance Amendments	3	5	14	2	7
Rezoning	5	8	8	8	2
Special Use Permits	13	8	16	13	11

**DEVELOPMENT REVIEW COMMITTEE (DRC)**

The DRC reviewed 16 cases. These included C-0006-2018, 7250 Otey Off-Site Drain Field; C-0018-2018, Stonehouse Density Transfer 2018; C-0024-2018, Lightfoot McDonald's Remodel; C-0025-2018, Forest Heights/Neighbors Drive Rezoning Amendment; C-0038-2018, Chickahominy Riverfront Park Improvements; C-0039-2018, Stonehouse 2018 Proposed Master Plan Amendment; C-18-0091, 4621 Ware Creek Road - Overhead Utility Waiver; C-18-0064, 7083 Menzels Road Minor Subdivision; C-18-0071, BASF Temporary Overhead Power Line C-18-0082, 7082 Menzels Road; SP-0129-2017, Williamsburg Honda Parking Lot Expansion; SP-0130-2017, Berkeley's Green Recreation Area Amendment; SP-0003-2018, Chickahominy Riverfront Park Dumpster Pad and Fence; SP-0047-2018, 4521 John Tyler Highway McDonald's Site Improvements; S-0037-2012/SP-0071-2012, Walnut Grove; and S-0022-2018, 9812 Old Stage Road Minor Subdivision.



**POLICY COMMITTEE**

Policy Committee review functions include reviewing the Capital Improvements Program as well as reviewing any changes to the Zoning and Subdivision Ordinances or Commission Bylaws.

In 2018, the Committee considered potential ordinance amendments which would clarify master plan consistency determinations; delete duplicate fee references; address protections for the public water supply and areas of public health and water quality sensitivity; address a Code of Virginia change prohibiting mandatory conceptual plans; address Code of Virginia changes regarding wireless communication facilities; and authorize the Board of Zoning Appeals to grant a reasonable modification in accordance with the Americans with Disabilities Act or state and federal fair housing laws.

The Committee also reviewed amendments related to bicycle and pedestrian accommodations, the archaeological policy and the natural resource policy that would address development impacts by incorporating certain requirements in the Zoning and Subdivision Ordinances.

The Committee also reviewed and recommended adoption of the Planning Commission Legislative Application Deferral Policy.

**PLANNING COMMISSION ACTIONS**

**SPECIAL USE PERMITS**

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
<b>SUP-0014-2017</b>	Yard Works SUP Amendment	3, 20 and 100 Marclay Road; 164 Waltrip Lane	49.9	Amendment to an existing SUP to allow the manufacture and sale of wood products.	Approval	Approval	Approval
<b>SUP-0012-2017</b>	Wendy's Toano	9210 and 9220 Old Stage Road; 9131 Barhamsville Road	6.33	Request to allow a ± 3,324-square-foot drive-through restaurant.	Approval	Approval	Approval
<b>SUP-0001-2018</b>	LifePointe Christian Church	8541 and 8851 Richmond Road	10.17	Request to establish a place of public assembly using the structures currently on-site and planning for future growth.	Approval	Approval	Approval
<b>SUP-0002-2018</b>	234 Peach Street Tourist Home	234 Peach Street	2.76	Request to allow for the short-term rental of an entire four-bedroom residential home.	Approval	Approval	Approval
<b>SUP-0004-2018</b>	3021 Ironbound Road Tourist Home	3021 Ironbound Road	0.69	Request to allow for the short-term rental of an entire two-bedroom residential home.	Approval	Approval	Approval
<b>SUP-18-0010</b>	Outdoor Flea Market at 6623 Richmond Road	6623 Richmond Road	11.09	Request to allow a weekend outdoor flea market with 15-20 vendors.	Approval	Approval	Approval
<b>SUP-18-0011</b>	750 Blow Flats Road Borrow Pit Renewal	750 Blow Flats Road	281	Request to renew an existing SUP to allow continued operation of a borrow pit-surface mine for sand and clay.	Approval	Approval	Approval

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
<b>SUP-18-0023</b>	700 Blow Flats Road Borrow Pit Renewal	700 Blow Flats Road	139	Request to renew an existing SUP to allow continued operation of a borrow pit-surface mine for sand and clay.	Approval	Approval	Approval
<b>SUP-18-0024</b>	Christ Community Church Multipurpose Building	9001 Richmond Road	19.2	Request to allow a place of public assembly (existing) with a proposed multipurpose building expansion.	Approval	Approval	Approval
<b>SUP-18-0026</b>	6096 Centerville Road Detached Accessory Apartment	6096 Centerville Road	4.52	Request to allow construction of a 374-square-foot detached accessory apartment.	Approval	Approval	Approval
<b>SUP-18-0029</b>	7206 Merrimac Trail Rental of Rooms Renewal	7206 Merrimac Trail	1.4	Request to renew an existing SUP that allows for the rental of up to three rooms in an owner-occupied home.	Approval	Approval	Approval

*Case numbering format changed after implementing PermitLink software in June 2018. Cases originating from the previous CaseTrak system use a "CaseType-XXXX-YYYY" format, and cases originating within the PermitLink system use a "CaseType-YY-XXXX" format.*

**REZONINGS**

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
Z-0003-2017	Oakland Pointe	7581 Richmond Road	14.54	Request to rezone ± 14.54 acres of land from A-1, General Agricultural to R-5, Multifamily Residential District for the purpose of constructing up to 126 apartment units.	Deferral	Deferral (Withdrawn)	
Z-0002-2018	Colonial Manor	8679 Pocahontas Trail	7.4	Request to rezone 7.4 acres of land from R-5, Multifamily Residential with proffers, to MU, Mixed Use with proffers, to permit the operation of a mixed-use building including the uses of independent living, assisted living, skilled nursing and a medical office.	Approval	Approval	Approval
Z-18-0004	Oakland Pointe	7581 and 7607 Richmond Road	14.96	Request to rezone ± 14.54 acres of land from A-1, General Agricultural to R-5, Multifamily Residential District for the purpose of constructing up to 126 apartment units.	Denial	Approval	Deferral

*Case numbering format changed after implementing PermitLink software in June 2018. Cases originating from the previous CaseTrak system use a "CaseType-XXXX-YYYY" format, and cases originating within the PermitLink system use a "CaseType-YY-XXXX" format.*

**AGRICULTURAL AND FORESTAL DISTRICTS**

Case Number	Name of Project	Acres	Case Description	Staff	PC	BOS
<b>AFD-02-86-1-2018</b>	Croaker Renewal	1,182.23	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-03-86-1-2018</b>	Hill Pleasant Farm Renewal	587.39	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-04-86-1-2017</b>	Pates Neck Renewal	755.3	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-05-86-1-2018</b>	Barnes Swamp Renewal	1,719.98	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-06-86-1-2018</b>	Cranston's Pond Renewal	774.31	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-07-86-1-2018</b>	Mill Creek Renewal	3,213.66	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-09-86-1-2018</b>	Gordon Creek Renewal	3,127.60	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-10-86-1-2018</b>	Christenson's Corner Renewal	1,179.32	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-11-86-1-2018</b>	Yarmouth Island Renewal	2,142.88	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-12-86-1-2018</b>	Gospel Spreading Church Renewal	1,133.18	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-01-89-1-2018</b>	Armistead Renewal	311.53	Renewal of District until 10/31/2022	Approval	Approval	Approval
<b>AFD-01-94-1-2018</b>	Wright's Island Renewal	1,496.55	Renewal of District until 10/31/2026	Approval	Approval	Approval
<b>AFD-01-02-1-2018</b>	Carter's Grove Renewal	316.14	Renewal of District until 10/31/2022	Approval	Approval	Approval

*Case numbering format for Agricultural and Forestal District Cases also changed after implementing PermitLink software in June 2018 and no longer references the AFD's creation (Ex: AFD-02-86-XX-YYY). The revised format is now consistent with all other cases.*

**Please note that some cases were omitted from this list as they had no Planning Commission action in 2018:**

- AFD-02-86-2-2018. 4450 Ware Creek Road Croaker AFD Addition
- AFD-05-86-2-2018. 10039 Old Stage Road Barnes Swamp AFD Addition
- AFD-18-0017. 9888 Sycamore Landing Road Croaker AFD Addition
- AFD-18-0019. 4928 Fenton Mill Road Croaker AFD Addition
- AFD-18-0020. 8328 Diascund Road Mill Creek AFD Addition
- AFD-18-0016. 365, 358 and 382 Ivy Hill Road Mill Creek AFD Addition

**ZONING ORDINANCE AMENDMENTS**

Case Number	Case Name	Case Description	PC	BOS
ZO-0003-2017	Zoning Ordinance Amendments for Streetscapes	Creates a new section that lists standards and specifications for street trees in multifamily and apartment developments, or areas of multifamily or apartment units within a larger development.	Approval	Approval
ZO-0004-2018	Amendments to Delete References to Fees which are Set Forth in the County Code Appendix A - Fee Schedule for Development Related Permits	Removes references to fees which have been consolidated in Appendix A - Fees Schedule for Development Related Permits.	Approval	Approval
ZO-0002-2018	Ordinance Amendments for Bicycle and Pedestrian Accommodations	Adds bicycle improvements to many of the required pedestrian accommodation improvements based on the Historic Triangle Bikeways Master Plan, amends the construction standards and exemptions sections to ensure clarity and clarifies James City Service Authority (JCSA) and VDOT's roles in approving plans.	Approval	Approval
ZO-001-2018	Amendments for the Natural Resource Policy	Updates submittal requirements for rezoning and Special Use Permit applications to require an environmental inventory and/or a project review detailing Natural Heritage Resources and a Phase IA Archaeological Study, establishes standards and specifications for Natural Resource Inventories and establishes a requirement for the submittal of a Natural Resource Inventory and a Phase I Archaeological Study for site plans.	Approval	Approval



**ZONING ORDINANCE AMENDMENTS**

Case Number	Case Name	Case Description	PC	BOS
ZO-0003-2018	Amendments for the Archaeological Policy	Updates submittal requirements for rezoning and Special Use Permit applications to require an environmental inventory and/or a project review detailing Natural Heritage Resources and a Phase IA Archaeological Study, establishes standards and specifications for Archaeological Studies and establishes a requirement for the submittal of a Natural Resource Inventory and a Phase I Archaeological Study for site plans.	Approval	Approval
ORD-18-007	Zoning Ordinance Amendment to Authorize the Board of Zoning Appeals to Grant a Reasonable Modification in Accordance with the Americans with Disabilities Act or State and Federal Fair Housing Laws, as Applicable	Amends Section 24-650 to simply adopt the powers granted by the Code of Virginia by referencing Section 15.2-2309 of the Code of Virginia.	Approval	No Action in 2018
ORD-18-0010	Amendments to Address a Code of Virginia Change Prohibiting Mandatory Conceptual Plans	Deletes language referencing the resubmittal of conceptual plans if required by the planning director, replaces language referencing required review by the DRC of enhanced conceptual plans with language referencing site plans and reorganizes this section, and replaces language referencing required review by the DRC of enhanced conceptual plans with language referencing site plans and reorganizes this section.	Approval	No Action in 2018

**SUBDIVISION ORDINANCE AMENDMENTS**

Case Number	Case Name	Case Description	PC	BOS
SO-0001-2017	Subdivision Ordinance Amendments for Streetscapes	Adds submission of a landscape plan to the list of preliminary plan submittal requirements and creates a new section that lists the standards and specifications for street trees in major subdivisions.	Approval	Approval
SO-0004-2018	Amendments to Delete References to Fees which are Set Forth in the County Code Appendix A - Fee Schedule for Development Related Permits	Removes references to fees which have been consolidated in Appendix A - Fees Schedule for Development Related Permits.	Approval	Approval
SO-0002-2018	Subdivision Ordinance Amendments for Bicycle and Pedestrian Accommodations	Clarifies James City Service Authority and VDOT's role in approving plans.	Approval	Approval
SO-0001-2018	Amendments for the Natural Resource Policy	Establishes a requirement for the submittal of a Natural Resource Inventory for preliminary plans for subdivisions, with certain exemption criteria.	Approval	Approval
SO-0003-2018	Amendments for the Archaeological Policy	Establishes a requirement for the submittal of a Phase I Archaeological Study for preliminary plans for subdivisions, with certain exemption criteria.	Approval	Approval
ORD-18-0011	Amendments to Address a Code of Virginia Change Prohibiting Mandatory Conceptual Plans	Deletes language referencing the resubmittal of conceptual plans if required by the planning director.	Approval	No Action in 2018

## **MAJOR INITIATIVES**

### **ORDINANCE UPDATES AND PROCESS REVISIONS**

Throughout 2018, the Planning Division and Planning Commission worked on a variety of ordinance amendments, policy items and process improvements. Many of these were prompted by changes in the Code of Virginia, particularly those that affected the County's ability to receive proffers for residential developments. Others were in response to requests from the Board of Supervisors or were more housekeeping in nature. Some items were completed at a staff level, while others went through multiple stages of research, public input, refinement and review with the Policy Committee. Ordinance updates were highlighted in the previous table; additional Items that were completed are noted below:

- Planning staff drafted a Planning Commission Legislative Application Deferral Policy for the Policy Committee's consideration to enable the Planning Commission to have similar guidelines regarding deferral as the Board of Supervisors.
- Planning staff and the Policy Committee discussed potential amendments regarding the number of residential dwelling units that could be transferred via a master plan consistency determination that is made under Section 24-23 of the Zoning Ordinance.
- In June, Community Development staff launched EnerGov's Land Development and Asset Management Software, known as PermitLink, to provide and support interactive service and allow online transactions, among other benefits. In particular, staff worked to integrate all of the existing databases into the EnerGov system to create a better customer experience and to enhance communications between divisions.

### **POCAHONTAS TRAIL CORRIDOR STUDY**

From January to July 2018, James City County, VDOT and its consultant, RK&K, worked through the second and third phases of the Pocahontas Trail Corridor Study. The overall purpose of the study was to examine the Pocahontas Trail corridor between Fire Station 2 and James River Elementary School and engage the community in identifying key transportation needs and a vision for the future of the corridor. The study's scope included developing concepts, calculating cost estimates and recommending strategies to prioritize improvements along the Corridor.

On a regular basis, RK&K presented information to a both a technical committee comprised of various agency stakeholders and a steering committee comprised of neighborhood, church and business representatives along the corridor. These committees provided feedback on the technical analysis and shared their perspectives on their vision for the corridor.

Following the technical analysis and work with the committees associated with each phase of the study, Planning staff and the consultant solicited broader public input. The efforts included a public workshop held January 24 at the Little Zion Baptist Church regarding preliminary concepts

and a web survey on the project website for community members who were not able to attend the workshop. Another workshop held on April 25 at Mount Gilead Church garnered additional input about the improvement concepts, including cost estimates and possible phasing options. Throughout the study period, the public was invited to follow the process and provide input via the corridor study website (<http://www.jamescitycountyva.gov/PocTrailStudy>).

After each phase of the study, the consultant briefed the Planning Commission and Board of Supervisors, culminating in the Planning Commission's recommendation of approval of the study in June and the Board of Supervisors' unanimous adoption in July. Planning staff and RK&K immediately utilized the study results in three separate applications to VDOT for Smart Scale funding.

### **TRANSPORTATION IMPROVEMENTS**

Staff aggressively pursued funding and worked toward construction of transportation improvements identified in the Comprehensive Plan adopted in 2015, *Toward 2035: Leading the Way*. Progress made on key projects included the following:

- Completion of construction of I-64 Widening - Segment 1
- Progress on construction of I-64 Widening - Segments 2 and 3
- Start of right-of-way (ROW) phase for Longhill Road widening - Phase 1
- Start of ROW phase for Olde Towne Road/Longhill Road intersection improvements
- Completion of Route 199/Brookwood Drive intersection improvements
- Start of ROW for Centerville Road/News Road intersection improvements
- Progress on preliminary engineering (PE) for Skiffes Creek Connector
- Start of PE for Croaker Road widening
- Additional funding for Pocahontas Trail multi-modal improvements
- Receipt of Transportation Alternatives funding for Safe Routes to Schools improvements and Clara Byrd Baker Elementary School and Five Forks
- Receipt of Revenue Sharing funding for roadway and stormwater improvements on Richmond Road in Toano and in various roadways in Grove



## 2018 JAMES CITY COUNTY PLANNING COMMISSIONERS



Heath Richardson, Chair  
Stonehouse District



Danny Schmidt, Vice Chair  
Roberts District



Rich Krapf  
Powhatan District



Tim O'Connor  
At-Large



Jack Haldeman  
Berkeley District



Frank Polster  
Jamestown District



Julia Leverenz  
At-Large

PLANNING DIVISION OF COMMUNITY DEVELOPMENT

101-A MOUNTS BAY ROAD

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# 2018 BOARD OF ZONING APPEALS ANNUAL REPORT

## 2018 BOARD OF ZONING APPEAL MEMBERS

Name	District	Appointment	Term Expires
William J. Geib , Chairman *	Powhatan	4/2013	3/31/2023
Stephen M. Rodgers, Vice Chairman	Berkeley	4/2011	3/31/2019
Ron Campana, Jr. *	Jamestown	8/2011	6/30/2021
Mark Jakobowski *†	Roberts	4/2018	3/31/2023
David Otey, Jr. *	Roberts	3/2010	3/31/2020

\* Virginia Certified BZA Member

† Virginia Certified Planning Commissioner

## INTRODUCTION

The James City County’s Board of Zoning Appeals (BZA) is a five-member, quasi-judicial body appointed by the local circuit court to serve five-year terms. Any community adopting a Zoning Ordinance must also establish an appeals board for review of circumstances where landowners may be unjustly burdened by the Zoning Ordinance. The Board conducts public hearings to consider requests for variances to the County’s Zoning Ordinance, as well as appeals of decisions made by the Zoning Administrator.

The definition of variance reads:

*Variance means, in the application of a zoning ordinance, a reasonable deviation from those provisions regulating the shape, size, or area of a lot or parcel of land, or the size, height, area, bulk, or location of a building or structure when the strict application of the ordinance would unreasonably restrict the utilization of the property, and such need for a variance would not be shared generally by other properties, and provided such variance is not contrary to the purpose of the ordinance. It shall not include a change in use, which change shall be accomplished by a rezoning or by a conditional zoning.*

The Board must find that the strict application of the Zoning Ordinance would unreasonably restrict the utilization of the property. Any decision made by the Board may be appealed to the James City County Circuit Court within 30 days.

State Code language places the burden of proof on the applicant with these five standards as the criteria:

*Notwithstanding any other provision of law, general or special, a variance shall be granted if the evidence shows that the strict application of the terms of the ordinance would unreasonably restrict the utilization of the property or that the granting of a variance would alleviate a hardship*

due to a physical condition relating to the property or improvements thereon at the time of the effective date of the ordinance, and

- (i) the property interest for which the variance is being requested was acquired in good faith and any hardship was not created by the applicant for the variance;
- (ii) the granting of the variance will not be of substantial detriment to adjacent property and nearby properties in the proximity of that geographical area;
- (iii) the condition or situation of the property concerned is not of so general or recurring a nature as to make reasonably practicable the formulation of a general regulation to be adopted as an amendment to the ordinance;
- (iv) the granting of the variance does not result in a use that is not otherwise permitted on such property or a change in the zoning classification of the property; and
- (v) the relief or remedy sought by the variance application is not available through a special exception process that is authorized in the ordinance pursuant to subdivision 6 of § 15.2-2309 or the process for modification of a zoning ordinance pursuant to subdivision A4 of § 15.2-2286 at the time of the filing of the variance application.

## MEETINGS

The James City County BZA is scheduled to meet the first Thursday of every month at 5 p.m. in Building F at the James City County Government Complex. The BZA met four times in 2018.

Board of Zoning Appeals 2018 Schedule	
February 1	June 7
March 1	December 6



## VARIANCES

Six applications for variances were considered in 2018. Two were for administrative variances and four applications went before the BZA. The synopses of the applications are as follows:

**ZA-0001-2018, 7801 Richmond Road** - This was an application for a variance to Section 24-216(a), Minimum Lot Width and Frontage, to reduce the required minimum lot width at setback for lots of five acres or more from 250 feet to 194.2 feet for the continued placement and proposed expansion of the existing dwelling. Staff recommended denial of the application based on criteria set forth by the General Assembly. However, staff recognized that the existing dwelling met the minimum lot width requirements at the time of construction and that the Zoning Ordinance changed in 1989, creating the nonconforming situation. This application was approved by the BZA on March 1, 2018.

**ZA-0002-2018, 3095 North Riverside Drive** - This was an application for a variance to Section 24-258(b), Yard Requirements, to reduce the required yard setback for accessory structures from 5 feet to 4 feet. This was to permit the continued placement of the existing garage. This application was approved by the Zoning Administrator on March 15, 2018.

**ZA-0003-2018, 106 Southeast Trace** - This was an application for a variance to Section 24-258(a), Yard Requirements, to reduce the required side setback from 10 feet to 9.8 feet on the left side of the property. This application was to allow for the continued placement of the single-family dwelling. This application was approved by the Zoning Administrator on March 6, 2018.

**ZA-0004-2018, 7213 Merrimac Trail** - This was an application for a variance to Section 24-39, Special Provisions for Lots for Public Utilities, to reduce the required setback from 15 feet from any property line to 2 feet from the rear property line. This variance allowed for the continued placement and proposed improvement of the existing Lift Station 5-4 Control Building. Staff recommended approval ensuring that JCSA remains in compliance with a State Consent Order and also to reduce flooding and overflow during heavy rain events. This application was approved by the BZA on June 7, 2018.

**BZA-18-0007, 8864 Richmond Road** - This was an application for a variance to Section 24-215(a), Setback Requirements, to reduce the required front building setback from 50 feet to 18.9 feet to allow for the continued placement and alteration of the existing front porch. Staff recommended denial of the application based on criteria set forth by the General Assembly. This application was approved by the BZA on November 1, 2018.

**BZA-18-0009, 5124 Grace Court** - This was an application for a variance to Section 24-258(b), Yard Requirements, to reduce the required rear yard setback from 35 feet to 26 feet to allow for the construction of a sunroom, deck and hot tub. Staff recommended denial of the application based on criteria set forth by the General Assembly. This application was denied by the BZA on December 6, 2018.

## JAMES CITY BOARD OF ZONING APPEALS



From left to right: Ron Campana, Jr.; David Otey, Jr.; William J. Geib; Mark Jakobowski; and Stephen Rodgers



## COMPREHENSIVE PLAN - TOWARD 2035: LEADING THE WAY

Following the adoption of the County's Comprehensive Plan in June 2015, County staff and partner agencies made strides in implementing the Comprehensive Plan. Progress made on many items are noted below.

In addition, Planning staff began preparations for the five-year review of the plan, which is scheduled to get underway in late 2019. Activities included securing consultant funding, partnering with the City of Williamsburg and York County on a transportation study with the Hampton Roads Transportation Planning Organization, and engaging the Planning Commissioners on discussions regarding the scope of work for the review. Additional discussions with both the Planning Commission and the Board of Supervisors will occur in 2019 as the Planning Division works to establish the methodology and timeline for the review process.

## GOALS, STRATEGIES AND ACTIONS ANNUAL REVIEW

Most sections of the Comprehensive Plan include goals, strategies and actions (GSAs), which collectively provide a mechanism for turning the written guidance of the Comprehensive Plan into tangible steps that can affect positive change, either through action or by identification of areas where additional resources are needed. The Planning Commission Annual Report provides an update on the progress that has been made in implementing the GSAs.



The Workforce Housing Task Force conducted public outreach by sponsoring banners on WATA buses.

Specifically, the report lists tasks have been undertaken toward completion of actions previously identified as high priority. The Board of Supervisors will officially prioritize projects, based on available funding and resources, through the annual budget and Strategic Plan processes.

*Note: The following list focuses on completed high priority actions, as previously referenced in the 2009 Comprehensive Plan Implementation Schedule. The list does not include actions with lower priorities.*

<i>Tasks with a 0-5 year timeframe</i>	
<i>Action</i>	<i>Task Completed</i>
<b>ED</b>	<b>ECONOMIC DEVELOPMENT</b>
<b>ED 1.4.</b> Encourage private/public partnerships or similar initiatives to ensure the development and attraction of quality and innovative business ventures.	The Office of Economic Development (OED) and the Economic Development Authority (EDA) continue to seek opportunities for public-private partnerships. In 2018, several options were being considered regarding public-private partnerships on industrial sites. In 2019, an opportunity will be released for a new public-private partnership for the Amblers House.
<b>ED 1.6.</b> Update and support the recommendations of the Business Climate Task Force Report as determined by the Board of Supervisors.	In 2018, OED examined the recommendations from the Business Climate Task Force and looked to update the needs of County businesses through a survey.
<b>ED 2.2.</b> Consider establishing and expanding incentive zone(s) and other programs as allowed by the Code of Virginia.	OED staff continued to examine the implementation of a Technology Zone to replace the Enterprise Zone. Staff worked on creating a formal incentive policy that will allow checks and balances for prospective businesses and expansions. Governor Northam submitted 212 Opportunity Zones to the Treasury in April 2018, all of which were approved. The Grove area of James City County was officially designated an Opportunity Zone by the U.S. Department of Treasury in May 2018.
<b>ED 2.3.</b> Promote tourism and associated industries as a year-round industry.	During 2018, there were 53 posts created and published to the Tourism website. There were 201 posts to social media (Facebook and Twitter). The Tourism & Marketing Coordinator continued to partner with the Virginia Tourism Corporation and Greater Williamsburg Chamber & Tourism Alliance to highlight County businesses. More than 25,000 users visited explorejccva.com in 2018 and nearly a quarter of these visits derived from social media. The continued growth of outdoor recreation and the craft beverage industry both helped to promote the County as a year-round destination.
<b>ED 2.4.</b> Analyze the opportunities for development and expansion of healthcare business, medical research sector jobs and related services.	In August 2018, Presidents Pavilion at Patriots Colony opened. This addition brought the total independent living residences to 260 apartments and homes serving 400 residents. The investment in this phase of expansion of Patriots Colony totaled \$34.5 million.

	Also, H&H Medical Corporation continued to expand its manufacturing efforts for its first aid products at its location in McLaws Circle. Brookdale Williamsburg and The Williamsburg Landing also underwent expansion in 2018.
<b>CC</b>	<b>COMMUNITY CHARACTER</b>
<b>CC 3.2.</b> Use the conceptual plan process to provide early input from staff and where appropriate, appointed or elected officials, to allow applicants to better assess critical issues with the goal of having a predictable and timely development plan approval process.	In 2018, Planning staff processed a record 125 conceptual plans.
<b>CC 7.1.</b> Update the Wireless Communications Division of the Zoning Ordinance as necessary to accommodate the use of new and emerging wireless communication services.	In 2018, Planning staff reviewed new state code provisions concerning wireless communication towers and began consideration of appropriate changes to the Zoning Ordinance.
<b>ENV</b>	<b>ENVIRONMENT</b>
<b>ENV 1.2.5.</b> Promoting early submission of environmental inventories in order to protect trees, County wetlands, and highly erodible soils; to save or most efficiently use permeable soils; and to limit impervious cover.	This effort was ongoing with all legislative cases. In 2018 Christ Community Church was one of the cases that the County received an early extensive environmental inventory.
<b>ENV 1.9.</b> Develop Total Maximum Daily Load (TMDL) Program Action Plans to address water quality impairments within James City County and the Chesapeake Bay, including proposed actions and implementation schedule. Begin implementation in accordance with the approved action plans.	The Chesapeake Bay TMDL Action Plan was submitted to the Department of Environmental Quality (DEQ) as a draft for the 2nd MS4 permit cycle in 2018.
<b>ENV 1.14.2.</b> Provide assistance as funding permits to identify failing neighborhood stormwater and drainage facilities and to implement repairs on a prioritized basis.	Throughout 2018, the Stormwater Division provided \$258,000 in matching grants through the Clean Water Heritage Program to Homeowners' Associations (HOAs) for maintenance of stormwater management facilities. Stormwater Division staff provided technical assistance to owners as part of grant program.

<p><b>ENV 4.3.</b> Through existing mechanisms such as encouraging enhanced pedestrian accommodations via a density bonus and reductions in required parking with approval of a mass or alternative transportation plan, or appropriate similar provisions, improve air quality and seek to reduce traffic congestion by promoting alternative modes of transportation and a reduction in auto dependency and trip distances.</p>	<p>In 2018, Planning staff worked on multimodal transportation improvements at the Croaker Road and Richmond Road intersection and with the Longhill Road widening and intersection improvements.</p>
<p><b>H HOUSING</b></p>	
<p><b>H 2.1.</b> Support with technical assistance, referrals and funding when possible, the efforts of private and nonprofit entities to improve the condition of the County's housing stock.</p>	<p>Funding to Housing Partnerships Inc. (HPI) was reduced from \$60,000 to \$50,000 in 2018. Housing staff partnered with Housing Partnerships Inc. on eight Emergency Repair projects throughout the County.</p>
<p><b>H 2.2.</b> Ensure that all housing in the County meets HUD's Housing Quality Standards.</p>	<p>In 2018, Housing staff conducted 346 inspections using Housing Choice Vouchers (HCV), which included 10 new Veterans Administration Supportive Housing (VASH) vouchers. Home Energy Loss Prevention (HELP) had four new applications completed, and Rural Homeowner Rehab conducted 10 additional inspections.</p>
<p><b>H 2.4.</b> Continue to support, through marketing, partnering, or other means, programs that provide emergency home repair; preventive maintenance; and counseling in home finance, rental assistance, budgeting and sanitary health conditions.</p>	<p>The Virginia Housing Development Association (VHDA) Homebuyer Education Program had zero participants in 2018; however, the Group Financial Education Program conducted 58 workshops including Understanding Credit, Understanding Banking, Avoiding Scams, How To Be a Successful Renter, and Energy Conservation.</p>
<p><b>H 2.5.</b> Continue to support, through marketing, partnering, or other means, private nonprofit groups such as Housing Partnerships, Inc., Habitat for Humanity, and the Community Action Agency.</p>	<p>Housing staff coordinated a relationship/conversation between Housing Partnerships Inc. and Habitat for Humanity to work toward a plan to build four homes on Forest Heights Road.</p>
<p><b>H 2.6.</b> Continue to promote the deferred payment policy of the JCSA as a means to promote utility connections to existing homes in areas with health, safety, and general welfare concerns.</p>	<p>In 2018, Housing staff coordinated a request for assistance with utility connections for lots developed on Howard Drive and Moses Lane on behalf of Habitat for Humanity.</p>
<p><b>H 2.9.</b> Continue efforts to attract funds from Federal</p>	<p>Housing staff completed four Rural Homeowner Rehabs in 2018.</p>

and State sources for housing and neighborhood rehabilitation.	
<b>H 3.1.</b> Target publicly funded or publicly sponsored housing programs toward County residents and persons employed in the County.	In 2018, two homes were sold in Ironbound Square and one on Neighbors Drive. During this same time frame, the County also provided 13 Employer Assisted Homeownership Program matching funds to employees.
<b>H 3.3.</b> Continue to ensure that housing units constructed or rehabilitated with public funds remain affordable to families with low-to-moderate incomes.	County staff completed two Home Energy Loss Prevention (HELP) projects in 2018.
<b>LU</b>	<b>LAND USE</b>
<b>LU 1.5.</b> Collaborate with OED to investigate ways to maintain and promote an appropriate balance between residential and non-residential development and facilitate continued diversification of the local economy (i.e., study the amount and characteristics of land available for commercial/industrial development, etc.).	The County partnered with York County and the City of Williamsburg in 2016 to conduct a study of target industry sectors the region should pursue. The study recommended three target areas (advanced materials and components, food and beverage, and professional & technical services) in addition to two legacy sectors (tourism and defense) to grow our local region, both in terms of employment opportunities and tax revenue. OED staff continued efforts in this area throughout 2018.
<b>LU 3.1.2.</b> Engaging in joint planning efforts and allocating resources toward implementation.	Planning staff completed work with Newport News, York County, Joint Base Langley-Eustis and other regional stakeholders on the Joint Land Use Study, which was adopted by the Board of Supervisors in July 2018.
<b>LU 3.2.</b> Communicate with adjacent jurisdictions regarding development plans that have potential impacts on adjacent localities and public facilities. Work with them to coordinate plans and to identify and mitigate areas where there are conflicts.	Planning staff regularly communicates with adjacent localities when reviewing development plans near County borders, such as the site plan for 7-Eleven on Pocahontas Trail and SUP application for the proposed Wawa at Lightfoot.
<b>LU 3.3.</b> Continue to participate in regional planning processes with York County and the City of Williamsburg. Use the Historic Triangle Coordinated Comprehensive Plan Review Summary Report as a regional planning resource, particularly with regard to transportation and to land use issues in the three geographic focus areas (Riverside/Marquis/Busch,	Planning staff completed several courtesy reviews for York County in 2018, particularly near Lightfoot.

Lightfoot/Pottery, Northeast Triangle and Surrounding Area).	
<b>LU 4.2.</b> Provide for low density and moderate density residential development in appropriate locations inside the PSA and prohibit such development on rural lands outside the PSA.	On January 9, 2018 the Board of Supervisors approved a proffer amendment for the Powhatan Terrace development to allow apartment units. Planning staff also reviewed a rezoning and height waiver application for Oakland Pointe, proposing up to 126 apartment units.
<b>LU 4.4.</b> Encourage development of public facilities and the provision of public services within the PSA. As one component of this, restrict the extension of water and sewer utilities and the formation of new central sewer systems in areas outside the PSA. Extend water and sewer service in the PSA according to a phased plan in accordance with the County's Comprehensive Plan and JCSA's master water/sewer planning.	In 2018, extension of water and sewer utilities continued to conform to all applicable land use requirements and relevant planning documents such as the Comprehensive Plan and JCSA regulations and standards.
<b>LU 4.6.</b> Encourage developments which provide mixed use development, as further defined in the Mixed Use land use designation and development standards, within the PSA. Support design flexibility to promote mixing of various types of residential and non-residential uses and structures.	On September 11, 2018 the Board of Supervisors approved a rezoning for Colonial Manor which utilized the amendments to the Mixed Use district adopted in 2017.
<b>LU 4.7.1.</b> Encouraging multiple uses within office parks in the PSA to assure employees convenient access to shopping, services, and open space.	Staff reviewed 28 Change of Use applications in 2018 to allow new businesses to move into existing commercial spaces, many within existing office parks.
<b>LU 5.1.1.</b> Continuing to further develop and refine a model or models to assess and track the cumulative impact of development proposals and development on existing and planned public facilities and services.	Throughout 2018, the Planning Division continued to update the cumulative impacts tracking spreadsheet and included a comprehensive update as part of the Planning Commission's 2018 Annual Report. Staff has also implemented the Tyler software, which may facilitate development tracking in the future.
<b>LU 6.1.1.</b> Support both the use value assessment and Agricultural and Forestal (AFD) programs to the maximum degree allowed by the Code of Virginia.	On July 10, 2018, the Board of Supervisors approved the renewal of the Pates Neck AFD. On September 11, 2018, the Board of Supervisors approved the renewal of the remaining 12 AFDs. All were renewed for

	a period of four years.
<b>PR</b>	<b>PARKS &amp; RECREATION</b>
<b>PR 3.3.</b> Submit grant applications to secure funds for new parks and recreation programs, services, facilities, and related transportation services.	In May 2018, the Parks and Recreation Department received a \$6,000 grant from the Chesapeake Bay Restoration Fund to conduct Environmental Education Days for its summer camps. In October 2018, staff submitted an application for the Chesapeake Bay Restoration Fund to conduct Environmental Education Days for the summer camps in 2019. Staff also worked with Stormwater Department throughout 2018 to submit grants for Marina improvements and shoreline stabilization at Chickahominy Riverfront Park (CRP).
<b>PR 6.5.</b> Incorporate leadership and volunteerism in teen programs in an effort to increase skill building and employability within the County.	In 2018, 25 teens participated in the Teens Toward Success (TTS) Program, volunteering 2,678 hours in Parks and Recreation programs. A total of 38 past TTS volunteers have been hired as recreation leaders since the program's inception. Parks and Recreation staff also led a six-member Youth Advisory Council of teens, grades 8-12; teens dedicated 90 hours of service, learning government processes, leadership development and community service.
<b>PR 8.1.</b> Enhance the partnerships with Williamsburg-James City County Schools to offer joint programming for health and wellness.	In 2018, the Parks and Recreation Department partnered with Williamsburg/James City County School's (WJCC) Nutrition Services to provide free summer meal programs to Grove, Forest Glen I and II and Lafayette Square/Village neighborhoods. The Parks and Recreation Department also partnered with the School Health Initiative Program (SHIP) to offer healthy cooking demonstrations to youth and families in the RECn' It Out Neighborhood Summer camp programs. The REC Connect program supported WJCC schools SHIP adult volleyball league. The children and staff attended games, cheered on faculty, made signs and assisted with scorekeeping.
<b>PF</b>	<b>PUBLIC FACILITIES</b>
<b>PF 4.1.</b> Utilize energy efficient heating, cooling, ventilation, lighting, and similar systems and designs for newly constructed facilities, and where feasible, for renovations of existing County facilities. Innovation and technology (such as that found in geothermal	In 2018, General Services continued to evaluate opportunities to upgrade equipment and monitored the equipment to minimize energy usage, consistent with policy and creature comfort.

<p>heating and cooling systems, green roofs, and solar panels) should similarly be employed where feasible, and where appropriate levels of long-term sustainability, cost savings, efficiency, and durability can be clearly expected or demonstrated.</p>	
<p><b>PF 5.1.</b> Evaluate the security of public schools and other County facilities from internal and external threats to better ensure the safety of citizens, visitors, and County staff, and to better protect County assets, sensitive data and data systems, the public water supply and property.</p>	<p>Throughout 2018, the Police Department evaluated County facilities to ensure safety. Also in 2018, the Fire and Police Departments advertised Active Shooter trainings to the community, to begin in January 2019.</p>
<p><b>T TRANSPORTATION</b></p>	
<p><b>T 1.3.1.</b> Adding the road segment to the Six-Year Improvement Program and considering public-private partnerships among other mechanisms to fund proposed improvements.</p>	<p>In May 2018, Planning staff worked with VDOT and the Board of Supervisors to include improvements to Longhill Road, Croaker Road, and the Hick's Island Road bridge to the County's Six-Year Improvement Program, all of which were also priorities identified in the FY17-22 SSYP.</p>
<p><b>T 2.5.</b> Coordinate with Williamsburg Area Transit Authority (WATA) and/or Hampton Roads Transit Authority (HRT) during review of development applications to ensure that proposals are conducive to incorporating the use of transit.</p>	<p>Throughout 2018, the Planning Division continued to work with WATA and developers to identify locations for bus routes and stops. In particular, Planning staff worked with staff from WATA and Parker View-Bay Aging Senior Apartments to provide a new bus stop.</p>
<p><b>T 3.2.</b> Actively pursue additional local, State, Federal, and private funding to accelerate the construction for all needed modes of transportation facilities.</p>	<p>In October 2018, the County received funding from the Transportation Alternatives Program (TAP) for a Safe Routes to School project in the vicinity of Clara Byrd Elementary School. In August 2018, the County also applied for funds through Smart Scale for multi-modal improvements on Longhill Road.</p>
<p><b>T 3.10.</b> Implement the adopted James City County Pedestrian Accommodations Master Plan and Regional Bicycle Facilities Plan by planning for bikeways and pedestrian facilities in primary and secondary road plans and projects.</p>	<p>Planning staff continued to evaluate both legislative and administrative development applications using the adopted Bicycle and Pedestrian Accommodations Master Plans throughout 2018. Such accommodations were considered in the case of the 7-Eleven on Route 60, resulting in a multi-use path connection to the Quarterpath development, and as part of several applications for subdivisions and</p>



	developments throughout the County.
<i>Tasks with a 6-10 year timeframe</i>	
<i>Action</i>	<i>Task Completed</i>
<b>ED</b>	<b>ECONOMIC DEVELOPMENT</b>
<b>ED 5.1.</b> Encourage the rehabilitation of abandoned and/or underutilized facilities by promoting them to new business.	In 2018, OED staff updated all properties listed on the Virginia Economic Development Partnership's Virginia Scan as the software and website were overhauled. These properties included existing facilities that need rehabilitation.
<b>ED 7.1.</b> Participate in the development of master plans for the County's I-64 interchanges, specifically the Croaker Road and Barhamsville Road interchange areas, to preserve capacity for economic development for these areas.	Segment 2 of I-64 widening is under construction. Segment 1 was completed in 2017. Segment 2 should be completed in 2019 with Segment 3 under construction at that time. This project will increase capacity at multiple interchanges in James City County and provide for more reliable interstate travel for commercial and commuter trips.
<i>Tasks with a 10 + year timeframe</i>	
<i>Action</i>	<i>Task Completed</i>
<b>T</b>	<b>TRANSPORTATION</b>
<b>T 1.3.</b> Identify road segments with future moderate to severe road capacity deficiencies and develop a plan to mitigate congestion that may include one or more of the following actions:	Planning staff worked toward having Croaker Road, Longhill Road and the Skiffe's Creek Connector all identified as road segments in need of improvements on the Hampton Roads Transportation Planning Organization's adopted Long-Range Transportation Plan. In 2018, Planning staff worked with VDOT and the Board of Supervisors to include improvements to Croaker Road, Longhill Road and the Hick's Island Road bridge on the County's six-year plan.
<b>T 1.3.4.</b> Maximizing current road capacity by adding turn lanes or travel lanes, where appropriate, in a context sensitive manner.	Staff worked with VDOT to upgrade the intersection of Brookwood Drive and Route 199 in spring 2018. Staff also worked with VDOT and area stakeholders throughout 2018 to plan for transportation improvements on Pocahontas Trail, including the addition of a center turn lane.
<i>Ongoing</i>	

*(While tasks with an Ongoing timeframe represent items that will not have measurable yearly progress, the following items had substantial progress achieved in the last calendar year.)*

Action	Task Completed
<b>ED</b>	<b>ECONOMIC DEVELOPMENT</b>
<p><b>ED 1.1.</b> Maintain an active and effective economic development strategy, which includes existing business retention and expansion, assistance to new business, new business recruitment and support to the tourism industry.</p>	<p>OED continued to refine its economic development strategy in conjunction with regional and state efforts. In October 2018, the Board of Supervisors approved James City County's joining the Regional Industrial Facility Authority. The Economic Development Authority held its annual retreat in December 2018 and developed its mission statement, "The Authority's mission is to assist and support James City County and the Office of Economic Development in fostering the development and expansion of a diversified and health base of primary businesses and industry to balance the tax base, increase job opportunities, enhance the quality of life in James City County and perform required statutory roles."</p>
<p><b>ED 1.3.</b> Continue to emphasize the benefits of locating new business and industry within the Enterprise Zone.</p>	<p>Although the Enterprise Zone expired in 2016, OED continued to review potential incentives to replace the Enterprise Zone.</p>
<p><b>ED 2.1.</b> Support the development of diverse types of retail and non-retail core business.</p>	<p>In 2018 efforts were on-going, including support for Launchpad, Start! Peninsula, Greater Williamsburg Partnership (GWP), and implementation of the target industry study. High Threat Concealment (HTC) opened in James City County in October 2018, bringing 15 new jobs to its 9,500-square-foot location in McLaws Circle. In 2017, HTC sold \$1.2 million in products. HTC is participating in the Virginia Leaders in Export Trade (VALET) program through the Virginia Economic Development Partnership (VEDP). In addition, OED is assisting SVT Robotics, a Launchpad client in the process of growing out of its Launchpad space.</p>
<p><b>ED 4.1.</b> Work with the College of William and Mary Office of Economic Development and the Thomas Nelson Workforce Development Center in support of business attraction and expansion.</p>	<p>In 2018 OED staff continued to seek opportunities to partner with the College of William &amp; Mary and Thomas Nelson Community College.</p>
<p><b>ED 6.1.</b> Foster tourism development in James City County and the Historic Triangle by continuing to</p>	<p>The third year of the concert series produced steady attendance with 2,585 attending three events in 2018. Four total Jamestown Jams were</p>

<p>partner with the Greater Williamsburg Chamber and Tourism Alliance.</p>	<p>scheduled, but July was canceled due to weather. The County has continued to work with the Greater Williamsburg Chamber &amp; Tourism Alliance, and the Tourism &amp; Marketing Coordinator participated in several committees.</p>
<p><b>CC COMMUNITY CHARACTER</b></p>	
<p><b>CC 1.1.</b> Expect that development along Community Character Corridors (CCCs) protects the natural views of the area; promotes the historic, rural or unique character of the area; maintains the greenbelt network; and establishes entrance corridors that enhance the experience of residents and visitors.</p>	<p>In 2018 Planning staff reviewed SUP proposals for the Richmond Road CCC, including Christ Community Church and an outdoor flea market. Staff coordinated the landscape plan for the outdoor flea market. Staff also reviewed a proposal for a Wawa on Richmond Road which is mostly in York County, but the CCC buffer is within James City County. Staff also inspected the CCC buffer and berm on Route 199 for the Promenade development.</p>
<p><b>CC 2.1.</b> In New Town, continue to support the design review process. Encourage developers to apply the design guidelines developed for Toano and Five Forks to projects within these areas. Within the other CCA boundaries, continue to establish development management and preservation techniques to meet specific historic preservation and community character needs. Encourage development patterns and building designs that maintain and reinforce the visual separation of CCAs.</p>	<p>In November 2018, Planning staff began reviewing a proposal to rezone a parcel adjacent to Courthouse Commons and New Town and encouraged the developer to present the case to the New Town Design Review Board. The proffers for the case aim to keep the development consistent with the design guidelines of both New Town.</p>
<p><b>CC 2.2.</b> Expect that development along CCAs protects the natural views of the area; promotes the historic, rural or unique character of the area; maintains greenbelt network; and establishes entrance corridors that enhance the experience of residents and visitors.</p>	<p>Planning staff reviewed three separate development plans throughout 2018 which provided the Norge Center and the intersection of Croaker and Richmond roads with pedestrian accommodations along the road and internal to the shopping center. In 2018, Planning staff assisted with landscape design work to the northern end of Route 199 to renovate landscaping that was installed prior to 2007.</p>
<p><b>CC 3.3.</b> Expect illustrative drawings, including streetscapes, architecture and perspectives as a binding component for appropriate rezoning and SUP applications.</p>	<p>In 2018, Planning staff reviewed illustrative drawings for the following developments: Christ Community Church, York County Wawa, Ironbound Road Self Storage and Ironbound Crossing.</p>

<p><b>CC 4.1.</b> Protect farming and forestry from conflicting activities by utilizing the available tools to permanently preserve open space throughout the County and to encourage development to occur within the PSA.</p>	<p>In 2018 Planning staff processed the renewals for 13 AFDs. The Board of Supervisors renewed more than 16,000 acres for four-year terms.</p>
<p><b>CC 5.3.</b> Improve the methods the County uses during planning, pre-construction, construction and post-construction phases to make sure tree preservation measures are properly performed, resulting in healthier trees, buffers and proper maintenance.</p>	<p>In spring 2018, Planning staff inspected the tree preservation, tree planting and berm for various developments, including the Promenade along Route 199 and the buffer screening at Winston Terrace.</p>
<p><b>CC 6.1.</b> Expect archaeological studies for development proposals requiring legislative approval on lands identified by the James City County staff as warranting such study and require their recommendations to be implemented. In making the determination, staff will consult archaeological studies and seek the recommendation of representatives of the County's Historical Commission or other qualified archaeologists if necessary.</p>	<p>In 2018, Planning staff reviewed legislative cases and other development plans, as applicable, to determine if archaeology studies would be required. As an example, staff reviewed an archeology report for the Dominion Energy switching station, which was required to be submitted as a condition of its SUP.</p>
<p><b>ENV</b></p>	<p><b>ENVIRONMENTAL</b></p>
<p><b>ENV 1.2.</b> Promote the use of Better Site Design, Low Impact Development (LID), and effective Best Management Practices (BMPs). Promote these techniques by:</p>	<p>This item was ongoing in 2018 as regulations require site development approach to include LID measures. Additionally, several rezonings or SUP applications in sensitive areas had conditions attached to the approvals requiring LID measures above and beyond the regulations.</p>
<p><b>ENV 1.14.1.</b> Utilizing available resources, including enforcement of maintenance agreements and covenants.</p>	<p>In 2018, this program was still ongoing and mandated.</p>
<p><b>ENV 1.16.</b> Increase education and use of sound policies such as watershed planning, agricultural BMPs, erosion control measures, stream bank buffers, and other nonpoint source controls in order to minimize negative effects of urban development and agricultural practices on water quality.</p>	<p>Stormwater and Resource Protection (Stormwater) staff worked on developing the Skimino Creek Watershed Management Plan throughout 2018.</p>

<p><b>ENV 1.18.</b> Continue to develop watershed management plans for the remaining County watersheds that identify environmentally sensitive areas and specific protection, restoration, and retrofit recommendations.</p>	<p>As noted, Stormwater staff continued to work on the Skimino Creek (York River) Watershed Management Plan.</p>
<p><b>ENV 3.5.</b> Continue to develop and enforce zoning regulations and other County ordinances that ensure the preservation to the maximum extent possible of rare, threatened, and endangered species; wetlands; flood plains; shorelines; wildlife habitats; natural areas; perennial streams; groundwater resources; and other environmentally sensitive areas.</p>	<p>In September 2018, the Board of Supervisors approved ordinance revisions which converted the National Heritage Resource Policy into an ordinance requirement for all eligible site plans.</p>
<p><b>ENV 3.7.</b> Site development projects, including those initiated by the County, to be consistent with the protection of environmentally sensitive areas and the maintenance of the County’s overall environmental quality so that development projects do not exacerbate flooding in flood prone areas.</p>	<p>In 2018, a rain garden/bioretenion area was constructed at the Jamestown Event Park beach area to address ponding.</p>
<p><b>ENV 4.1.</b> Continue to implement reduction strategies by reducing building energy and transportation fuel consumption.</p>	<p>General Services staff continued to actively conduct energy audits and closely monitored energy usage at all County facilities throughout 2018. Staff also held monthly Facilities Energy meetings to consider strategic opportunities for reducing energy. Normalized energy per square foot continued to decrease.</p>
<p><b>PR</b></p>	<p><b>PARKS AND RECREATION</b></p>
<p><b>PR 2.1.</b> Continue to coordinate with VDOT, the Historic Triangle Bicycle Advisory Committee (HTBAC) and local running, hiking and bicycling clubs to develop a bikeway network consistent with the adopted Regional Bikeways Map and support the public provision of bicycle facilities by seeking County funding whenever feasible and by seeking non-County funding sources.</p>	<p>Staff continued to support and participate in committees such as VDOT's Pedestrian Bicycle Committee and HTBAC. The project to widen Longhill Road, entered its right-of-way acquisition phase and included the provisions of sharrows (a shared-lane street marking) and multi-use paths. Other continuing projects which include the provision of bike lanes/facilities are the Croaker Road Multi-use Trail and the Pocahontas Trail Multi-Modal project.</p>
<p><b>PR 5.2.</b> Encourage new developments to dedicate right-of-way and construct sidewalks, bikeways, and</p>	<p>On November 16, 2018, a rezoning application for a residential development (Z- 18-0004, Oakland Pointe) was submitted. The</p>

<p>greenway trails for transportation and recreation purposes, and construct such facilities concurrent with road improvements and other public projects in accordance with the Pedestrian Accommodation Master Plan, the Regional Bikeways Map and the Greenway Master Plan.</p>	<p>application proposes a sidewalk and a new bike lane along the property's frontage with Richmond Road (and in accordance with the Pedestrian Accommodation Master Plan and the Regional Bikeways Plan). The proposal also includes approximately 2,500 linear feet of soft and hard surface trails.</p>
<p><b>PR 5.3.</b> Encourage new developments requiring legislative review to proffer public recreation facilities consistent with standards in the Parks and Recreation Master Plan. New developments should have neighborhood parks with trails, bikeways, playgrounds, practice fields and open spaces.</p>	<p>Although cash contributions are no longer accepted by the County certain recreational improvements have been incorporated into master plans. One example of a project that has incorporated (or proposes to incorporate) its recreational improvements in a master plan is JCC Case No. Z-18-0004, Oakland Pointe (submitted for staff review in November 2018 and tentatively scheduled for Board of Supervisors consideration in February 2019).</p>
<p><b>PR 6.3.</b> Continue to offer the Inclusion service and conduct assessments with persons with disabilities to ensure necessary accessibility for participation in recreation programs.</p>	<p>Parks and Recreation staff completed a total of 50 new assessments and provided 549 citizens with accommodations in programs, classes and facilities in 2018 (32 in Jan.-June; 18 in July-Dec.). Staff established a new partnership with Area 6 Special Olympics to offer additional sport programs for individuals with disabilities. Staff also completed an Americans with Disabilities Act (ADA) assessment in the outdoor developed areas at Freedom Park. The Inclusion Coordinator offered disability awareness and behavior modification training to specialty, sports and outdoor camp instructors and department staff. Finally, staff completed the ADA walkway at Jamestown Beach Event Park and installed a new pool lift chair at Upper County Park.</p>
<p><b>PR 9.1.</b> Continue to disseminate brochures and keep up to date information on the website to inform County residents and visitors about County parks and recreational opportunities in accordance with approved public information plans.</p>	<p>Parks and Recreation staff produced 2018 Spring/Summer and Fall/Winter activity brochures. They used the County website, news flashes and social media to disseminate information about Parks and Recreation programs, events, activities and schedule updates. Centers program staff created and uploaded monthly calendars of land and water group fitness classes for the website. Staff also produced the <i>Rec Center Times</i>, a bi-monthly newsletter to keep patrons informed of Centers happenings. The newsletter is emailed to all pass holders, posted on the web, and printed for on-site pick-up, attended numerous corporate benefits fairs including the schools and Colonial Williamsburg</p>

	<p>to disseminate information on classes and memberships, and created a Lounge Road Show to take to neighborhoods and civic organizations to increase awareness and membership. In addition, staff worked with Virginia Department of Game and Inland Fisheries to include the Greensprings Interpretive Trail and Chickahominy Riverfront Park in a newly developed brochure for the Virginia Birding &amp; Wildlife Trail customized for Williamsburg and the Lower Peninsula. They also worked with the James River Association and the Historic Rivers Chapter of Virginia Master Naturalists to develop a field guide to the flora and fauna of Powhatan Creek. The guide was printed and is available to check out for free to park users. Finally staff provided information at 28 community events such as WJCC's School Open House, Kindergarten Registration and Back to School Nights, Williamsburg Families' Summer Camp Fair and Grove Christian Outreach Bread Days. They created a new Sports &amp; Athletics website page to promote programs and updated the Outdoor website page that highlights programs in trips/excursions, summer camps, special events and classes and programs across all divisions.</p>
<b>PF</b>	<b>PUBLIC FACILITIES</b>
<p><b>PF 1.6.</b> Apply appropriate zoning, land use and other adopted County criteria when evaluating public facility sites and uses.</p>	<p>During 2018, Planning staff reviewed site plans for improvements at Stonehouse Elementary and the JCSA Control Building.</p>
<p><b>PF 3.1.</b> Development should occur concurrently with the adequacy and accessibility of existing facilities and phased in accordance with the provision of new facilities and services.</p>	<p>Planning staff worked with the Planning Commission throughout the winter of 2018 to prepare the CIP recommendations for the Board of Supervisors' budget process. Planning staff also evaluated all legislative applications against public facility needs, with notable examples being the Oakland Pointe and Stonehouse rezonings.</p>
<p><b>PF 5.4.</b> Prepare and maintain detailed emergency preparedness plans to protect the County's citizens, facilities and infrastructure.</p>	<p>In January 2018, James City County became StormReady with the National Weather Service. A Reception Assistance Center/Family Assistance Center Plan was exercised and completed. FEMA approved, and the Board of Supervisors adopted, the Debris Management Support Annex to the Emergency Operations Plan (EOP). Two more annexes were also completed, Emergency Support Function 11 -</p>

	Agriculture and Natural Resources and Emergency Support Function 13 - Public Safety. Additionally, the Virginia State Animal Response Team declared us Community Animal Rescue Team (CART) "operational capable."
<b>PN</b>	<b>POPULATION NEEDS</b>
<b>PN 3.1.</b> Continue to pro-rate membership to community centers and cost of programs according to income.	Throughout 2018, Parks and Recreation programs and center memberships continued to be eligible for the department's discount assistance program. Discounts were based on gross household income and household size.
<b>PN 3.4.</b> Promote affordable senior housing options, from independent living to Continuing Care Retirement Communities (CCRCs) and skilled care for all.	Housing staff, in conjunction with Neighborhood Development staff, received a rural rehab grant. The grant focuses on low income, seniors with significant housing repair needs. The goal is to make significant housing improvements to 11 senior, qualifying Low and Moderate income homeowners in James City County.
<b>T</b>	<b>TRANSPORTATION</b>
<b>T 1.1.</b> Ensure that new development follows recommended densities, intensities and development patterns that will serve to preserve the road capacities and support CCC designations of existing and proposed roads.	In 2018, Planning staff reviewed the Stonehouse Master Plan and proffers amendment, the Hazelwood Farm traffic study, and the Lifepoint Community Church and median break.
<b>T 1.2.1.</b> Limiting driveways and other access points and providing shared entrances, side street access and frontage roads.	In November 2018, Planning staff reviewed the Oakland Pointe rezoning and recommended that the entrance to be reconfigured to provide better access from Richmond Road.
<b>T 1.2.3.</b> Concentrating commercial development in compact nodes or in Mixed Use areas with internal road systems and interconnected parcel access rather than extending development with multiple access points along existing primary and secondary roads.	In 2018, Planning staff continued to encourage these principles. For example, staff worked with the developers of the Wickre Street Dollar General to reduce truck traffic on Wickre Street.
<b>T 1.3.2.</b> Precluding high traffic generating uses in or near the affected road segment as allowed by the <i>Code of Virginia</i> .	Cases are evaluated on a case-by-case basis against this criteria; for example, In 2018, the Board of Supervisors cited traffic concerns in its discussions about rerouting traffic for the Oakland Pointe development.
<b>T 1.3.5.</b> Designing and implementing transit,	In 2018, Planning staff worked on providing multimodal transportation



pedestrian, and/or cycling alternatives along the corridor, including multi-use paths and paved shoulders.	options as part of the Longhill Road improvements, the Pocahontas Corridor Study and a Safe Routes to School application at Clara Byrd Baker Elementary School.
<b>T 2.1.</b> Continue to participate in the Hampton Roads Transportation Planning Organization (HRTPO), which serves as the transportation planning body for the region.	Planning staff continued to attend and be an active contributor to HRTPO's Transportation Technical Advisory Committee (TTAC). In 2018, the James City County Board of Supervisor's Chair served as Chair of that Committee.
<b>T 3.2.</b> Actively pursue additional local, state, federal and private funding to accelerate the construction for all needed modes of transportation facilities.	In 2018, the County applied for and received funding through the Transportation Alternatives Program, and also applied for SmartScale funding for the Pocahontas Trail corridor improvements and for closing a multi-use trail gap along the Longhill Road.
<b>T 3.5.</b> Work with VDOT to design new or enhanced complete streets that allow for the safe accommodation of automobiles, public transit, pedestrians, cyclists and other users.	In 2018, staff worked to ensure that complete street design is considered during the preliminary engineering phase of the Longhill Road widening project, the Croaker Road widening project, and as part of the Pocahontas Trail Corridor Study.

## GLOSSARY OF TERMS

AFD	Agricultural and Forestal District
BCTF	Business Climate Task Force
BMP	Best Management Practice
BOS	Board of Supervisors
CCA	Community Character Area
CCC	Community Character Corridor
CIP	Capital Improvements Program
CO	Certificate of Occupancy
DHCD	Virginia Department of Housing and Community Development
DCR	Department of Conservation and Recreation
DHR	Virginia Department of Historic Resources
DRC	Development Review Committee
EDA	Economic Development Authority
EOC	Emergency Operations Center
GSA	Goal, Strategy and/or Action
HOP	Housing Opportunities Policy
JCCRC	James City County Recreation Center
LEED	Leadership in Energy and Environmental Design
LID	Low Impact Development
LOS	Level of Service
MPO	Metropolitan Planning Organization
MSA	Metropolitan Statistical Areas
OED	Office of Economic Development
OHCD	Office of Housing and Community Development
PC	Planning Commission
PDR	Purchase of Development Rights
PLAT	Professional Landscape Assessment Team
PSA	Primary Service Area
SSPRIT	Subdivision / Site Plan Review Improvement Team
TDR	Transfer of Development Rights
VDOT	Virginia Department of Transportation
VHDA	Virginia Housing Development Authority

## ITEM SUMMARY

DATE: 4/9/2019

TO: The Board of Supervisors

FROM: Jose Ribeiro, Senior Planner II

SUBJECT: Fiscal Year 2020-2024 Capital Improvements Program

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### ATTACHMENTS:

	Description	Type
☐	Memorandum	Cover Memo
☐	Attachment No.1. Policy Committee CIP summary spreadsheet	Backup Material
☐	Attachment No.2. Unapproved Planning Commission minutes from March 18,2019	Backup Material
☐	Attachment No.3. Policy Committee ranking criteria	Backup Material
☐	Attachment No. 4. Approved Policy Committee minutes from February 14,2019	Backup Material
☐	Attachment No. 5. Approved Policy Committee minutes from February 21, 2019	Backup Material
☐	Attachment No.6. Approved Policy Committee minutes from February 28, 2019	Backup Material
☐	Attachment No.7. Unapproved Policy Committee minutes from March 7, 2019	Backup Material
☐	Attachment No.8. Citizen's correspondence	Backup Material

### REVIEWERS:

Department	Reviewer	Action	Date
Planning	Holt, Paul	Approved	3/22/2019 - 4:20 PM
Development Management	Holt, Paul	Approved	3/22/2019 - 4:20 PM
Publication Management	Burcham, Nan	Approved	3/22/2019 - 4:23 PM
Legal Review	Kinsman, Adam	Approved	3/22/2019 - 4:30 PM
Board Secretary	Fellows, Teresa	Approved	3/25/2019 - 1:34 PM
Board Secretary	Purse, Jason	Approved	4/2/2019 - 1:52 PM
Board Secretary	Fellows, Teresa	Approved	4/2/2019 - 1:59 PM

## MEMORANDUM

DATE: April 9, 2019

TO: The Board of Supervisors

FROM: Jose Ribeiro, Senior Planner  
Tori Haynes, Planner  
Terry Costello, Deputy Zoning Administrator

SUBJECT: Fiscal Year 2020-2024 Capital Improvements Program

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The Planning Commission annually ranks Capital Improvements Program (CIP) requests submitted by various County departments. The purpose of this review is to provide guidance and a list of prioritized projects to the Board of Supervisors for its consideration during the budget process.

As described in the Code of Virginia, the CIP is one of the methods of implementing the Comprehensive Plan and is of equal importance to methods like the Zoning and Subdivision Ordinances, official maps, and transportation plans. The Policy Committee uses a standardized set of ranking criteria to prioritize projects. Committee members evaluated each request for funding and produced a numerical score between 10 and 100. The scores generated by individual Committee members were then averaged to produce the Committee's final score and priority. The Committee's ranking criteria are attached for reference (Attachment No. 3).

In Attachment No. 1, the CIP project requests from County departments and Williamsburg-James City County (WJCC) Schools are summarized. This year there was a total of 20 projects submitted for consideration by the Policy Committee - 16 from James City County departments and four from WJCC Schools. The projects total \$114.47 million, with \$13.96 million of that total identified for FY 20. Nine of the proposed County projects have been previously included in the Board's five-year CIP: the Stormwater Improvements and Transportation match applications, the new Fire Station 6, improvements to Columbia Drive, as well as applications from Parks and Recreation for the James City County Marina (Phases I and II), Jamestown Beach Event Park improvements, new restrooms and concession building at the Chickahominy Riverfront Park, and Veterans Park improvements (Phase II). Three of the four CIP applications submitted by the WJCC Schools were included in prior CIPs; however, estimates and completion timelines have been amended.

The projects are listed from highest to lowest. Staff received more detailed applications for each project; however, rather than provide every application in the Meeting Packet, staff has included a brief summary for each project in Attachment No. 1. If there is any specific project for which a Board member is interested in having more detailed information, please refer to the CIP materials posted online for [February 14, 2019](#) Policy Committee meeting.

### **Recommendation**

At its meeting on March 18, 2019, the Planning Commission voted 6-0 (Haldeman absent) to endorse the FY 20-24 CIP priorities as prepared by the Policy Committee to serve as a recommendation to the Board of Supervisors. Special considerations and/or supplemental information has been provided for several of these projects. The projects selected are listed below in rank order. Please note that two of these projects received tied rankings.

1. Stormwater Capital Improvements Program\*
2. Transportation Match\*
3. Fire Station 6\*
4. Columbia Drive\*
5. Lower County Park\* (a)
6. James City County Marina Phase I\* (b)
7. Grove Convenience Center\* (a)
8. Jamestown Beach Event Park Improvements\*
9. New Restroom and Concession Building at Chickahominy Riverfront Park
10. Warhill High School Expansion\* (c)
11. Jamestown Corridor-Ambler's House Utilities\*
12. James City County Marina Phase II
13. Chickahominy Riverfront Park Improvements Phase III
14. New Elementary School\*
15. Lafayette High School Expansion
15. Jamestown High School Expansion\*
17. Pickleball Courts at Warhill Sports Complex
18. Veterans Park Phase 2 Improvements
19. Baseball Field Expansion at Warhill Sports Complex
20. Demolition of Baby Pool and Replacement with Splashing Pad at Upper County Park

\* *These projects are requesting funding in FY 2020.*

(a) *The Policy Committee indicated that the acquisition of land should be the priority for these CIP applications.*

(b) *The Policy Committee indicated that the replacement and stabilization of the bulkheads should also be of higher priority.*

(c) *The Policy Committee identified the addition of an auxiliary gym as a priority over the expansion of classrooms.*

For the purposes of assisting in the preparation of the budget, the Policy Committee, and the Planning Commission recommends that the Board of Supervisors consider the aforementioned CIP rankings and recommendation.

JR/TH/TC/nb

FY20-24CIP

Attachments:

1. Policy Committee CIP summary spreadsheet
2. Unapproved Planning Commission minutes from March 18, 2019
3. Policy Committee ranking criteria
4. Approved Policy Committee minutes from February 14, 2019
5. Approved Policy Committee minutes from February 21, 2019
6. Approved Policy Committee minutes from February 28, 2019
7. Unapproved Policy Committee minutes from March 7, 2019
8. Citizen's correspondence

**FY 20 - 24 CAPITAL IMPROVEMENT PROGRAM RANKING SPREADSHEET**

ID	Agency	Project Title	Brief Project Description (see application narratives for more detail)	FY 2020 Requested	FY 2021 Requested	FY 2022 Requested	FY 2023 Requested	FY 2024 Requested	Total Requested	Priority	Out of	Special Consideration	PC Score	Rank
R	Stormwater	Stormwater Capital Improvement Program	Various projects to address undersized and failing drainage systems, restore eroded channels and install new facilities to treat runoff pollution.	\$2,613,000.00	\$2,204,000.00	\$2,600,000.00	\$2,634,000.00	\$2,493,000.00	\$12,544,000.00	1	1	Yes	80.6	1
S	Planning	Transportation Match	Various transportation projects, including Croaker Road, Longhill Road, Richmond Road and Grove Roadways.	\$1,500,000.00	\$1,500,000.00	\$1,500,000.00	\$1,500,000.00	\$1,500,000.00	\$7,500,000.00	1	1	Yes	74.1	2
E	Fire	Fire Station 6	Begin the process to fund additional fire stations to increase six minute coverage in the Primary Service Area.	\$1,410,000.00	\$6,215,000.00	\$1,285,000.00	\$0.00	\$0.00	\$8,910,000.00	1	1		64.1	3
C	Econ. Dev.	Columbia Drive	Road improvements to Columbia Drive to allow acceptance into VDOT public road system.	\$125,000.00	\$0.00	\$0.00	\$0.00	\$0.00	\$125,000.00	1	2	Yes	57.9	4
K	Parks & Rec.	Lower County Park	Acquire property, design, and construct a park that includes a walking trail, picnic shelter, swimming pool, restrooms, and all related infrastructure to support.	\$550,000.00	\$0.00	\$450,000.00	\$0.00	\$4,500,000.00	\$5,500,000.00	6	10	Yes	58.6	5
H	Parks & Rec.	James City County Marina Phase I	Replace existing bulkhead and expand, replace, uncovered floating dock system, relocate gas tank/system, install green shoreline in appropriate areas.	\$1,720,000.00	\$0.00	\$0.00	\$0.00	\$0.00	\$1,720,000.00	1	10	Yes	54.6	6
F	General Services	Grove Convenience Center	Construct a convenience center in the Grove area to provide residents with the ability to dispose of household trash, recyclables and other items.	\$146,000.00	\$484,000.00	\$0.00	\$0.00	\$0.00	\$630,000.00	1	1	Yes	53.9	7
I	Parks & Rec.	Jamestown Beach Event Park Improvements	Install one additional restroom facility to support beach and possibly event area; paving of existing entrance road, drop off areas and handicap parking; install permanent parking in existing grass parking area for 100-200 spaces, 5 shade structures and concrete walkways to connect parking lot to beach.	\$333,000.00	\$1,300,000.00	\$0.00	\$0.00	\$0.00	\$1,633,000.00	2	10		45.8	8
M	Parks & Rec.	New Restroom and Concession Building - Chickahominy Riverfront Park	New building with additional urinals, stalls, changing room and larger concession area to meeting existing Health Department and Building Code requirements.	\$0.00	\$350,000.00	\$0.00	\$0.00	\$0.00	\$350,000.00	4	10		47.6	9
P	WJCC Schools	School Expansion - Warhill H.S.	Add instructional space.	\$890,332.00	\$0.00	\$11,348,180.00	\$0.00	\$0.00	\$12,238,512.00	2	4		43	10
J	Econ. Dev.	Amblers House Utilities	Utility improvements that would begin to implement some of the recommendations from the Shaping our Shores Master Plan.	\$185,104.00	\$729,286.75	\$10,000.00	\$0.00	\$0.00	\$924,390.75	2	2	Yes	40.3	11
G	Parks & Rec.	James City County Marina Phase 2	Relocate existing boat ramp from its current location to alleviate the congestion in front of the existing building, provide additional parking for marina and ramp visitors, replace both covered boat houses and add the third section of open slips.	\$0.00	\$200,000.00	\$3,300,000.00	\$0.00	\$0.00	\$3,500,000.00	3	10		35.5	12
B	Parks & Rec.	Chickahominy Riverfront Park Phase III Improvements	Development of Master Stormwater Plan per Special Use Permit Conditions. Development of park based on Shaping our Shores Master Plan.	\$0.00	\$300,000.00	\$1,800,000.00	\$0.00	\$0.00	\$2,100,000.00	5	10	Yes	34.8	13

**FY 20 - 24 CAPITAL IMPROVEMENT PROGRAM RANKING SPREADSHEET**

<b>ID</b>	<b>Agency</b>	<b>Project Title</b>	<b>Brief Project Description (see application narratives for more detail)</b>	<b>FY 2020 Requested</b>	<b>FY 2021 Requested</b>	<b>FY 2022 Requested</b>	<b>FY 2023 Requested</b>	<b>FY 2024 Requested</b>	<b>Total Requested</b>	<b>Priority</b>	<b>Out of</b>	<b>Special Consideration</b>	<b>PC Score</b>	<b>Rank</b>
L	WJCC Schools	New Elementary School	Construct a new school which will house 700 students and be approximately 106,000 square feet.	\$3,533,221.00	\$35,000,000.00	\$0.00	\$0.00	\$0.00	\$38,533,221.00	1	4		34.6	14
O	WJCC Schools	School Expansion - Lafayette H.S.	Add instructional space.	\$0.00	\$246,825.00	\$2,860,079.00	\$0.00	\$0.00	\$3,106,904.00	3	4		31.5	15
Q	WJCC Schools	School Expansion - Jamestown H.S.	Expand the cafeteria space and addition of instructional space.	\$956,743.00	\$10,974,113.00	\$0.00	\$0.00	\$0.00	\$11,930,856.00	4	4		31.5	15
N	Parks & Rec.	Pickleball Courts	Construct up to six dedicated pickleball courts	\$0.00	\$0.00	\$0.00	\$25,000.00	\$250,000.00	\$275,000.00	8	10		27.4	17
T	Parks & Rec.	Veterans Park Phase 2 Improvements	Complete phase 2 improvements at Veterans Park (splash pad, eastern parking lot addition, bus parking addition, sidewalk connections).	\$0.00	\$0.00	\$50,000.00	\$500,000.00	\$0.00	\$550,000.00	7	10		25.4	18
A	Parks & Rec.	Baseball Field Expansion at Warhill Sports Complex	Construct two lighted turf baseball fields, additional parking and restroom facilities.	\$0.00	\$0.00	\$0.00	\$0.00	\$2,100,000.00	\$2,100,000.00	9	10		25.3	19
D	Parks & Rec.	Demo existing Baby Pool and Replace with Splash Pad	Demo existing baby pool and replace with splash pad.	\$0.00	\$0.00	\$0.00	\$0.00	\$300,000.00	\$300,000.00	10	10		23.9	20

**TOTAL: \$13,962,400.00 \$59,503,224.75 \$25,203,259.00 \$4,659,000.00 \$11,143,000.00 \$114,470,883.75**

**Unapproved Minutes of the March 18, 2019  
Planning Commission Special Meeting**

**Fiscal Year 2020-2024 Capital Improvements Program**

Ms. Tori Haynes, Planner, stated that after a series of meetings to discuss and evaluate the Capital Improvements Program (CIP) requests, the Policy Committee is forwarding its recommendations for the FY2020-2024 CIP for Planning Commission consideration. Ms. Haynes stated that this year there was a total of 20 projects submitted for consideration by the Policy Committee: 16 from James City County departments and 4 from WJCC Schools. Ms. Haynes further stated that the projects total \$114.47 million, with \$13.96 million of that total identified for FY20 CIP.

Ms. Haynes stated that Policy Committee members used a standardized set of ranking criteria to prioritize the potential projects. Ms. Haynes stated that individual Committee member scores were then averaged to generate the final project score and priority number. Ms. Haynes further stated that the priority list was:

1. Stormwater Capital Improvement Program
2. Transportation Match
3. Fire Station No. 6
4. Columbia Drive
5. Lower County Park
6. James City County Marina Phase I
7. Grove Convenience Center
8. Jamestown Beach Event Park Improvement
9. New Restroom and Concession Building at Chickahominy Riverfront Park
10. Warhill High School Expansion
11. Jamestown Corridor-Amblers House Utilities
12. James City County Marina Phase II
13. Chickahominy Riverfront Park Improvements Phase III
14. New Elementary School
15. Lafayette High School Expansion
15. Jamestown High School Expansion
17. Pickleball Courts at Warhill Sports Complex
18. Veterans Park Phase 2 Improvements
19. Baseball Field Expansion at Warhill Sports Complex
20. Demolition of Baby Pool and Replacement with Splashing Pad at Upper County Park

Ms. Haynes stated that staff recommends that the Planning Commission forward the priorities to the Board of Supervisors for consideration during the budget process.

Mr. Frank Polster stated that he had submitted a list of questions regarding the Williamsburg-James City County (WJCC) Schools projects.



Mr. Marcellus Snipes, WJCC Schools, Senior Director for Operations, stated that he would be happy to answer any questions.

Mr. Polster stated that it appears that the current enrollment for the Bright Beginnings Program is 344 and is projected to remain flat through FY2024. Mr. Polster inquired if these figures were correct.

Mr. Snipes stated that the question would need to be answered by the Curriculum and Instruction Division.

Mr. Polster stated that he strongly supports the Bright Beginnings Program. Mr. Polster noted that this program addresses what is referred to as the Fourth Grade Slump. Mr. Polster stated that if a child gets to the fourth grade without being able to read and do some mathematics he or she will never catch up. Mr. Polster stated that what he is concerned about is whether we have the accurate numbers of what that program needs to be and whether there is a plan to accommodate those numbers.

Mr. Polster stated that the information he had showed a wait list of 82 students with 52 more processing. Mr. Polster stated that the projections for next year showed one additional classroom. Mr. Polster inquired how the additional 134 Bright Beginnings students would be accommodated in the next fiscal year.

Mr. Snipes stated that there would be approximately 200 students transitioning out of the program.

Mr. Polster inquired where the additional classroom would be located.

Mr. Snipes stated that it has not yet been determined where the classroom will be.

Mr. Polster stated that he had inquire why there is not a Bright Beginnings class at James River Elementary School where there is available capacity and the answer came back that there were two Project Head Start classes there. Mr. Polster inquired about how many Project Head Start students were projected for the next year.

Mr. Snipes stated that there are currently 39 students total enrolled in the Project Head Start Program.

Mr. Polster inquired if there were Project Head Start classes at other locations.

Mr. Snipes stated that there are two Head Start classes at Norge Elementary School.

Ms. Dowdy inquired about the difference between Project Head Start and Bright Beginnings.

Mr. Snipes stated that Project Head Start is for student from three to five years old. Mr. Snipes further stated that Bright Beginnings is for ages younger than that.

Ms. Dowdy inquired if students required an Individual Education Plan (IEP) to enroll in Bright Beginnings.

Mr. Snipes stated that he would provide that information.

Mr. Polster stated that it is necessary to have a better understanding of the Bright Beginnings Program and the Project Head Start Program and how the numbers break down for those individual programs. Mr. Polster stated that there may be a better way to accommodate the population other than building another elementary school. Mr. Polster stated that in upcoming applications he would like to have information on what the programs are, the projected enrollment and what the projection is based on.

Mr. O'Connor stated that the Warhill expansion has two components: the gym and 12 additional classrooms. Mr. O'Connor inquired if those projects could be separated and done independently.

Mr. Snipes stated that it is possible but constructing the projects at the same time would provide certain economies of scale. Mr. Snipes further stated that by separating the projects, there would be more and longer disruption to the school.

Mr. Schmidt opened the Public Hearing.

As no one wished to speak, Mr. Schmidt closed the Public Hearing.

Mr. Schmidt opened the floor for discussion by the Commission.

Mr. Krapf made a motion to forward the list of priorities as recommended by the Policy Committee to the Board of Supervisors for consideration.

On a roll call vote, the Commission voted to forward the list of priorities as recommended by the Policy Committee to the Board of Supervisors for consideration (6-0).

## **CAPITAL IMPROVEMENT PROGRAM RANKING CRITERIA James City County Planning Commission**

### **SUMMARY**

The Capital Improvement Program (“CIP”) is the process for evaluating, planning, scheduling, and implementing capital projects. The CIP supports the objectives of the Comprehensive Plan through the sizing, timing, and location of public facilities such as buildings, roads, schools, park and recreation facilities, water, and sewer facilities. While each capital project may meet a specific need identified in the Comprehensive Plan or other department or agency plan, all capital plans must compete with other projects for limited resources, receive funding in accordance with a priority rating system and be formally adopted as an integral part of the bi-annual budget. Set forth below are the steps related to the evaluation, ranking, and prioritization of capital projects.

### **A. DEFINITION**

The CIP is a multi-year flexible plan outlining the goals and objectives regarding public capital improvements for James City County (“JCC” or the “County”). This plan includes the development, modernization, or replacement of physical infrastructure facilities, including those related to new technology. Generally a capital project such as roads, utilities, technology improvements, and county facilities is nonrecurring (though it may be paid for or implemented in stages over a period of years), provides long term benefit and is an addition to the County’s fixed assets. Only those capital projects with a total project cost of \$50,000 or more will be ranked. Capital maintenance and repair projects will be evaluated by departments and will not be ranked by the Policy Committee.

### **B. PURPOSE**

The purpose of the CIP ranking system is to establish priorities for the 5-year CIP plan (“CIP plan”), which outlines the projected capital project needs. This CIP plan will include a summary of the projects, estimated costs, schedule and recommended source of funding for each project where appropriate. The CIP plan will prioritize the ranked projects in each year of the CIP plan. However, because the County’s goals and resources are constantly changing, this CIP plan is designed to be re-assessed in full bi-annually, with only new projects evaluated in exception years, and to reprioritize the CIP plan annually.

### **C. RANKINGS**

Capital projects, as defined in paragraph A, will be evaluated according to the CIP Ranking Criteria. A project’s overall score will be determined by calculating its score against each criterion. The scores of all projects will then be compared in order to provide recommendations to the Board of Supervisors. The components of the criteria and scoring scale will be included with the recommendation.

### **D. FUNDING LIMITS**

On an annual basis, funds for capital projects will be limited based on the County’s financial resources including tax and other revenues, grants and debt limitations, and other principles set forth in the Board of Supervisors’ Statement of Fiscal Goals:

- general obligation debt and lease revenue debt may not exceed 3% of the assessed valuation of property,

- debt service costs are not to exceed 10-12% of total operation revenues, including school revenue, and
- debt per capita income is not to exceed \$2,000 and debt as a percentage of income is not to exceed 7.5%.

Such limits are subject to restatement by the Board of Supervisors at their discretion. Projects identified in the CIP plan will be evaluated for the source or sources of funding available, and to protect the County's credit rating to minimize the cost of borrowing.

#### **E. SCHEDULING OF PROJECTS**

The CIP plan schedules will be developed based on the available funding and project ranking and will determine where each project fits in the 5 year plan.

## CIP RANKING CRITERIA

### Project Ranking By Areas of Emphasis

**1. Quality of Life (20%)** - Quality of life is a characteristic that makes the County a desirable place to live and work. For example, public parks, water amenities, multi-use trails, open space, and preservation of community character enhance the quality of life for citizens. A County maintenance building is an example of a project that may not directly affect the citizen's quality of life. The score will be based on the considerations, such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plans, master plans, or studies?
- C. Does the project relate to the results of the citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Does the project increase or enhance educational opportunities?
- E. Does the project increase or enhance recreational opportunities and/or green space?
- F. Will the project mitigate blight?
- G. Does the project target the quality of life of all citizens or does it target one demographic? Is one population affected positively and another negatively?
- H. Does the project preserve or improve the historical, archeological and/or natural heritage of the County? Is it consistent with established Community Character?
- I. Does the project affect traffic positively or negatively?
- J. Does the project improve, mitigate, and / or prevent degradation of environmental quality (e.g. water quality, protect endangered species, improve or reduce pollution including noise and/or light pollution)?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
The project does not affect or has a negative affect on the quality of life in JCC.				The project will have some positive impact on quality of life.					The project will have a large positive impact on the quality of life in JCC.

**2. Infrastructure (20%)** – This element relates to infrastructure needs such as schools, waterlines, sewer lines, waste water or storm water treatment, street and other transportation facilities, and County service facilities. High speed, broadband or wireless communication capabilities would also be included in this element. Constructing a facility in excess of facility or service standards would score low in this category. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Is there a facility being replaced that has exceeded its useful life and to what extent?
- E. Do resources spent on maintenance of an existing facility justify replacement?
- F. Does this replace an outdated system?

- G. Does the facility/system represent new technology that will provide enhance service?
- H. Does the project extend service for desired economic growth?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
The level of need is low				There is a moderate level of need					The level of need is high, existing facility is no longer functional, or there is no facility to serve the need

**3. Economic Development (15%)** – Economic development considerations relate to projects that foster the development, re-development, or expansion of a diversified business/industrial base that will provide quality jobs and generate a positive financial contribution to the County. Providing the needed infrastructure to encourage redevelopment of a shopping center would score high in this category. Reconstructing a storm drain line through a residential neighborhood would likely score low in the economic development category. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Does the project have the potential to promote economic development in areas where growth is desired?
- E. Will the project continue to promote economic development in an already developed area?
- F. Is the net impact of the project positive? (total projected tax revenues of economic development less costs of providing services)
- G. Will the project produce desirable jobs in the County?
- H. Will the project rejuvenate an area that needs assistance?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project will not aid economic development				Neutral or will have some aid to economic development					Project will have a positive impact on economic development

**4. Health/Public Safety (15%)** - Health/public safety includes fire service, police service, safe roads, safe drinking water, fire flow demand, sanitary sewer systems and flood control. A health clinic, fire station or police station would directly impact the health and safety of citizens, scoring high in this category. Adding concession stands to an existing facility would score low in this category. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?

- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Does the project directly reduce risks to people or property (i.e. flood control)?
- E. Does the project directly promote improved health or safety?
- F. Does the project mitigate an immediate risk?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project has no or minimal impact on health/safety				Project has some positive impact on health/safety					Project has a significant positive impact on health/safety

**5. Impact on Operational Budget (10%)** – Some projects may affect the operating budget for the next few years or for the life of the facility. A fire station must be staffed and supplied; therefore it has an impact on the operational budget for the life of the facility. Replacing a waterline will not require any additional resources from the operational budget. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Will the new facility require additional personnel to operate?
- E. Will the project lead to a reduction in personnel or maintenance costs or increased productivity?
- F. Will the new facility require significant annual maintenance?
- G. Will the new facility require additional equipment not included in the project budget?
- H. Will the new facility reduce time and resources of city staff maintaining current outdated systems? This would free up staff and resources, having a positive effect on the operational budget.
- I. Will the efficiency of the project save money?
- J. Is there a revenue generating opportunity (e.g. user fees)?
- K. Does the project minimize life-cycle costs?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project will have a negative impact on budget				Project will have neutral impact on budget					Project will have positive impact on budget or life-cycle costs minimized

**6. Regulatory Compliance (10%)** – This criterion includes regulatory mandates such as sewer line capacity, fire flow/pressure demands, storm water/creek flooding problems, schools or prisons. The score will be based on considerations such as:

- A. Does the project addresses a legislative, regulatory or court-ordered mandate? (0- 5 years)
- B. Will the future project impact foreseeable regulatory issues? (5-10years)

- C. Does the project promote long-term regulatory compliance (>10 years)
- D. Will there be a serious negative impact on the county if compliance is not achieved?
- E. Are there other ways to mitigate the regulatory concern?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project serves no regulatory need				Project serves some regulatory need or serves a long-term need					Project serves an immediate regulatory need

**7. Timing/Location (10%)** - Timing and location are important aspects of a project. If the project is not needed for many years it would score low in this category. If the project is close in proximity to many other projects and/or if a project may need to be completed before another one can be started it would score high in this category. The score will should be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. When is the project needed?
- E. Do other projects require this one to be completed first?
- F. Does this project require others to be completed first? If so, what is magnitude of potential delays (acquisition of land, funding, and regulatory approvals)?
- G. Can this project be done in conjunction with other projects? (E.g. waterline/sanitary sewer/paving improvements all within one street)
- H. Will it be more economical to build multiple projects together (reduced construction costs)?
- I. Will it help in reducing repeated neighborhood disruptions?
- J. Will there be a negative impact of the construction and if so, can this be mitigated?
- K. Will any populations be positively/negatively impacted, either by construction or the location (e.g. placement of garbage dump, jail)?
- L. Are there inter-jurisdictional considerations?
- M. Does the project conform to Primary Service Area policies?
- N. Does the project use an existing County-owned or controlled site or facility?
- O. Does the project preserve the only potentially available/most appropriate, non-County owned site or facility for project's future use?
- P. Does the project use external funding or is a partnership where funds will be lost if not constructed.

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
No critical timing or location issues				Project timing OR location is important					Both project timing AND location are important



**8. Special Consideration (no weighting- if one of the below categories applies, project should be given special funding priority) –** Some projects will have features that may require that the County undertake the project immediately or in the very near future. Special considerations may include the following (check all applicable statement(s)):

A.	Is there an immediate legislative, regulatory, or judicial mandate which, if unmet, will result in serious detriment to the County, and there is no alternative to the project?	
B.	Is the project required to protect against an immediate health, safety, or general welfare hazard/threat to the County?	
C.	Is there a significant external source of funding that can only be used for this project and/or which will be lost if not used immediately (examples are developer funding, grants through various federal or state initiatives, and private donations)?	

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**February 14, 2019**  
**4:00 PM**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at approximately 4:00 p.m.

**B. ROLL CALL**

Present:

Jack Haldeman, Chair

Rich Krapf

Julia Leverenz

Tim O'Connor

Staff:

Tammy Rosario, Principal Planner

Jose Ribeiro, Senior Planner

Tori Haynes, Planner

Terry Costello, Deputy Zoning Administrator

John Risinger, Community Development Assistant

Sue Mellen, Director of Financial and Management Services

Sharon Day, Assistant Director of Financial and Management Services

Jeffrey Wiggins, Budget and Accounting Analyst

**C. MINUTES**

1. January 10, 2019 Meeting Minutes

Mr. Rich Krapf made a motion to approve the January 10, 2018, meeting minutes as amended.

The motion passed 4-0.

**D. OLD BUSINESS**

There was no old business.

**E. NEW BUSINESS**

Mr. Haldeman opened the meeting for public comment.

Mr. Jay Everson, 103 Branscome Boulevard, stated that he has concerns with the Future Think methodology for school enrollment projections. He stated that high school enrollment is projected to stay within the current capacity for the next 10 years. He stated that moving the Bright Beginnings program to it's own facilities could free up needed space within the elementary schools.

1. FY 2020-2024 Capital Improvements Program Review

Ms. Tammy Rosario stated that the Code of Virginia provides for the Planning Commission to provide recommendations to the Board of Supervisors for capital improvement projects. She

stated that the Policy Committee may review the applications based on its consistency with the adopted Comprehensive Plan.

Mr. Jose Ribeiro stated that 20 applications were received for the Fiscal Year 2020-2024 Capital Improvements Program. He stated that County departments submitted 16 applications and Williamsburg-James City County Public Schools (WJCC) submitted four applications. He stated that staff could help address questions and coordinate with the County departments and WJCC to arrange for representatives to be present at the coming meetings. He stated that the Policy Committee's final rankings will be presented to the Planning Commission on March 18, 2019 and then to the Board of Supervisors at a later date.

Mr. Haldeman asked how the two revenue sections for the Ambler House application were determined. He asked if the total revenue in 2024 would be \$925,000.

Mr. Jeffrey Wiggins stated that the second entry in the revenue section should not be on the application. He stated that an older version of the proposal had additional methods of revenue.

Mr. Haldeman asked if the total revenue in 2024 would be \$125,000.

Mr. Wiggins confirmed.

Mr. Haldeman stated the Columbia Drive, Lower County Park and replacement of the bulkheads in the James City County Marina Phase I application were high priorities in his rankings.

Mr. Krapf stated that he had questions regarding how the design fees were estimated for the Fire Station 6 application and the new elementary school application. He stated that the Stormwater Capital Improvements Program and Transportation Match applications were the highest priorities in his rankings. He stated the Columbia Drive, Fire Station 6 and the Grove Convenience Center were also high priorities in his rankings. He stated that potential grant funding should not be listed as a special consideration in the application if there is no guarantee of receiving the funding.

Ms. Julia Leverenz agreed. She stated that applications for the Grove area could provide better service for the residents of that area. She stated that those applications were high priorities in her rankings. She stated that the Stormwater Capital Improvements Program and the Transportation Match applications were the highest in her rankings. She stated that the Fire Station 6, James City County Marina Phase I, and Columbia Drive were also high on her list. She asked if the data and estimates submitted with the WJCC applications are verified by County staff.

Ms. Rosario stated that representatives from WJCC would be able to answer questions regarding their estimates in a future meeting.

Ms. Leverenz asked why the Bright Beginnings program is integrated with the elementary schools. She stated that there may be advantages to creating separate facilities for the program. She stated that the estimated design costs may be impacted when a site is chosen.

Mr. Haldeman stated that the costs listed in the application do not include items such as furniture and buses.

Ms. Leverenz stated that the application does not list future administrative costs.

Mr. Haldeman asked if the estimates in the application include the City of Williamsburg's share.

Mr. Wiggins stated that the estimates listed in the application are the total costs for the project. He stated that the County's share of the project is 90.52%.

Mr. Tim O'Connor stated that he would like to have more information about how WJCC estimated the costs for its projects. He stated that eight elementary schools were constructed in Virginia throughout 2018 with total costs ranging from \$18 to \$40 million. He stated that the estimated costs are above the state averages in 2018.

Mr. Krapf stated that creating a separate facility for the Bright Beginnings program could delay the necessity of building a new elementary school.

Mr. O'Connor asked if a site had been identified for Fire Station 6.

Ms. Sue Mellen stated that they are working on acquiring land.

Mr. Krapf stated that he was interested in the potential training collaborations between the proposed Fire Station 6 and Thomas Nelson Community College.

Mr. Haldeman stated that the Fire Station 6 application helps expand the area of the County that is within the six minute response time coverage.

Ms. Leverenz stated that the online ranking system was working well.

Mr. Krapf agreed.

Mr. O'Connor asked if the elementary school application had been listed in previous plans for WJCC.

Ms. Mellen stated that WJCC used a 10-year Capital Improvements Program plan. She stated that the application had been previously submitted in Fiscal Year 2018. She stated that the new application had been listed as a higher priority.

Ms. Rosario asked Ms. Terry Costello to summarize the questions the Commissioners had for the departments.

Ms. Costello stated the questions for WJCC involved their cost projections, design fees, and the Bright Beginnings. She stated that the question for the Fire Department was in reference to the design fees for Fire Station 6.

Ms. Leverenz stated that another question for WJCC was about construction costs.

Ms. Rosario asked if there was a question about the urgency of building Fire Station 6.

Mr. Haldeman confirmed.

Ms. Leverenz stated that there was a question earlier in the meeting regarding the safety of the bulkheads at the marina.

Ms. Mellen asked if there was a question about revenue projections for the Ambler House application.

Mr. Haldeman stated that his question had been answered.

Ms. Mellen asked if more information was needed in regards to land acquisition for the Lower

County Park application.

Mr. Haldeman stated that the question was not a high priority for the purpose of CIP rankings.

Ms. Leverenz asked to have WJCC address if a site had been chosen for the new elementary school.

Ms. Rosario stated that another question for the Parks and Recreation Department was in regards to the grants listed under the special considerations section of their application.

Ms. Mellen stated that the Commissioners could ask for specific grants to be listed for that section of the application.

Ms. Leverenz stated that grant must have been already awarded to be a special consideration.

Ms. Sharon Day stated that the special considerations section of the application could have additional instructions for applicants in the next fiscal year.

Mr. Ribeiro asked Ms. Costello to list the updated questions.

Ms. Costello stated that questions for WJCC included cost projections, design fees, Bright Beginnings program, construction fees and if a site had been chosen for the new elementary school. She stated that questions for the Fire Department regarded design fees for Fire Station 6 and if it was an urgent need to improve response times. She stated that questions for the Parks and Recreation Department included the safety of the bulkheads at the marina and if any grant funds had been obtained for their projects.

Ms. Mellen asked if the questions for WJCC were mostly directed towards the elementary school application.

Ms. Leverenz confirmed.

Ms. Rosario stated that the next meeting would be with representatives from the Fire Department and the Parks and Recreation Department. She stated the following meeting would be with representatives from WJCC.

Mr. Krapf asked when meeting minutes would be available for the meetings with the department representatives.

Mr. John Risinger stated that unapproved minutes could be forwarded to the Commissioners before completing the internal review stages.

Ms. Leverenz asked if this meeting's minute would be available in the following week or if it would only be for the meetings with department representatives.

Ms. Rosario stated that internal review of meeting minutes typically takes longer than a week to complete. She stated that staff would develop a plan to allow the Commissioners to review the unapproved minutes in a timely manner.

Mr. Krapf stated that the minutes for the meetings with the department representatives were the most important. He stated that the minutes would help to understand the discussions that took place at the meeting.

Mr. Ribeiro stated that the next meeting would be on February 21 with the Fire Department and Parks and Recreation Department.

Mr. Haldeman asked if there was any further discussion.

There was none.

**F. ADJOURNMENT**

Ms. Leverenz made a motion to adjourn. The motion passed 4-0.

Mr. Haldeman adjourned the meeting at approximately 4:45 p.m.

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Mr. Jack Haldeman, Chair

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Mr. Paul Holt, Secretary

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**February 21, 2019**  
**4:00 PM**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at approximately 4:00 p.m.

**B. ROLL CALL**

Present:

Jack Haldeman, Chair

Julia Leverenz

Tim O'Connor

Staff:

Tammy Rosario, Principal Planner

Jose Ribeiro, Senior Planner

Tori Haynes, Planner

Terry Costello, Deputy Zoning Administrator

John Risinger, Community Development Assistant

Jeffrey Wiggins, Budget and Accounting Analyst

Ryan Ashe, Fire Chief

Tristan Aiken, Assistant Fire Chief

John Carnifax, Director of Parks and Recreation

Alister Perkinson, Parks Administrator

**C. MINUTES**

There were no minutes.

**D. OLD BUSINESS**

1. FY 2020-2024 Capital Improvements Program Review

Mr. Jose Ribeiro stated that representatives from the Fire Department and the Parks and Recreation Department could answer questions from the Commissioners.

Mr. Haldeman invited Chief Ryan Ashe and Assistant Chief Tristan Aiken to address the questions about the Fire Station 6 application.

Mr. Ashe stated that the design costs for the Fire Station 6 application were estimated with help from the General Services department. He stated that the location of the proposed fire station was not known when estimating the design cost. He stated that they have since identified land near the Law Enforcement Center to be acquired for the fire station. He stated that costs associated with the site topography have not been determined.

Mr. Haldeman asked if there was any expectation for when a seventh and eighth fire station would be built.

Mr. Ashe stated that he did not know a timeline for when a seventh and eighth fire station would be built. He stated that Fire Station 3 and Fire Station 4 are the busiest fire stations in

the County. He stated that they decided to locate Fire Station 6 in an area that could reduce the number of calls going to Fire Station 3 and Fire Station 4, along with reducing the number of calls to the City of Williamsburg Fire Department. He stated that they considered locations for the station that helped achieve the 6-minute response time goal set by the County. He stated that they categorized calls based on response time. He stated that they found that the Ford's Colony and Lightfoot areas had over 600 calls in the slowest category and the Kingsmill area was approaching 350 calls in the slowest category. He stated that they weighed adding additional units to Fire Station 3 and Fire Station 4 against adding a new station. He stated that adding a new fire station would help address the volume of calls along with expanding the 6-minute response coverage area. He stated that building a fire station in Ford's Colony would improve the response times in that area but not be as helpful to surrounding fire stations. He stated that a study was conducted in 1993 which proposed a fire station near the County Government Center. He stated that this proposed station would improve the response times to the Kingsmill area; however, the Kingsmill area has not reached the threshold to initiate plans for a new fire station.

Mr. Ribeiro asked if there were any further questions for the Fire Department.

Mr. Haldeman stated that the application listed that there was no imminent threat to health, safety and general welfare of the County. He asked if the need for the station addressed only policy requirements.

Mr. Ashe stated that because calls in the Lightfoot area are being answered currently, they did not list it as an imminent threat to the health, safety and general welfare of the County.

Mr. Haldeman asked if slow response times could be an imminent threat to health and safety.

Mr. Ashe stated that the American Heart Association states permanent brain damage would occur if the brain is deprived of oxygen for four to six minutes. He stated that a fire can double in size every 30 seconds.

Ms. Leverenz stated that faster response times can save lives and property so it should be considered an immediate need for health and safety.

Mr. O'Connor asked how equipment would be allocated to the new fire station.

Mr. Ashe stated that equipment is located in stations that have the most need for that type of equipment. He stated that they do not plan on reallocating equipment from existing stations to the Fire Station 6.

Mr. O'Connor asked if the road access for Fire Station 6 would be through the Law Enforcement Center or onto Opportunity Way.

Mr. Ashe stated that Fire Station 6 would have road access onto Opportunity Way.

Ms. Tammy Rosario stated that a question from the previous meeting was if a standard building design could be used for greater efficiency in design costs.

Mr. Ashe stated that it would utilize a similar layout as the existing Fire Station 4. He stated that they would modify the living area to allow for expansion in the future.

Ms. Leverenz asked if utilizing similar designs was accounted for in the design cost.

Mr. Ashe confirmed. He stated that improving the safety of living conditions for the firefighters would result in changes from the past design.



Mr. Ribeiro asked if there were any further questions.

There were none.

Mr. Haldeman invited Mr. John Carnifax and Mr. Alister Perkinson to address the questions for their applications.

Mr. Carnifax stated that concerns of the safety of the James City County Marina were raised. He stated that safety concerns at the parks are addressed by closing off areas and repairing areas as needed. He stated that the bulkhead is at risk of failure in the case of a large storm.

Mr. Haldeman asked if it would be better to complete the work at the marina in one phase instead of two.

Mr. Carnifax stated that it would and there would be cost savings from completing the work at the same time. He stated that separating the improvements into two phases spreads out the required funding. He stated that the improvements listed in the Phase I application are immediate needs for the safety of citizens utilizing the marina.

Ms. Leverenz asked if the County was insured in the event of a storm damaging the parks.

Mr. Carnifax confirmed.

Mr. Haldeman stated that it is more expensive to replace a failed bulkhead than it is to replace a functional bulkhead.

Mr. Carnifax stated that most of the bulkhead would be replaced with a living shoreline.

Mr. Ribeiro stated that a question asked in the previous meeting was if any grants had been awarded to the project.

Mr. Carnifax stated that they have not received any grants. He stated that the Parks and Recreation Department continues to apply for grants for the marina project.

Mr. O'Connor asked if there were plans for a stormwater master plan for Chickahominy Riverfront Park.

Mr. Carnifax confirmed. He stated that more information would be presented to the Planning Commission in the future.

Mr. Haldeman asked how many phases are anticipated for Chickahominy Riverfront Park.

Mr. Carnifax stated that there are three phases currently but more may be added for activities including rowing and small boating. He stated that he would like to continue a relationship with the College of William and Mary Rowing Club and the Williamsburg Boat Club at the park.

Mr. Haldeman asked if a site had been selected for the proposed Lower County Park.

Mr. Carnifax stated that they have narrowed their search down to a few locations. He stated that the application for the Lower County Park is for the land acquisition. He stated that once land has been acquired, they would apply again for the design phase once the costs had been estimated.

Ms. Rosario asked if the grants they were applying to required matching funds from the

County.

Mr. Carnifax stated that they apply to a number of grants that have different requirements. He stated that matching funds could be acquired if the applications require it.

Mr. O'Connor asked if the Running Center plan was still being pursued.

Mr. Carnifax stated that the proposed location has changed to the Jamestown Beach Event Park and is still in the planning stage.

Mr. Haldeman asked if there were any further questions.

There were none.

**E. NEW BUSINESS**

There was no new business.

**F. ADJOURNMENT**

Ms. Leverenz made a motion to adjourn. The motion passed 3-0.

Mr. Haldeman adjourned the meeting at approximately 4:45 p.m.

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Mr. Jack Haldeman, Chair

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Mr. Paul Holt, Secretary

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**February 28, 2019**  
**1:00 AM**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at approximately 4:00 p.m.

**B. ROLL CALL**

Present:

Jack Haldeman, Chair

Julia Leverenz

Tim O'Connor

Staff:

Tammy Rosario, Principal Planner

Jose Ribeiro, Senior Planner

Tori Haynes, Planner

Terry Costello, Deputy Zoning Administrator

John Risinger, Community Development Assistant

Sue Mellen, Director of Financial and Management Services

Sharon Day, Assistant Director of Financial and Management Services

Jeffrey Wiggins, Budget and Accounting Analyst

**C. MINUTES**

There were no minutes.

**D. OLD BUSINESS**

1. FY 2020-2024 Capital Improvements Program Review

Mr. Marcellus Snipes, Senior Director for Operations, Williamsburg-James City County Public Schools (WJCC), presented the Committee with information about WJCC's Capital Improvements Program (CIP). He stated that a site has not been currently identified for the new elementary school. He stated that further discussions would be held with the County and the City of Williamsburg before a site is determined. He stated that Grimm and Parker Architecture, Inc. estimated the construction costs listed on the application. He stated that the new elementary school would be around 106,000 square feet. He stated that using the FY 2018 Virginia averages for construction cost, construction of the new elementary school would cost approximately \$22 million. He stated that the new elementary school would cost approximately \$28 million including soft costs.

Mr. Haldeman asked what is included in soft costs.

Mr. Jim Falzone, Supervisor of Facilities and Capital Projects, WJCC, said that soft costs include design and architecture costs.

Mr. Snipes stated that the estimated costs are within the range of construction costs of schools built in Virginia during FY 2018.

Mr. Tim O'Connor asked if having high estimated construction costs would result in contractors submitting high bids.

Mr. Snipes stated that, on the contrary, WJCC's experience has been that the competitive bidding process has resulted in construction bids under the estimated construction cost.

Ms. Tammy Rosario stated that there had been a question during the February 14, 2019, Policy Committee meeting about utilizing existing school designs to reduce costs.

Mr. Snipes stated that school designs change as teaching methods change. He stated that current teaching methods benefit from having flexible learning spaces. He stated that Grimm and Parker Architecture, Inc. might have estimated the construction costs with flexible learning spaces in mind. He stated that the next question he received was in regards to how the Future Think projections are created. He stated that the projections are based on a number of factors including birth rates to project the enrollment in kindergarten classes.

Ms. Julia Leverenz asked if the projections account for people moving to the County.

Mr. Snipes confirmed. He stated that another question he received was about moving the Bright Beginnings program from the elementary schools. He stated that WJCC had discussions about moving the Bright Beginnings program to its own facilities. He stated the WJCC School Board School Liaison Committee's guidelines state that when an existing school is at 85% enrollment capacity, needs are evaluated and potential solutions are considered. He stated that a plan of action is put in place when a school is at 90% enrollment capacity. He stated that many variables determine if WJCC will construct a new school or expand an existing school.

Mr. Haldeman stated that the new elementary school application only lists additional personnel costs during FY 2022. He asked if these costs would continue each year.

Mr. Snipes confirmed.

Ms. Leverenz asked if new buses would be required regardless of whether the Bright Beginnings program is moved to its own facilities.

Mr. Snipes stated that current capacity of school buses vary between schools. He stated that moving the Bright Beginnings program to its own facilities would require additional buses.

Mr. Haldeman asked how many additional students would be accommodated at the high schools with the proposed expansions.

Mr. Snipes stated that the expansions would add capacity for about 200 additional students at each high school.

Mr. Falzone stated that constructing a new high school would create greater demand for school facilities such as sports fields. He stated that expanding current high schools would raise the student capacity while adding less demand for facilities.

Mr. Haldeman asked how much land area is needed to build an elementary school.

Mr. Snipes stated that the Virginia Department of Education requires four acres plus one acre for every 100 students for an elementary school.

Ms. Rosario stated that the standard is 27 developable acres for a school with a capacity of 500 to 700 students.

Mr. Haldeman asked why the new elementary school application was moved to an earlier Fiscal Year compared to the last application.

Mr. Snipes stated that the previous timeframe was a placeholder.

Mr. O'Connor asked if the Warhill High School application includes the fields and auxiliary gym.

Mr. Snipes confirmed.

Mr. O'Connor asked how long the extra capacity from the high school expansions would suffice.

Mr. Snipes stated that the high schools should have enough capacity through 2028.

Mr. Haldeman stated that the enrollment projections have consistently been too high. He stated that in 2011, the projection for elementary school enrollment in 2021 was 5,396 students. He stated that the current projection for 2021 is 5,186 students. He stated that in 2013, the projection for 2023 was 5,522 students while the current projection is 5,200 students. He stated that in 2017, the projection for 2027 was 5,371 students while the current projection is 5,265 students. He stated that the total enrollment projections were similarly too high. He stated that the enrollment projections may be misleading when looking at constructing new schools.

Ms. Leverenz asked if the projections declining was due to declining population or birth rate.

Ms. Rosario stated that although population growth has been strong, the growth rate in the County has slowed down since 2008. She stated that birth rates have been declining nationally.

Mr. Haldeman stated that birth rates are at an all-time low nationally.

Ms. Leverenz asked if the County's demographics have shifted to having more growth in the older population compared to the younger population.

Mr. Jose Ribeiro stated that projections from the Comprehensive Plan show that people 65 or older will be the largest age group by 2040.

Ms. Rosario stated that Greg Grootendorst, Hampton Roads Planning District Commission, presented demographics information to the Board of Supervisors on February 26, 2019. She stated that the presentation showed that the County's average age is a decade greater than the rest of the Hampton Roads area.

Mr. Snipes stated that the WJCC CIP plan is updated based on the most current enrollment projections at the time. He stated that they have recently been using the "Low Projection" from the Future Think methodology instead of the "Most Likely Projection."

Ms. Rosario stated that the Comprehensive Plan shows that in 2010, people ages 19 and younger were 23% of the population. She stated that the 2040 projections show ages 19 and younger as 20% of the population. She stated that while the proportion has decreased, the total number of people ages 19 and younger is projected to increase due to continued population growth.

Mr. O'Connor asked how WJCC determines when a building no longer satisfactorily meets the students' needs and teaching standards. He stated that older schools might not have the

same quality of learning spaces or sufficient capacity for school functions.

Mr. Snipes stated that feasibility studies are conducted at each school to understand the condition and how to best address any issues. He stated that the decision is made based on a variety of information including the community's opinions.

Mr. O'Connor stated that it might make more sense to start planning to replace older schools instead of investing money into expansions or renovations.

Mr. Snipes stated those decisions need support from the community, the County, the City of Williamsburg, and the WJCC School Board.

Mr. Haldeman opened the meeting for public comment.

Mr. Jay Everson, 103 Branscome Boulevard, stated that new facilities for the Bright Beginnings program could potentially be built on land at existing elementary schools without increasing the number of school buses needed. He stated that the Future Think methodology uses building permit statistics as part of the calculation. He stated that the projections are higher due to including building permits from age-restricted communities.

Mr. Haldeman closed the public comment.

Mr. Snipes stated that the community might prefer having the Bright Beginnings program distributed across the County instead of at one site.

Mr. O'Connor stated that he has concerns with the expansion at Warhill High School in addition to Fire Station 6 adding additional traffic on Opportunity Way. He stated that WJCC should work with the Fire Department to address traffic issues on Opportunity Way.

Mr. Snipes stated that WJCC has looked into the possibility of adding a turn lane on Opportunity Way to improve the traffic flow into Warhill High School.

Mr. Haldeman asked if there were any further questions.

There were none.

**E. NEW BUSINESS**

There was no new business.

**F. ADJOURNMENT**

Ms. Leverenz made a motion to adjourn. The motion passed 3-0.

Mr. Haldeman adjourned the meeting at approximately 5:00 p.m.

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Mr. Jack Haldeman, Chair

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Mr. Paul Holt, Secretary

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**March 7, 2019**  
**4:00 p.m.**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at approximately 4:00 p.m.

**B. ROLL CALL**

Mr. Paul Holt stated that Ms. Julia Leverenz has asked to participate in the meeting remotely due to an illness preventing her from physically attending the meeting.

Mr. Rich Krapf made a motion to approve the remote participation of Ms. Leverenz.

The motion passed 3-0.

Ms. Leverenz joined the meeting remotely.

Present:

Jack Haldeman, Chair  
Rich Krapf  
Julia Leverenz  
Tim O'Connor

Staff:

Paul Holt, Director of Community Development and Planning  
Tammy Rosario, Principal Planner  
Jose Ribeiro, Senior Planner  
Tori Haynes, Planner  
Terry Costello, Deputy Zoning Administrator  
John Risinger, Community Development Assistant  
Sue Mellen, Director of Financial and Management Services  
Sharon Day, Assistant Director of Financial and Management Services  
Jeffrey Wiggins, Budget and Accounting Analyst

**C. MINUTES**

1. February 14, 2019 Meeting Minutes

Mr. Tim O'Connor made a motion to approve the February 14, 2019, meeting minutes.

The motion passed 4-0.

2. February 21, 2019 Meeting Minutes

Mr. O'Connor made a motion to approve the February 21, 2019, meeting minutes.

The motion passed 3-0-1, with Mr. Krapf abstaining as he was not present at the meeting.

3. February 28, 2019 Meeting Minutes

Mr. O'Connor made a motion to approve the February 28, 2019, meeting minutes.

The motion passed 3-0-1, with Mr. Krapf abstaining as he was not present at the meeting.

**D. OLD BUSINESS**

1. ORD-18-0013. Proposed Zoning Ordinance Amendments Regarding Master Plan Consistency Determinations

Mr. Holt presented a spreadsheet comparing the options discussed at previous meetings for amending the Zoning Ordinance regarding master plan consistency determinations.

Mr. Krapf stated that the only difference between the options is the procedure for decreases in number or density of dwelling units.

Ms. Leverenz stated that option 2 is consistent with the directive given by the Board of Supervisors (BOS).

Mr. Haldeman stated that simplifying the process to reduce the number or density of dwelling units is in the County's best interest.

Mr. O'Connor stated that master plans should allow for flexibility because the housing market changes over time.

Mr. Holt stated that under the current Ordinance, a master plan consistency determination cannot allow a greater number of units than the total unit cap approved by the BOS.

Mr. Krapf stated that amending the Ordinance would make the master plan process more complicated for developers.

2. FY 2020-2024 Capital Improvements Program Review

Mr. Jose Ribeiro stated that the Policy Committee could discuss their rankings for the Capital Improvements Program (CIP) applications. He stated that staff would be available to help answer questions they have.



Ms. Tori Haynes answered technical questions from the Commissioners related to using the rankings website.

Mr. O'Connor asked if they could have separate rankings for parts of an application. He stated that, for the Warhill High School Expansion application, he would prioritize the construction of an auxiliary gym to provide an equivalent quality of facilities between the high schools.

Ms. Tammy Rosario stated that the Commissioners could choose to include additional comments in their recommendation.

Ms. Sue Mellen stated that different parts of applications might fall under separate goals of the Comprehensive Plan.

Mr. O'Connor stated that the Chickahominy Riverfront Park Phase III Improvements application had a special consideration because their special use permit requires a stormwater master plan to be created.

Ms. Rosario stated that the Commissioners could discuss the relative rankings of applications using the composite and individual scores for the applications.

Ms. Leverenz stated that she ranked the new elementary school application higher on her list because it would address infrastructure concerns for the future.

Mr. Krapf stated that he ranked the new elementary school application lower on his list because there may be alternatives to consider.

Mr. O'Connor agreed.

Mr. Haldeman stated that he ranked the new elementary school as 10th on his list.

Mr. Krapf stated that he was content with the rankings based on the composite scores.

Ms. Leverenz stated that she agreed with the top 7 applications ranked by the composite scores.

Mr. Krapf stated that he agreed with the Ambler's House application being 8th in the composite rankings.

Mr. Haldeman stated he ranked the Ambler's House application lower due to it being less urgent.

Ms. Leverenz asked why the other Commissioners ranked the Chickahominy Riverfront Park restrooms higher.

Mr. Krapf stated that the restroom facilities had deteriorated. He stated that if

there is additional damage to the structure, the restrooms might not adequately meet the needs of citizens at Chickahominy Riverfront Park.

Mr. Haldeman stated that he ranked the James City County Marina Phase I application ranked highly. He stated that addressing safety concerns with the bulkheads was important. He stated that he ranked the James City County Marina Phase II application lower.

Ms. Leverenz stated that she gave the James City County Marina Phase II application a higher score due to the revenue generating opportunities.

Ms. Rosario asked how the Commissioners would like to decide their final rankings.

Mr. Krapf stated that the Policy Committee could vote on its top 10 priorities and agree to the composite rankings for the last 10 applications.

Ms. Leverenz stated that the new elementary school application should be in the top 10 priorities.

Mr. Haldeman stated that the Warhill High School expansion application should also be in the top 10 priorities.

Mr. Krapf stated that there should be more analysis before committing to funding the new elementary school application.

Ms. Rosario asked if the Policy Committee would like to use Mr. Krapf's suggestion and decide on its top 10 priorities.

Mr. Krapf asked if the Ambler's House Utilities application should be removed from the top 10.

Mr. Haldeman agreed. He asked what application should be ranked 8th.

Ms. Leverenz stated that the Jamestown Beach improvements application could be moved to the 8th position.

Mr. Krapf stated that the Chickahominy Riverfront Park restroom application would be in the 9th position. He asked if the new elementary school application would be number 10.

Mr. Haldeman stated that he would rather have the Warhill High School expansion application as number 10.

Ms. Leverenz agreed.

Mr. O'Connor asked if a memo could be drafted to capture the discussions of how certain applications were ranked.

Ms. Rosario stated that notes could be added to the recommendation memo

that the Planning Commission would forward to the BOS.

Mr. Haldeman stated that land acquisition should be the priority for the Lower County Park and Grove Convenience Center applications. He stated that replacement of the bulkheads should be the priority of the James City County Marina Phase I application.

Mr. Haldeman stated that the top 10 ranked CIP applications were:

1. Stormwater Capital Improvement Program
2. Transportation Match
3. Fire Station No. 6
4. Columbia Drive
5. Lower County Park
6. James City County Marina Phase I
7. Grove Convenience Center
8. Jamestown Beach Event Park Improvements
9. New Restroom and Concession Building at Chickahominy Riverfront Park
10. Warhill High School Expansion

Ms. Leverenz made a motion to approve the top 10 ranked CIP applications.

The motion passed 5-0.

## **E. NEW BUSINESS**

1. Annual Review of the Planning Commission Bylaws

Ms. Rosario stated that, in the past, the Planning Commission had requested to have an annual review of the Bylaws. She stated that, typically, the Policy Committee conducts that review. She asked if there were any comments or questions related to the Bylaws.

Ms. Leverenz stated that the Code of Virginia states that if a Commissioner is absent from three consecutive meetings or is absent from 25% of meetings in the year, the Commissioner could be asked to resign. She asked if the Bylaws should make reference to that section of the Code of Virginia.

Mr. Haldeman stated that the Member Duties section of the Bylaws state that Commissioners should attend regular and special meetings of the Planning Commission. He stated that the Member Duties section allows for attendance concerns to be addressed.

Ms. Leverenz asked if the Bylaws address the limitations Commissioners have on meeting in public.

Mr. Krapf stated that the Code of Virginia might place limits on elected and appointed bodies meeting in public.

Ms. Rosario stated that staff would identify where those limitations are addressed and notify the Commissioners.

Mr. Haldeman asked if there were any further comments.

There were none.

**F. ADJOURNMENT**

Ms. O'Connor made a motion to adjourn. The motion passed 4-0.

Mr. Haldeman adjourned the meeting at approximately 5:40 p.m.

DRAFT

2/6/19

**TO: James City County Planning Commission**

**FROM: Jay H. Everson**  
103 Branscome Blvd.  
Williamsburg, VA 23185  
757-880-1851



**RE: W-JCC CIP FY 2020—Increased Capacity Elementary/High Schools**

**The W-JCC Central Office is proposing \$66,318,743 for classroom expansion at the Elementary and High School levels over the next 5 years. There are two factors that need to be considered: Existing School Capacity & Projected Enrollment**

**I will stipulate that the Existing School Capacity and how it has been computed is accurate and reasonable. So the question is: Is W-JCC's existing capacity sufficient for anticipated future growth in our school age population?**

**Since last year the governing bodies and the School Board have agreed to use the Future Think Low Enrollment Projection. However, even with the Low Enrollment Projections when the future becomes present the number of children showing up for school is less than projected (see Exhibit A). In all cases the number of enrolled children is less than the identified school capacities.**

**First, let's start with the High School Projections & Capacity chart. For the next 6 years the projected high school enrollment is actually declining. Ten years out the projected enrollment is still less than capacity. The High Schools have a student distribution problem not a capacity problem.**

**Now to the Elementary School Projections & Capacity chart. For the first time the enrollment numbers both current and projected include Bright Beginnings. This program currently occupies 30 Elementary School classrooms. It has been proposed that separate facilities for Bright Beginnings could be built on existing elementary school sites. W-JCC Central Office has indicated that said facilities could be built for \$4.5 Million & would house 180 students. Current enrollment in the program is 340+/. But even if we were to do nothing, 10-years hence ES enrollment would exceed capacity by only 37 children.**

**In closing, High School classroom expansion is not justified. The Elementary School situation is quite different. The inclusion of Bright Beginnings enrollment needs to be thoroughly vetted. Classroom configurations are typically different for children between 2-pre-K years old particularly when children with disabilities are factored in. Separate facilities may be appropriate. As an aside, I remain concerned with the Future Think methodology. I would recommend that the JCC Planning Division provide the enrollment projections (Exhibit C).**



# Williamsburg-James City County Public Schools

Over the past ten years, student enrollment in the Williamsburg-James City County Public Schools has increased by 958 students in grades K–12. Total enrollment for the 2018-19 school year is 11,461, a decrease of 16 students (or less than 1%) from the previous school year.

The following table and graphs illustrate the Division’s enrollment history from 2009-10 through 2018-19.

Williamsburg-James City County Public Schools  
Historical Enrollment

Grade	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
K	732	682	797	770	778	751	760	813	770	807
1	734	755	747	796	831	809	810	792	863	791
2	750	774	771	786	828	851	832	808	808	886
3	802	778	793	795	804	839	865	860	828	825
4	801	811	795	816	821	824	871	868	868	840
5	856	821	809	815	841	838	841	887	881	875
<b>K - 5 Total</b>	<b>4,675</b>	<b>4,621</b>	<b>4,712</b>	<b>4,778</b>	<b>4,903</b>	<b>4,912</b>	<b>4,979</b>	<b>5,028</b>	<b>5,018</b>	<b>5,024</b>
6	787	862	845	821	853	852	887	879	857	897
7	783	814	880	826	839	860	859	886	876	872
8	780	778	835	905	854	855	873	863	907	872
<b>6 - 8 Total</b>	<b>2,350</b>	<b>2,454</b>	<b>2,560</b>	<b>2,552</b>	<b>2,546</b>	<b>2,567</b>	<b>2,619</b>	<b>2,628</b>	<b>2,640</b>	<b>2,641</b>
9	940	889	850	923	1,021	980	953	1,008	931	989
10	940	904	871	851	908	986	976	965	1,035	948
11	848	853	833	828	806	875	939	918	959	958
12	750	828	845	816	814	796	837	884	894	901
<b>9 - 12 Total</b>	<b>3,478</b>	<b>3,474</b>	<b>3,399</b>	<b>3,418</b>	<b>3,549</b>	<b>3,637</b>	<b>3,705</b>	<b>3,775</b>	<b>3,819</b>	<b>3,796</b>
<b>K - 12 Total</b>	<b>10,503</b>	<b>10,549</b>	<b>10,671</b>	<b>10,748</b>	<b>10,998</b>	<b>11,116</b>	<b>11,303</b>	<b>11,431</b>	<b>11,477</b>	<b>11,461</b>

Source: Williamsburg-James City County Public Schools, 9/30/18 Count



## Williamsburg-James City County Public Schools

The following table illustrates the Division's enrollment history by school from 2009-10 through 2018-19. During that time, three new schools opened.

**Williamsburg-James City County Public Schools  
Historical Enrollment by School**

School	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Baker Elementary	551	480	509	500	500	524	536	528	513	515
Laurel Lane Elementary	510	467	461	447	432	429	482	487	486	465
Montague Elementary	581	453	431	423	443	445	438	461	482	503
Norge Elementary	592	517	535	561	572	578	610	591	583	583
Whaley Elementary	456	427	471	472	532	521	512	489	480	541
James River Elementary	466	466	493	550	512	503	492	502	498	448
Stonehouse Elementary	831	676	647	665	720	719	714	727	723	745
Matoaka Elementary	688	715	732	711	745	723	721	730	754	745
Blayton Elementary		420	433	449	447	470	474	513	499	479
Berkeley Middle	848	886	936	942	902	908	880	860	881	596
Toano Middle	859	678	705	693	733	756	803	826	816	701
Hornsby Middle		890	919	917	911	903	936	942	943	794
James Blair Middle	643									550
Lafayette High	1,114	1,108	1,077	1,098	1,158	1,160	1,209	1,152	1,130	1,112
Jamestown High	1,232	1,217	1,186	1,211	1,263	1,313	1,308	1,328	1,317	1,296
Warhill High	1,132	1,149	1,136	1,109	1,128	1,164	1,188	1,295	1,372	1,388
<b>Total</b>	<b>10,503</b>	<b>10,549</b>	<b>10,671</b>	<b>10,748</b>	<b>10,998</b>	<b>11,116</b>	<b>11,303</b>	<b>11,431</b>	<b>11,477</b>	<b>11,461</b>

Source: Williamsburg-James City County Public Schools, 9/30/18 Count

COMPARISON BETWEEN OCTOBER 2010, NOVEMBER 2013 AND NOVEMBER 2016 LOW PROJECTIONS WITH 2018 ACTUAL ENROLLMENT

	FUTURETHINK OCTOBER 2010	FUTURETHINK NOVEMBER 2013	FUTURETHINK NOVEMBER 2016	FUTURETHINK NOVEMBER 2018	CAPACITY				
SCHOOLS	2017-18 LOW PROJECTION	2017-18 LOW PROJECTION	2017-18 LOW PROJECTION	2018-19 ACTUAL ENROLLMENT	FY19-20 SUPERINTENDENTS PROPOSED CIP BUDGET				
<b>ELEMENTARY SCHOOLS</b>									
CLARA BYRD BAKER	539	535	522	515	550				
LAUREL LANE/RAWLS BYRD	526	506	484	465	500				
MONTAGUE	508	516	457	503	590				
NORGE	582	659	586	583	695				
WHALEY	480	584	485	541	490				
JAMES RIVER	521	605	497	448	580				
STONEHOUSE	754	673	721	745	765				
MATOAKA	797	730	723	745	760				
BLAYTON	471	508	509	479	540				
TOTAL ELEMENTARY	5,178	5,316	4,984	5,024	5,470				
<b>MIDDLE SCHOOLS</b>									
BERKELEY	983	990	896	596	779	50 REDUCTION TO CAF EXPANSION			
TOANO	750	784	860	701	790				
HORNSBY	987	950	981	794	952				
BLAIR				550	608				
TOTAL MIDDLE	2,720	2,724	2,737	2,641	3,129		2,521		
<b>HIGH SCHOOLS</b>									
JAMESTOWN	1,349	1,294	1,329	1,296	1,208				
LAFAYETTE	1,233	1,191	1,154	1,112	1,314				
WARHILL	1,273	1,199	1,297	1,388	1,441				
TOTAL HIGH SCHOOLS	3,855	3,684	3,780	3,796	3,963				
TOTAL WJCC SCHOOLS	11,753	11,724	11,501	11,461	12,562				



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# Proposed Projects FY 2020-24

Fiscal Year	Total Proposed CIP Projects
FY 2020	7,456,718
FY 2021	54,145,968
FY 2022	18,198,383
FY 2023	7,664,419
FY 2024	7,042,773
<b>Total</b>	<b>\$94,508,261</b>

# Facilities – New Construction

**\$66,318,743 or 70% of Total Five-Year CIP**

Facilities
New Elementary School
High School Capacity Expansions/Renovations

# Projected Enrollment vs. Capacity: High Schools\*

	Capacity Effective Sept. 2013	90% Capacity	85% Capacity	Enrollment 9/30/2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
High Schools														
Lafayette	1,314	1,183	1,117	1,112	1,096	1,081	1,096	1,101	1,105	1,105	1,125	1,120	1,133	1,149
Jamestown	1,208	1,087	1,027	1,296	1,278	1,261	1,280	1,284	1,288	1,288	1,312	1,306	1,321	1,339
Warhill	1,441	1,297	1,225	1,388	1,368	1,350	1,369	1,374	1,379	1,379	1,405	1,399	1,415	1,434
High School Total	3,963	3,567	3,369	3,796	3,742	3,692	3,745	3,759	3,772	3,772	3,842	3,825	3,869	3,922
Available Capacity				167	221	271	218	204	191	191	121	138	94	41
Capacity Percentage				96%	94%	93%	94%	95%	95%	95%	97%	97%	98%	99%

 at or above 100% capacity

 at or above 90% capacity

 at or above 85% capacity

\* FutureThink "Low" Projection

# Modifications to FY2020

- **New Elementary School** –
  - Total enrollment of the elementary schools, including the Pre-K > 98%
  - By FY2028 - Enrollment projected >100%
  - Previously presented as needing completion in FY27-28 at a higher cost.
- **Proposed:** Based on the enrollment trends and forecast for continued growth this project is necessary to alleviate overcrowding.
- **Impact:** The estimated cost for the construction of the new school is \$38,533,221

# Projected Enrollment vs. Capacity: Elementary

	Capacity Effective Sept. 2013	90% Capacity	85% Capacity	Enrollment 9/30/2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
Elementary	550	495	468	585	589	590	592	586	588	586	585	587	592	598
Clara Byrd Baker														
Laurel Lane	500	450	425	545	547	550	552	545	547	544	545	548	554	559
DJ Montague	590	531	502	503	507	508	510	504	506	504	503	505	510	516
Norge	695	626	591	699	702	705	707	700	703	700	698	701	710	716
Matthew Whaley	490 *	441	417	541	544	547	548	541	543	541	540	543	551	557
James River	580	522	493	448	450	452	454	448	450	449	449	450	456	461
Stonehouse	765	689	650	745	749	753	754	745	749	746	746	750	757	765
Matoaka	760	684	646	745	749	753	754	745	749	746	746	750	757	765
Blayton	540	486	459	557	560	563	563	556	559	558	558	560	564	570
Elementary Total	5,470	4,923	4,650	5,368	5,397	5,421	5,434	5,370	5,394	5,374	5,370	5,394	5,451	5,507
Available Capacity				102	73	49	36	100	76	96	100	76	19	(37)
Capacity Percentage				98.1%	98.7%	99.1%	99.3%	98.2%	98.6%	98.2%	98.2%	98.6%	99.7%	100.7%

at or above 100% capacity  
 at or above 90% capacity  
 at or above 85% capacity

**FutureThink "Low" Projection**  
**Includes Pre-K**  
**\*Does not include Matthew Whaley trailer (50 students)**

## Williamsburg-James City County Public Schools

