

A G E N D A

JAMES CITY COUNTY BOARD OF SUPERVISORS

WORK SESSION

County Government Center Board Room

January 28, 2002

4:00 P.M.

A. CALL TO ORDER

B. ROLL CALL

C. BOARD DISCUSSIONS

1. FY 2003 – 2008 Six-Year Secondary Road Plan
2. James City County Stormwater Funding and Project Program

D. CLOSED SESSION

1. Consideration of A Personnel Matter Involving the Six-Month Performance Evaluation of the County Administrator, Pursuant to Section 2.2-3711(A)(1) of the Code of Virginia

E. ADJOURNMENT

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M E M O R A N D U M

DATE: January 28, 2003

TO: The Board of Supervisors

FROM: John T. P. Horne, Development Manager

SUBJECT: FY 2003-2008 Six-Year Secondary Road Plan

Overview:

At the work session on January 28, the staff and Virginia Department of Transportation (VDOT) staff will describe the current status of the Six-Year Secondary Road Improvement Plan. In past years, this item has been brought before the Board as a regular agenda item without a work session prior to that meeting. Also, in previous years, the staff has presented a detailed memorandum describing a ranking process and a number of other factors leading to the ranking of a variety of transportation projects. This year the major factor driving the discussion of the status of the plan is the very significant reduction in secondary allocations from the Commonwealth and the continued rise in construction cost estimates. Attached is a list of all the projects that was endorsed by the Board of Supervisors in the previous plan and staff will discuss the status of each of these projects below. In general, most major projects in the Plan will experience considerable delays. VDOT staff is proposing some very important changes in the scope of work on a number of projects, which will minimize these delays and preserve almost all the benefits desired by the County for the road improvements. Those changes in scope will be noted on the individual projects.

Project Status:

1. Ironbound Road - Longhill Connector Road to Strawberry Plains Road

This section of roadway is planned to be widened from two to four lanes from the entrance of Eastern State Hospital to Strawberry Plains Road. The design of the project is quite complex, and will incorporate many additional features including on and off road bike lanes, sidewalks, median, and landscaping. The design of the roadway is being coordinated with the New Town project and with the Ironbound Square Redevelopment Plan. The project cost is currently estimated at approximately \$9.3 million dollars making it the most expensive secondary road project ever undertaken in the County. Both VDOT and County staff hope that after further design clarification, the cost estimates may be decreased. Last year construction was scheduled to begin in July 2004, but now is estimated to begin in July 2008.

2. Longhill Connector Road

Previously, VDOT staff had indicated that it would be required that the Longhill Connector Road also be widened to four lanes as part of the overall Ironbound Road corridor. The County's original intent was to limit the widening project to the abovementioned Ironbound Road project. It has now been determined that it will not be required by VDOT that the Longhill Connector Road be widened. This section of roadway operates effectively as a limited-access roadway and no additional roadway or private connections are anticipated along the road. With this limited access provision, the two-lane roadway has the capability of handling a much larger traffic volume than a roadway with multiple entrances. Staff's recommendation is that this road segment be dropped from the Six-Year Plan and limited resources be concentrated on the section of Ironbound Road described above.

3. Croaker Road - Route 607

The purpose of this improvement to this two-lane roadway has been to improve safe access to Woodland Farms, Sycamore Landing, Ivey Dell, Ware Creek Manor, and the York River State Park boat ramp. Citizens have expressed concern about the safety of the roadway, particularly during the season where boats are being towed by vehicles to access the boat ramp. This roadway is outside the Primary Service Area (PSA). The Resident Engineer has proposed an improvement method that would provide a substantial improvement to this roadway, with somewhat wider useful lanes and shoulders. This would not require a complete reconstruction of the roadway, which was previously proposed by VDOT staff. The cost of this improvement would be approximately 50 percent of the previously planned improvement. With this in the scope of work, construction is projected to begin in 2009. If the previous construction scope was attempted, construction would not be anticipated for several years beyond the length of this Six-Year Plan. Staff supports the minimum necessary improvements to provide a safe travel way without increasing capacity of the roadway since this roadway is outside the PSA.

4. Ironbound Road - Between Sandy Bay Road and Jamestown Road

This section of roadway is in very poor condition and has very poor geometrics and a severe crown. Once again, VDOT staff has recommended a type of construction that would use the existing alignment and minimum design standards along with spot improvements to significantly improve the travel conditions along this roadway, without complete reconstruction of the road. Once again, the cost of the project would be significantly less than what was previously planned. In fact, for this roadway, the Board of Supervisors had previously allocated \$500,000 of Revenue Sharing funds to this project. The Resident Engineer anticipates the construction of this project could be accelerated dramatically under the new scope of work and could begin in 2005.

5. & 6. Barnes Road and Mount Laurel Road

These road improvements, while not very expensive compared to complete reconstruction, have no significant funding allocated to them within this Six-Year Plan due to necessary funding on higher priority projects. A very small amount of funding to produce scoping drawings to identify the nature of the work to be accomplished is included in the plan.

7. Olde Towne Road - Route 658

This improvement which would attempt to realign a poor curve and failing road pavement has been included in the Six-Year Plan for only two years. At no time has it received any funding and due to the lack of any immediate prospect for funding, it has been removed from the Six-Year Plan at this time.

8. Racefield Drive - Route 622

This unpaved road has languished on the Six-Year Plan for many years and has only accumulated funds at a very slow rate from designated unpaved road funds which are required by State standards to be allocated to this type of roadway. The Resident Engineer has suggested using Rural Rustic Design Standards, which essentially allow the roadway to be paved in place with very minor reconstruction and no expansion of right-of-way. This program has not been proposed for utilization in James City County before. Staff recommends that the program be applied to this project in that it is the only likely method to have the roadway paved in the foreseeable future. In fact, under these standards, VDOT anticipates paving of this roadway to be accomplished in the summer of 2003. The Board of Supervisors will have to pass a specific resolution requesting the use of Rural Rustic Design Standards.

Staff recommends endorsement of this concept and the appropriate resolutions will be brought before the Board at a later date.

9. Monticello Avenue

The 2003-04 fiscal year will be the final year in which secondary road allocations will be used to finance this project. These are included in the Six-Year Plan for that reason alone and after 2003-04 they will no longer appear in the Six-Year Plan.

10. Bikeways

A number of bikeway projects are proposed in the County as part of the Regional Bikeway Plan. In previous years, these bikeways projects have been included within the Six-Year Plan in order to have an account in which Federal and State funds could be accounted for. In the last year, there have been significant discussions between County and VDOT staff as to the appropriate method to account for the complex funding that is applied to these types of projects. It is currently not anticipated that they will be included within the Six-Year Secondary Plan. This may change and, if necessary, the staff will include the appropriate project designations in order to maintain progress on these bikeway projects. Even if they are not shown on the Six-Year Plan, staff anticipates steady progress on construction of bikeways along Longhill Road, Ironbound Road, and other major roadways in James City County.

The purpose of the work session is to discuss the concept and priorities of these projects. No action is being requested by the Board of Supervisors. Once direction is provided at the work session, staff will schedule a public hearing for the Six-Year Plan to be adopted at the February 25 Board of Supervisors meeting. Mr. Hicks, VDOT Resident Engineer, and County staff will be available on January 28 to discuss the Six-Year Plan with the Board of Supervisors and answer any questions.

John T. P. Horne

JTPH/gs
6yrRoadplan.mem

Attachment

ROADS RECOMMENDED FOR INCLUSION IN THE FY 2002 - 2007 SIX-YEAR SECONDARY ROAD PLAN

Priority	Road Project	Segment
<i>Four-Lane Projects</i>		
1.	Ironbound Road	Tewning Road to Strawberry Plains Road
2.	Longhill Road/Longhill Connector Road	Route 199 to Ironbound Road
<i>Two-Lane Projects</i>		
3.	Croaker Road	Woodland Farms Drive to Croaker Landing Road
4.	Ironbound Road	Sandy Bay Road to Jamestown Road
5.	Barnes Road	0.5 mi east of Route 60 to 0.85 mi east of Route 60
6.	Mount Laurel Road	Ware Creek Road to 0.3 mi west of Ware Creek Rd
7.	Olde Towne Road	Virginia Power easement to Route 199
<i>Bikeways</i>		
8.	Centerville Road bikeway	Jolly Pond Road (south) to Longhill Road
9.	Longhill Road bikeway	Olde Towne Road to Longhill Connector Road
10.	Ironbound Road bikeway	Strawberry Plains Road to Eastern State
<i>Other</i>		
11.	Monticello Avenue	
*	Racefield Drive	Preakness Lane to 0.9 km west of Preakness Lane

* Racefield Drive will be included in the Six-Year Plan, but will not receive a priority listing due to its designation and placement on the VDOT Unpaved Roads Program.

M E M O R A N D U M

DATE: January 28, 2003

TO: The Board of Supervisors

FROM: John T. P. Horne, Development Manger

SUBJECT: James City County Stormwater Funding and Operating Program

On November 26, 2002, the Board held a work session at which staff and the consultants from AMEC presented the results of the Phase II evaluation of funding alternatives for stormwater in James City County. Attached is the cover memorandum and the presentation that was made to the Board of Supervisors at that meeting. After discussing this matter, the Board of Supervisors instructed staff to schedule and conduct an additional public outreach meeting at which further public comment would be invited on this matter. Staff worked with Neighborhood Connections and sent written invitations to homeowner association representatives in over 100 neighborhoods and to over 20 local businesses. On December 6, staff held an additional meeting and attached is a sign-up sheet from that meeting at which 15 individuals representing 12 neighborhoods attended. At the meeting, the same presentation was made and staff and the citizens discussed the matter for over an hour. Mr. McGlennon attended on behalf of the Board of Supervisors.

There were a number of questions and issues raised by the persons in attendance and staff will attempt to summarize those comments. In general, all citizens in attendance said they understood the nature of the problem with stormwater and the need to undertake an effective stormwater management program in the County. There also appeared to be no misunderstanding as to the current funding method, which is provided by the General Fund and paid by taxes. As to the specific recommendation to utilize a stormwater utility for the majority of stormwater funding, most questions related to the details of how a particular stormwater utility would be set up in James City County. Staff explained that there are a number of options for these details and if the concept was endorsed by the Board of Supervisors, there would be a 9-12 month process to design the utility structure. Areas of particular interest centered on how credits could be afforded to neighborhoods or businesses that were already engaged in activities that would otherwise be done by the stormwater utility. Most of the neighborhood representatives were clearly interested in some program whereby the County would undertake maintenance of stormwater facilities that were currently privately maintained. Also presented at the meeting was the attached sheet that shows the fees that are currently being levied in nearby Tidewater jurisdictions and there was considerable interest in the possible James City County fee. In general, there appeared to be considerable interest in the flexibility of a system to treat neighborhoods or businesses differently depending on the level of effort being put forward to maintain adequate stormwater management facilities. One representative mentioned that it was very difficult for homeowner associations to get insurance for privately owned stormwater management structures and they were interested in whether this issue could be overcome by County maintenance and control of their stormwater facility. Attendees at the meeting were informed of the upcoming Board of Supervisors work session and invited to attend.

The Board of Supervisors was previously provided a copy of the complete Phase II report that addresses the existing stormwater program, problems needs and issues, a planned program example, funding feasibility, and conclusions and recommendations. Attached is a copy of the planned program that was illustrated in the Phase II report, with amended fiscal years. Staff would emphasize that this program was not specifically endorsed by the committee, but was used as an illustration of the types of activities that would typically be undertaken by a successful stormwater management program. To adequately protect water resources in James City County, staff believes that funding levels will ultimately need to be at about these levels. Actual activities and funding levels in any given year will almost assuredly vary from the particular details in this

table. **The conclusion of the committee and staff is, however, that in order to conduct a successful stormwater management program at approximately the illustrated level, the most effective and equitable method of funding the program is through the use of a stormwater utility as the primary funding method.** Staff would be happy to discuss the program in more detail with the Board of Supervisors and the assumptions behind the table used in the Phase II report.

The pace of development in the County remains very high, with over 800 dwelling units permitted in 2002. Commercial development is also expected to remain high. Watershed management studies have documented decreasing water quality in the County's streams and rivers. Effective action is necessary and significant funds will be required unless we are to accept worsening environmental conditions.

In order to effectively plan for FY 04 budget year and beyond, it is important for the staff to receive direction from the Board of Supervisors as to whether they wish to complete the process to design a stormwater utility for James City County and bring a proposed utility structure to the Board of Supervisors for approval. In order to develop the program, significant expenditure of funds on the order of \$300,000 - \$400,000 will most likely be necessary in FY 04. Staff continues to recommend that the funding structure described in the Phase II report be endorsed by the Board of Supervisors and that staff be authorized to proceed with a program to design and establish a stormwater utility in James City County.

John T.P. Horne

JTPH/gs
grndwater.mem

Attachments

SIGN IN SHEET

12/6/03

Hampton Jesse
 Sarah F. Kader
 Mike Whitehead
 Will Barnes
 RAJ Basley
 Dave King
 Doug Beitch
 DREW MULLHORN
 Stephen Deer
 DEBORAH LENCESKI
 CHRIS SCHREINER
 Murray Pearson
 Phil Smead
 Justin Phillips
 LAWRENCE L. BEMER

15

Powhatan Crossing
 Powhatan Crossing
 Winston Terrace
 Lake Toano Estates
 Chick Haven
 Governor's Land
 Williamsburg Env. Group / Chisel Row
 Fox's Colony
 Jamestown 1607 Townhomes
 ROLLING WOODS
 BERKLEY GREEN
 Powhatan Secondary
 "
 " "
 Saddle Hill
 Powhatan Secondary

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M E M O R A N D U M

DATE: November 26, 2002

TO: The Board of Supervisors

FROM: John T. P. Horne, Development Manager

SUBJECT: James City County Stormwater Funding and Operating Program - Phase II Action Plan Report

The Board has received a copy of the Action Plan Report developed by AMEC Earth and Environmental, Inc., with the assistance of the Stormwater Advisory Committee appointed by the Board. The Committee met several times with staff and the consultant and has reviewed and commented on this report. Members of the Committee will be in attendance at the Board Work Session and the Committee has endorsed the recommendations in the report.

The purpose of the Work Session is to receive Board direction on the next steps related to financing for stormwater costs. The report recommends a blended financing program, with a significant portion of future financing to be derived from stormwater service fees levied by a stormwater utility. If the Board endorses the recommendation to establish a stormwater utility, an additional 9-12 month process will be needed to establish that utility. Consulting services will be required and staff anticipates continued use of a citizen advisory committee to help formulate recommendations to the Board. By Fiscal Year 2005, stormwater service fees could assume some stormwater management costs. Some additional funding from the General Fund would be necessary to continue stormwater management functions in Fiscal Year 2004.

John T. P. Horne

JTPH/gs
strmwtrfundII.mem

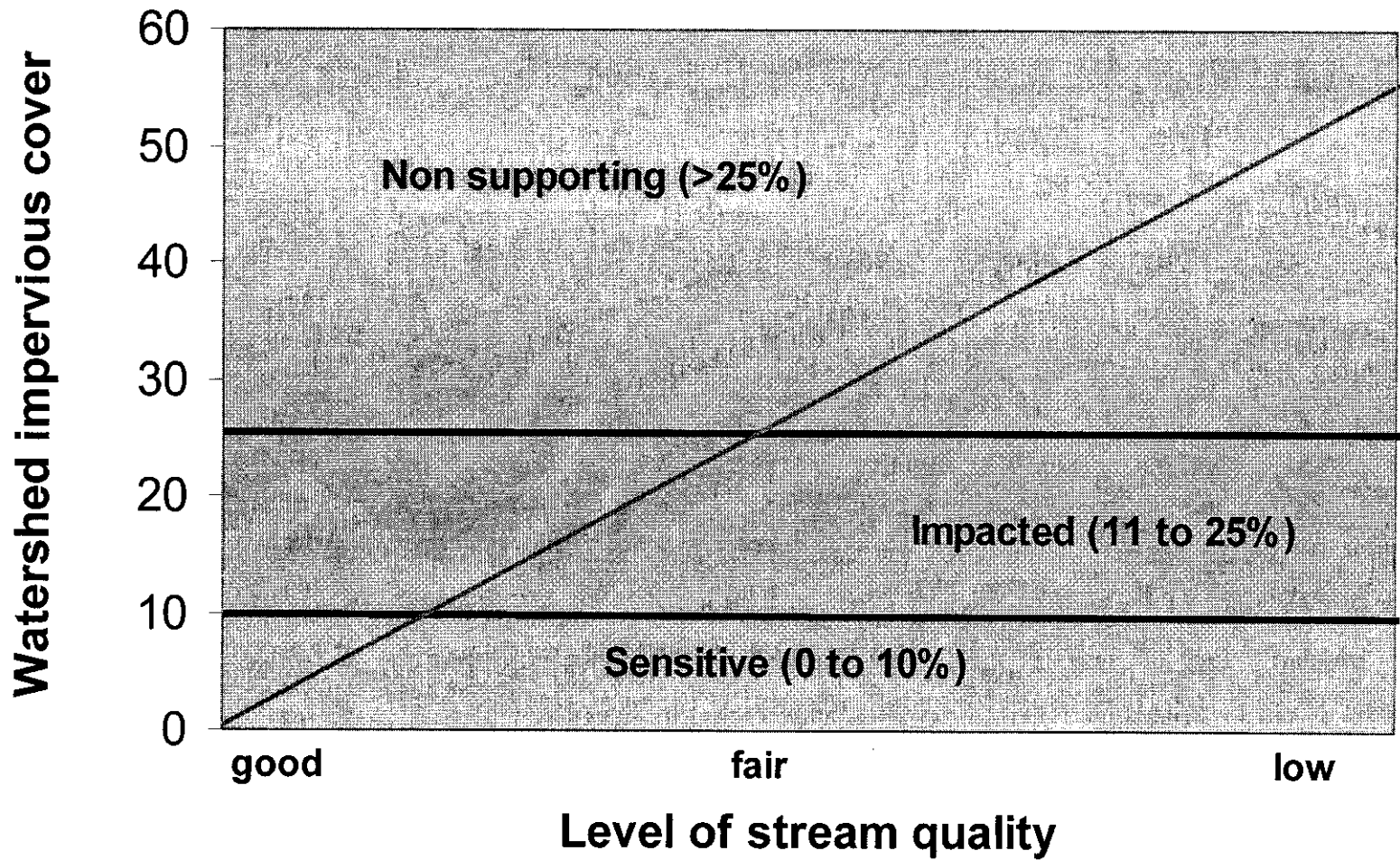
James City County

Stormwater Utility Feasibility Study Phase II Report

IMPLEMENTATION AND PHASING OF RECOMMENDATIONS

PHASE 1	
IMPLEMENT IMPROVED BMP DESIGN REQUIREMENTS	DONE
IMPLEMENT BMP CONSTRUCTION SPECIFICATIONS	DONE
IMPLEMENT CHANNEL PROTECTION CRITERIA	DONE
IMPLEMENT WATER QUALITY CRITERIA	DONE
PHASE 2	
HIRE A STORMWATER ENGINEER	DONE
CONDUCT WATERSHED STUDIES - POWHATAN CREEK	DONE
INSPECT BMP'S DURING CONSTRUCTION	DONE
CONDUCT POST CONSTRUCTION INSPECTIONS	DONE
PHASE 3	
CONDUCT WATERSHED STUDIES - YARMOUTH CREEK	WIP
IMPLEMENT SUBWATERSHED STUDIES RECOMMENDATIONS	WIP
STUDY USE OF A STORMWATER UTILITY	WIP
PERFORM NON-ROUTINE BMP MAINTENANCE AS NEEDED	DONE

The Impervious Cover Model



Impacts of Impervious Cover

- Sensitive stream; impervious cover 0 – 10%
 - stable channels
 - stable stream banks
 - good in-stream habitat
 - good water quality
 - diverse fish and insect communities
-

Impacts of Impervious Cover (continued)

- Impacted streams; impervious cover 11 – 25%
 - clear signs of degradation
 - channel erosion
 - channel widening
 - unstable stream banks
 - degraded in-stream habitat
 - only fair water quality
 - some fish and insects disappear
-

Impacts of Impervious Cover (continued)

- Non-supporting stream; impervious cover > 25%
 - just a drainage ditch
 - unstable channels
 - unstable banks
 - poor water quality
 - little/ no habitat remains
-

Stormwater Operations and Funding Study

Phase II

Program Enhancements

ENGINEERING & PLANNING

- 1. Continue Watershed Planning Studies
- 2. Perform Stormwater Retrofits
- 3. Add Stormwater Management Staff
- 4. Improved Technical Tools

OPERATION & MAINTENANCE

- 5. Monitor Program Compliance
- 6. Maintain Database
- 7. Increase Public Outreach/Education
- 8. BMP Maintenance Program (Routine)
- 8a. BMP Maintenance Program (Non-Routine)

CAPITAL EXPENDITURES

- 9. Restore Impaired Stream Segments
- 10. Construct Regional SW Facilities
- 11. Install Watershed-Related Signs
- 12. Purchase/Preserve Land

FINANCE & ADMINISTRATION

- 13. Develop SW Funding Structure
- 14. Costs for SW Program Management

REGULATION & ENFORCEMENT

- 15. Implement New Planning Policies and Regulations
- 16. Comply with NPDES Phase II

Preliminary Recommendations

- Primary Funding – SW utility user fee
 - + Dedicated funding source
 - + Equitable distribution of costs
 - + Flexibility to allocate tiered costs
 - + Easy to incorporate secondary funding \$\$
 - + Relieves burden on general fund
-

Citizen's Advisory Committee

- Identified needs and priorities
 - Identified objectives for County services
 - Evaluated funding strategies
 - Developed recommendation in support of user fees for stormwater initiatives
-

Stormwater Program Objectives

- Sustain quality of life
 - Comply with Federal regulations for water quality protection
 - Ensure long-term system performance
 - Address initiatives defined by watershed studies
 - Invest in system enhancement on a regional approach
-

Funding Recommendation

- **Blended Revenues** - Primary Funding is SW user fee
 - + Dedicated funding source to address objectives
 - + Provide credits to support private investment in the system
 - + Equitable distribution of costs
 - + Flexibility to address both urban and rural services
 - + Incorporate secondary funding
 - + Relieve burden on general fund
 - + Average residential rate: \$2.50 to \$4.00 a month
-

Phase III

- Establish policies and develop rate structure for fees
 - Tasks:
 - Final Program of Services
 - Cost of Service Analysis
 - Rate Analysis
 - Creation of Billing Account File
 - Educate the Public
 - Adoption of Rate Ordinance
-

Stormwater Management Fees per City

City	Norfolk	Virginia Beach	Chesapeake	Portsmouth	Hampton	Newport News
Equivalent Residential Rate (ERU)	None	2,269 ft ²	2,112 ft ²	1,877 ft ²	2,429 ft ²	1,777 ft ²
Single-family Residential Rate	\$0.18/day \$65.70/year	\$0.141/day \$51.45/year	\$30.60/year	\$10.50/quarter \$42.00/year	\$42/year	\$37.20/year
Multi-family Rate	\$0.00124/ 2000 ft ² /day	Area/ERU x \$0.141/day	\$30.60/year	\$10.50/quarter \$42.00/year	\$42/year	\$1.30/month/ unit
Non-residential Rate	\$0.00124/ 2000 ft ² /day	Commercial Area/ERU x \$0.141/day	Commercial Area/ERU x \$30.60/year	Commercial Area/ERU x \$10.50/quarter	Commercial Area/ERU x \$42/year	Commercial Area/ERU x \$37.20/year
Reductions/ Credits	None	Reduction based on BMP and where discharged	Earned by utilizing BMPs	Earned by utilizing BMPs (commercial only)	Earned by utilizing BMPs (commercial only)	Earned by utilizing BMPs and right of way (commercial only)*
Billing	With water utility bill	Separate bill twice per year	Separate bill twice per year	In property tax	In property tax	In property tax
Vacant Lots	Billable if impervious area	Billable if impervious area	Billable if impervious area	None	>12,000 ft ² billed ½ ERU or \$21/year	Based on impervious area
Annual Revenue (Million Dollars)	3.7 (2002)	8.4 (2002)	2.9 (2002)	2.5 (2002)	3.6 (2002)	5.2 (2002)

* Utilizing a household cleaner disposal program offers a residential reduction.

LINE ITEM DESCRIPTION: PLANNED PROGRAM LAYOUT TABLE

Item #	Description of Cost Center
1	Watershed Planning of the major watersheds is on going and will continue with a minimum of one study area to be completed each year.
2	The watershed planning studies are identifying necessary stormwater retrofits in each area. In Year 1 it is expected that in-house design will take place, allowing retrofit work to begin in Year 2. This program element is expected to grow by 25% a year, as additional retrofit needs are identified in watersheds other than Powhatan Creek.
3	To support the increases in engineering requirements with an expanded program, additional resources will be provided to the Environmental Division by the addition of one stormwater engineer in Year 2.
4	To keep up with changes in technology (GIS, mapping, and updated design standards) the proposed level of funding recognizes a need to provide minor updates annually.
5	This item includes costs identified in the Powhatan Creek study for contracts with the College of William & Mary for monitoring activities.
6	Database maintenance includes annual inventory and software updates and an additional \$10,000 expenditure in Year 5 for updating impervious cover computations.
7	Public Education and outreach is a key focus of the expanded Stormwater Program. A Public Education program will be developed and implemented to ensure that the community has a broad understanding of the needs being addressed by the Stormwater Program. The costs include funding a public education coordinator (0.5 FTE) in Year 2 and expenses.
8	Additional resources will likely be required as the County further defines their long-term maintenance policies and level of service strategies. This line item addresses annual Best Management Practice (BMP) inspections and routine maintenance of county-owned BMPs. The costs include one additional inspector in Year 2, as well as routine maintenance costs.
8a	Additional resources will likely be required as the County further defines their long-term maintenance policies and level of service strategies. This line item addresses non-routine maintenance of county-owned and privately-owned BMPs.
9	This item includes the costs identified in the Powhatan Creek study for stream restoration projects. Planning for this work will be done in Year 1 with construction activities to begin in Year 2. This program element is expected to grow by 25% a year, as additional impaired stream segments are identified in watersheds other than Powhatan Creek.
10	This item includes costs for construction of regional stormwater control facilities identified in watershed management plans.
11	This item includes costs identified in the Powhatan Creek study for producing and erecting watershed-related signs.
12	Purchasing or otherwise preserving environmentally sensitive lands is a high priority for the County. No specific properties have been identified at this time. These efforts will be coordinated with the Greenspace program.

Item #	Description of Cost Center
13	Development of a dedicated funding mechanism is a priority for meeting the goals of an expanded stormwater program. The cost reflected is based on the implementation of a stormwater utility. If another funding mechanism is chosen as the primary resource, this cost may be increased, reduced, or even eliminated.
14	This line item addresses other administrative costs (billing, accounting, etc.) which will be incurred by the stormwater program. These costs will be influenced by the funding mechanism chosen by the County to support the expanded program. This estimate is based on the implementation of a stormwater utility and includes a new stormwater coordinator, two new billing clerks, plus administrative costs.
15	This item includes costs identified in the Powhatan Creek study for implementing new stormwater policies and any regulatory changes approved by the Board.
16	These funds address potential costs associated with NPDES Phase II compliance. Year 1 includes the permit application costs and the following years represent compliance and reporting costs.
Note 1	The costs for the Environmental Division under Existing Program Elements include personnel costs (\$458,635), operating costs (\$18,695) and capital costs (\$23,000) for all stormwater management aspects of the division (i.e. erosion and sediment control, plan review, inspections, etc.)
Note 2	The costs included in this table do not include costs for new space and equipment that may be required for the addition of new employees.