A G E N D A

JAMES CITY COUNTY BOARD OF SUPERVISORS

WORK SESSION

May 23, 2006

4:00 P.M.

A. CALL TO ORDER

B. ROLL CALL

C. BOARD DISCUSSION

1. Residential Development in the Rural Lands - Update and Next Steps (Joint Work Session with the Planning Commission)
2. Youth Services - Strategic Plan for Children and Youth Services Progress Report

D. ADJOURNMENT

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WORK SESSION

M E M O R A N D U M

DATE: May 23, 2006

TO: The Board of Supervisors

FROM: Tamara A. M. Rosario, Senior Planner II

SUBJECT: Residential Development in the Rural Lands – Update and Next Steps

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Please find attached the entire set of materials for the joint Board of Supervisors and Planning Commission Work Session on residential development in the Rural Lands. Staff sent the following materials summarizing the committee's work in an earlier packet to allow sufficient time for reading and consideration:

- ***Steering Committee Recommendations and Discussions Matrix*** – This document details the range of ideas that the Rural Lands Steering Committee discussed throughout its meetings. Part I contains the background, concepts, and details of the Committee's recommendations; Part II reflects the discussions, citizen input, and technical data behind all of the options the Committee explored.
- ***Technical Memorandum – Summary of Potential Impacts of Recommendations*** – This document provides a framework of the potential impacts resulting from the implementation of the recommendations. It also outlines additional considerations given the consultants' experiences and observations in similar localities.

They are included again in this packet for the Board's convenience. New in this package are the following supplemental items:

- ***Draft Design Guidelines*** – This document illustrates some of the design objectives for cluster development. Conceptually approved by the Committee, these guidelines are intended to be refined as the ordinances are further developed.
- ***Summary Concepts*** – The Summary Concepts is a compilation and restatement by the consultants of the critical concepts of the Committee's recommendations. It is intended to serve as a tool for discussion on what might be the building blocks of any new policies or ordinances.
- ***Agenda*** – Given the time constraints and objectives of the Work Session, staff has included a suggested agenda. This is explained in more detail below.

Work Session Objectives and Agenda

The main goal of the joint Work Session is to obtain sufficient feedback on the study's findings so that policies and ordinances can be written which implement the Comprehensive Plan, build on the Committee's work, and reflect the Board's desires. Staff anticipates that the Work Session will accomplish the following within the suggested agenda:

I. Presentation - Staff and the Consultants:

Staff and the consultants will conduct a brief presentation covering the background of the study, the Committee's process, its findings, and the potential impacts.

II. Discussion – Board of Supervisors and Planning Commission:

The Board and Commission will discuss the following topics:

a. *Agreement on Concepts and Principles*

Using the Summary Concepts attachment as a backdrop, the Board and Commission will endorse those ideas which are to serve as foundation of new policies and ordinances.

b. *Discussion of major elements*

Assuming the Board and Commission endorse action, certain details have the potential to fundamentally alter the ordinances and residential development climate. It will be important, then, for staff to know the working parameters and any special considerations as staff enters the next stage of ordinance development.

i. Exclusions or exemptions
ii. Density – clusters, conventional, very low-density development eligible for incentives
iii Minimum lot sizes
vi. Possibility of the extension of water and sewer beyond the Primary Service Area

There are also a number of items that should be considered as possible incentives such as individual wells, private roads, and off-site drainfields that, while they may have a significant impact, are so detailed in nature that they are not conducive to discuss at this level at this time.

III. Direction – Board of Supervisors:

The Board will give direction to staff and the subcommittee regarding the major elements discussed above and for the next phase of the study. The Board will also discuss the process by which a joint subcommittee will work with staff and consultants to create ordinances reflecting the work of the Committee and the direction from the Work Session. The subcommittee should complete its work by the end of the summer and bring forth the constructed policies and ordinances for additional consideration in the early fall.

Tammy Mayer Rosario

CONCUR:

O. Marvin Sowers, Jr.

TAMR/gs
resid.ruralsteps.mem

Attachments:
1. Rural Lands Steering Committee Membership
2. Steering Committee Recommendations and Discussions Matrix
3. Technical Memorandum - Summary of Potential Impacts of Recommendations
4. Draft Design Guidelines
5. Summary Concepts
6. Agenda

2005 RURAL LANDS STEERING COMMITTEE
Membership

Jeff Barra, Chair
George Billups
Rich Costello
Jim Daniels
Victoria Fahringer
Rich Krapf
Gary Massie
Jack Schmidt

James City County
Residential Development
in Rural Lands Study

Steering Committee Recommendations

May 23, 2006

RENAISSANCE PLANNING GROUP
in association with Herd Planning & Design, Paradigm Design

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I. SUMMARY OF STEERING COMMITTEE RECOMMENDATIONS

BACKGROUND

The James City County Residential Development in Rural Lands Steering Committee has met since October 2005 to develop a series of recommendations for implementing the policies of the County's Comprehensive Plan relative to the Rural Lands in the County. During this period, the Steering Committee has met regularly twice each month, and has undertaken a series of additional research and educational efforts, in order to more fully understand the technical and qualitative issues of rural development trends and options in the County and throughout the State. These additional efforts have included:

- Two Public Workshops held on November 17, 2005 and January 12, 2006. The workshops were well advertised and well-attended sessions where the public was engaged with a series of exercises and small-group discussions to get input on alternative directions for the Rural Lands and optional strategies such as rural cluster development.

- A field trip to study alternative rural cluster and hamlet developments in Loudoun County, on January 13, 2006.

- Extensive technical analysis from the County's consultant team for this project, including analysis of alternate cluster development options, a theoretical buildout analysis for the Rural Lands, and utility and other impact considerations.

- Supplemental interviews, conducted by staff and consultants, with JCSA and Health Department officials on the impacts of alternative utility and well/septic policies for the rural areas.

The Steering Committee has incorporated the results of their research and discussions into the following series of General Recommendations for the Rural Lands. A more detailed summary of their findings on specific implementation options is included in the second part of this document, titled **Matrix of Steering Committee Discussions.**

COMPREHENSIVE PLAN FRAMEWORK

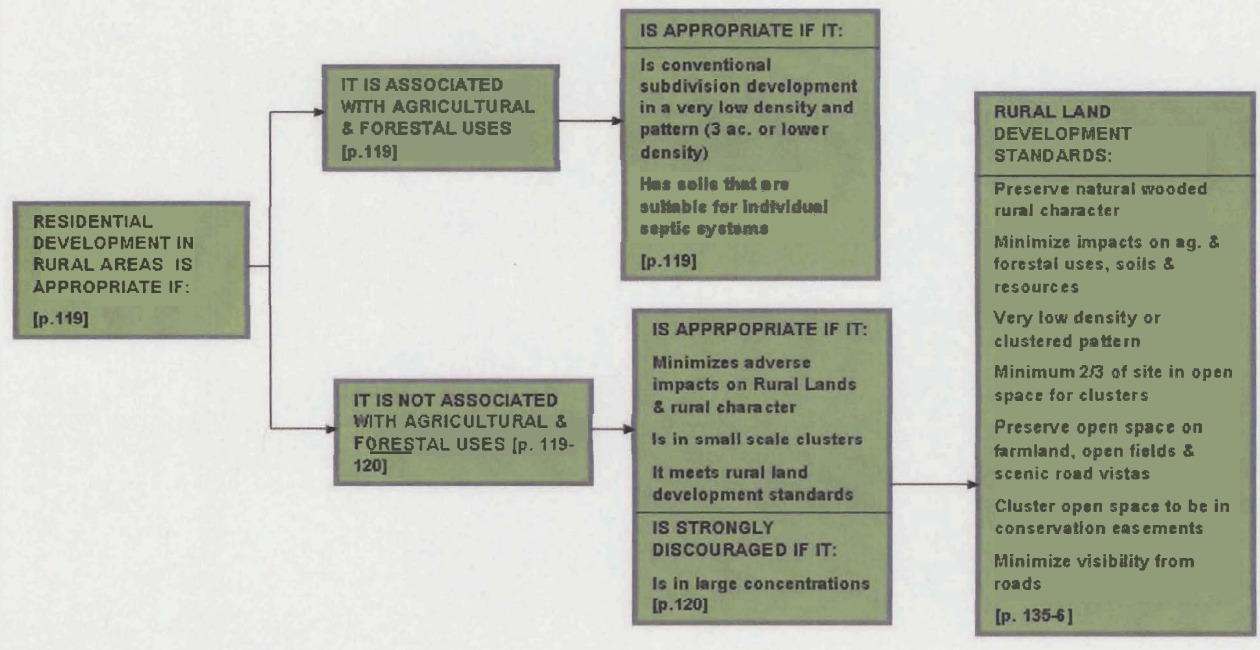
The 2003 James City County Comprehensive Plan outlines a set of policy objectives for the Rural Lands that have direct application to the work of the Steering Committee. In general, this study was intended to answer the overall question of how best to implement some of the Comprehensive Plan's Rural Lands policies. There are several policies in the Comprehensive Plan that have a direct bearing on this study because they deal with specific recommendations for the Rural Lands. These policies are discussed on pages 119-120, under "Rural Lands," and pages 135-136, under "Rural Development Standards." The chart below describes the general structure and content of the Comprehensive Plan's policies for the Rural Lands:

In addition, the results of a series of "Community Conversations" that were held in the County as part of the Comprehensive Plan process also address issues of development in the Rural Lands. In particular, the following summaries of responses were noted in the Comprehensive Plan:

The 2001 James City County Citizens Survey indicated that a substantial majority of County residents interviewed (80%) agree that there should be restrictions on the amount of land sold for residential and commercial development. Likewise, almost eight in ten (78%) of respondents agreed that land development in the County is happening too quickly. Nearly as many (74%) responded that it is more important to preserve farmland in the County than it is to have more development. An identical percentage of respondents (63% for both items) agree that is important to slow development even if it means increasing taxes. .A majority of citizens surveyed also thought that developers should always be required to pay a fee to offset public costs and supported reducing lot sizes to permanently preserve open space. Citizens supported a slower growth rate, the protection of rural lands and other sensitive areas, and more regional cooperation on the part of local government. Citizens suggested that growth should be managed in a smarter, more creative way that takes into account the existing character and resources of the community. In regards to the land use designation change applications, citizens generally supported preserving the County 's rural character and opposed expansion of the PSA.

[2001 James City County Comprehensive Plan, p. 118]

COMPREHENSIVE PLAN RECOMMENDATIONS FOR RESIDENTIAL DEVELOPMENT IN RURAL LANDS



SUMMARY of RECOMMENDATIONS

The following recommendations had generally strong support from the Steering Committee. They represent a broad set of policy recommendations for the County. More detailed implementation steps and optional provisions are also included. A full summary of all the options considered by the Steering Committee, along with additional considerations, is included in the accompanying Matrix of Steering Committee Discussions document.

BASIC CONCEPT OF RECOMMENDATIONS:

In order to implement the policies of the Comprehensive Plan for the Rural Lands, the general concept recommended by the Steering Committee includes the following basic elements:

1. For parcels 30 acres or greater in size, allow two development options – cluster and conventional. For the cluster development option, allow a density bonus of one and a half to two times greater density than conventional development.

   Absolute densities for these provisions were not specified by a consensus of the Steering Committee, other than the ratio of 1.5-2.0 to 1 described above; however, they considered several examples that would fit with this recommendation:

   - Cluster – 1 unit per 2.5 acres; Conventional – 1 unit per 5 acres (2:1 Ratio)
   - Cluster – 1 unit per 2.0 acres; Conventional – 1 unit per 4 acres (2:1 Ratio)
   - Cluster – 1 unit per 2.5 acres; Conventional – 1 unit per 3 acres (1.5:1 Ratio)

2. For parcels 30 acres or less, do not allow any cluster option and do not change any of the provisions of the A-1 and R-8 zones – i.e. continue to require a 3-acre minimum lot size.

A. DEVELOPMENT OPTIONS

Revise the A-1 and R-8 zones to establish a new rural zoning district with two basic development options, with corresponding standards and provisions for each option:

Option 1	A – Cluster Development (Parcels 30 acres & Greater)
	B– Conventional Development (Parcels 30 acres & Greater)
Option 2	Conventional Development (Parcels Smaller than 30 acres)

Specific Implementation Recommendations:

Option 1 A– Cluster Development [Parcels 30 acres or greater]

1. This option should only be available for parcels in the Rural Lands that are 30 acres or greater in size.

2. Maximum density under this provision should be set so that it is 1.5 to 2 times greater than the density that is set for the Conventional development option.

3. Require the following standards for Cluster development:

   - A minimum of 55% open space should be protected under a permanent easement. The easement may be granted to the County and/or a bona-fide non-profit conservation or land protection organization.

   - The minimum lot size should be 1 acre, in order to generally allow the flexibility for on-site wells and septic systems if needed. However, lot size reductions to ¾ acre would be possible with communal well systems, and ½ acre with off-site septic drainfields. In these cases, the minimum percent of protected open space could be increased to 60%.

- Design standards should be required as a part of the ministerial review by staff in order to receive approval of the preliminary subdivision application. Standards should reflect those listed in the Comprehensive Plan, and those listed in the accompanying Rural Design Guidelines document.

- In general, design standards should be used to achieve positive benefits, such as preserving environmental features, protecting wooded or farmed lands, and their use as active farming or forestry operations, protecting rural viewsheds, and organizing the houses around an amenity or visual focal point such as a historic building, farm pond or "village green."

Option 1B – Conventional Development (Parcels 30 acres or greater)

1. This option should only be available for parcels in the Rural Lands that are 30 acres or greater in size.

2. Maximum density under this provision should be set so that it is 1.5 to 2 times lower than the density that is set for the Cluster development option.

Option 2 – Conventional Development (Parcels smaller than 30 acres)

1. This option should be available to all parcels in the Rural Lands that are smaller than 30 acres in size.

2. The minimum lot size for this option should be 3 acres.

3. All other provisions for this development option should be similar to the current provisions of the A-1 and R-8 zones.

Optional Provisions

- Consider making the approval of large scale Cluster Developments (for example, 150 lots or greater) a legislative rather than ministerial approval through a Special Use Permit or similar process.

- Consider adding other incentives for Cluster Development, such as waiving the requirements for communal wells for a certain number of units.

- Consider allowing the extension of water lines into the Rural Lands, where appropriate, provided that it encourages cluster development without increasing the overall rate or density of development in the Rural Lands.

B. INCENTIVES FOR VOLUNTARY CLUSTER

Incorporate incentives into the County's policies and regulations in order to make voluntary cluster development an attractive alternative to conventional (non-cluster) development

Specific Implementation Recommendations:

1. Revise the subdivision and zoning standards so that cluster developments of up to 20 lots may use individual wells on each lot, rather than being required to have a communal well and water system. Consider requiring a pond and dry hydrants in developments over 10 lots to assist in fire suppression for these subdivisions. Consider other water-saving features to mitigate impacts on the Chickahominy aquifer.

2. Permit private roads to serve cluster developments of up to 50-60 lots. Develop private road standards that will reduce development costs while allowing adequate width and construction materials for emergency and large vehicle access.

3. Permit off-site individual septic systems for lots within a cluster development. Off-

site drainfields would have to be within an easement, accessible to the homeowner for maintenance, and located on commonly owned land, rather on other private lots.

4. Eliminate requirements for maximum cul-de-sac lengths for cluster developments, in order to provide maximum flexibility for site design to preserve natural features. However, consider limiting the number of lots that can be accessed from a single cul-de-sac to 50-60 lots.

C. INCENTIVES FOR LOWER DENSITY

Incorporate incentives into the County's policies and regulations in order to make voluntary Lower Density Development an attractive alternative to conventional 3-acre development.

Specific Implementation Recommendations:

1. Revise the A-1 and R-8 zones to allow Lower Density Development (1 unit per 10-acres or lower) as a by-right development option that is eligible for the same incentives (listed above) that are available for cluster development.

2. Revise the subdivision and development review standards to permit Lower Density Development to obtain a simplified review process, such as being classified as "minor subdivisions".

3. In addition to the use of private roads, permit Lower Density Development to incorporate Private Access Easements so that common driveways can be used to serve up to 4 or more lots.

D. OTHER RURAL LANDS CRITICAL ISSUES

Take steps to address a series of critical issues in the Rural Lands, beyond the more narrow focus of residential development.

Specific Implementation Recommendations:

Rural economic development:

1. Support traditional rural businesses and industries.
2. Encourage compatible new rural industries such as value-added farming and timber industries.
3. Evaluate local initiatives and financial incentives to support competitiveness of traditional rural uses against conversion to residential subdivisions.

Natural resource protection:

1. Ensure that development protects key natural resources such as wetlands, groundwater and plant and animal habitats.
2. Link development standards and incentives to environmental protection measures.

Preserving rural character:

1. Maintain rural character of road corridors (Community Character Corridors).
2. Incorporate new standards for mitigating impacts of new development (traffic/ groundwater, etc.).
3. Ensure that major new commercial/industrial uses are located within the PSA.
4. Continue to strongly support the Purchase of Development Rights program in the Rural Lands.

II. MATRIX OF STEERING COMMITTEE DISCUSSIONS

BACKGROUND

The following Matrix of Steering Committee Discussions reflects the work of the James City County Residential Development in Rural Lands Steering Committee since October 2005.

This document is an accompaniment to the Summary of Steering Committee Recommendations, and is intended to reflect in greater detail the discussions, votes and issues considered by the Steering Committee in the course of the study. This Matrix reflects, as much as possible, the full scope of discussions among Steering Committee members, as well as the supplemental information provided by County staff and the consultant team. It is presented in the form of a series of options that were considered, ranging from 1.0 – No Change, to 6.0 – Miscellaneous. Not all of the options received support from the Steering Committee, as reflected in the voting summary under each option. They are included to give a more complete reflection of the range of opinions and information that was considered.

The final recommendations for this study are set forth in the Summary of Steering Committee Recommendations. They were developed in the final Steering Committee meetings, and represent a combination of many of the concepts that were discussed, as described in this Matrix.

The six options considered were as follows, with sub options under each:

1.0 NO CHANGE

2.0 DISCOURAGE CONVENTIONAL (3-Acre) LARGE LOT DEVELOPMENT

3.0 REDUCE THE BY RIGHT DENSITY FOR LARGE LOTS IN RURAL AREAS

4.0 ACCOMODATE CLUSTER DEVELOPMENT

5.0 ENCOURAGE VOLUNTARY LOWER DENSITY DEVELOPMENT

6.0 MISCELLANEOUS

1.0 NO CHANGE

1.1: Make no changes to A-1 and R-8 zoning districts.

Description:

Avoid making any changes to the current zoning requirements to influence the current trend of development in the Rural Lands.

Steering Committee Voting Summary:

Strongly Agree **2** Agree **2** Disagree **3** Strongly Disagree

Committee Discussion Highlights:

- General sentiment among most committee members that some change was necessary to these districts.
- Concern that no change would mean that rural areas would develop fairly rapidly in a large-lot sprawl pattern and that it would affect groundwater, environment, rural views and character.
- Recognition that the charge was to recommend ways to implement the Comp. Plan and propose positive changes to zoning and other areas to achieve Comp. Plan goals.
- Consider seeking view-shed properties to participate in PDR program.

Public Input from Workshops:

- Generally strong support from the public to make no changes to the current zoning in the Rural Lands.
- Concern that any proposed changes to the zoning would restrict property rights and lower property values.

Additional / Technical Considerations:

- Staff and consultants' analysis suggested that approximately 6,800 new homes could be added to the Rural Lands under existing zoning.
- Based on consultants' assessment and the experience of other localities within the Commonwealth, there was a general concern that the continuation of the conventional 3-acre large-lot development pattern over the entire rural area of the county would result in a predominantly suburban design quality and a loss of rural character and traditional rural land uses and quality of life.
- This approach would not implement the desire expressed in the Comprehensive Plan to "Discourage conventional large lot residential development in the rural areas." (p. 135, #3).
- The current rate of development and the development pattern would likely continue – both of these were issues of concern to citizens who participated in the 2001 Comprehensive Plan Survey.
- Staff agrees with the consultant's assessment.

2.0 DISCOURAGE CONVENTIONAL (3-Acre) LARGE LOT DEVELOPMENT

2.1: Increase lot frontage requirements for A-1 and R-8 lots.

Description:

Increase the minimum lot width at setback line for conventional 3-acre lots from 200 feet to 350 feet.

Steering Committee Voting Summary:

1 Strongly Agree **1** Agree **2** Disagree **3** Strongly Disagree

Committee Discussion Highlights:

- Wider lot frontage requirements were not discussed in any detail.
- Some committee members expressed sentiment that placing additional restrictions on existing conventional 3-acre lots would be unwarranted and would limit the public support for these recommendations.
- Concern from member who strongly disagreed that this would create shallow wide lots along road, creating impression of sprawl.
- After further discussion, the Steering Committee decided that setbacks and buffers were more important than lot widths in addressing the visual impression of sprawl.

Public Input from Workshops:

- Not specifically addressed in public comments.
- General public support for not restricting property rights in the rural areas – especially further restrictions on development density.

Additional / Technical Considerations:

- This will result in lots more square than rectangular, increase the spacing between homes on a roadway and potentially reduce the number of curb cuts and lots on rural roadways.
- Increasing the spacing between homes in new rural development could help preserve more open views and a more rural character for development along rural roadways.
- This provision could be considered along the whole rural area, or could be localized, for example along certain road frontages such as existing or future Community Character Corridors (not on internal streets).
- This provision could help maintain existing vegetation along rural roads and provide additional space to "sufficiently screen the non-agricultural and non-forestal uses to preserve open spaces and rural character and to minimize visual impacts from public roads" as recommended in the Comprehensive Plan (p. 135, #2).

2.0 DISCOURAGE CONVENTIONAL (3-Acre) LARGE LOT DEVELOPMENT

2.2: Reduce the number of lots that may be served by individual wells.

Description:

Reduce the number of lots that can be developed on individual wells in a minor conventional subdivision from 5 lots to 3 lots.

Steering Committee Voting Summary:

Strongly Agree Agree **3** Disagree **4** Strongly Disagree

Committee Discussion Highlights:

- Some strong concern that the owners/developers of small properties should not be restricted further – i.e. that any recommendations that strengthen the requirements for conventional 3-acre development should focus on larger developments.
- Comments that family subdivisions should be exempt from any provisions for strengthening A-1 and R-8 requirements.
- Comments that real estate trends and escalating land values are making the costs of communal wells less significant as a deterrent to development in the rural areas.
- Concern that increasing development on individual wells would seriously affect the Chickahominy aquifer, recommendation that new cluster development be on communal wells or on extensions of public water.
- Concern that this would also affect fire suppression in new rural developments – recommendation that new rural developments have water features included that could be used for fire suppression on-site.
- Commentary that the original intent of the County's communal well provisions was to allow for fire suppression in rural subdivisions – reducing the number of developments served by individual wells could help with fire suppression.

Public Input from Workshops:

- Strong concerns expressed that the current requirements for communal wells for subdivisions greater than 5 lots are too restrictive for property owners, and that they cause development to be too expensive in the rural areas.

Additional / Technical Considerations:

- Consultants provided analysis of the relative costs of development with communal wells, rather than individual wells. A general finding was that communal wells became cost-effective for developments of 20-30 lots and greater.
- JCSA officials expressed concern over increasing their management responsibilities if there continue to be more developments with communal wells in the rural areas – they are operationally difficult for JCSA.
- This issue is not specifically addressed in the Comprehensive Plan, although keeping the central well requirement and increasing the financial responsibility for central well systems are mentioned as ways of possibly strengthening requirements for 3-acre development (p. 141, 21.b.).
- From an environmental standpoint, communal wells may be better maintained and easier to protect than multiple individual wells.

2.0 DISCOURAGE CONVENTIONAL (3-Acre) LARGE LOT DEVELOPMENT

2.3: Limit the number of access points to existing roads.

Description:

Reduce the number of access points on existing rural roadways.

Steering Committee Voting Summary:

1 Strongly Agree **2** Agree **1** Disagree **3** Strongly Disagree

Committee Discussion Highlights:

- Not significantly addressed in the Committee's discussions.
- County can impose more stringent requirements if it is a Planned Unit Development, through the site review process.
- County should encourage shared entrances.

Public Input from Workshops:

- Not addressed in the public presentations or discussions.

Additional / Technical Considerations:

- VDOT generally regulates access permits onto public roadways in the Commonwealth.
- Potential for access management corridor overlays to be established on rural roads – however, concern that without significant traffic basis for such zoning implementation techniques, they could be open to legal challenge.
- This change would help implement the Comprehensive Plan Rural Land Use standard to preserve rural character in part by "minimizing the number of street and driveway intersections along the main road by providing common driveways and interconnection of developments" (p. 135, #1).
- A requirement reducing access points may result in shared driveways or access roads that would "force" houses in rural areas closer together, promoting de-facto clustering.
- Current requirement is for shared drives with 3 or more lots, with a waiver if lots are greater than 5 acres.
- Building a major subdivision requires constructing a new subdivision street currently.

2.0 DISCOURAGE CONVENTIONAL (3-Acre) LARGE LOT DEVELOPMENT

2.4: Strengthen the way that developable acreage is calculated for 3-acre conventional lots.

Description:

Modify the density provisions of A-1 and R-8 districts such that they are based on a density of 1 unit per 3 acres, rather than a 3-acre minimum lot size. Further, base the density calculation on net developable area, rather than gross site acreage – thus excluding wetlands and other un-developable lands from the density calculation.

Steering Committee Voting Summary:

1 Strongly Agree **1** Agree **2** Disagree **3** Strongly Disagree

Committee Discussion Highlights:

- Not significantly addressed in the Committee's discussions.
- Density could be determined as in some other zoning districts, with a maximum of 35% non developable land included in gross site acreage.
- Suggestion to subtract roadways from developable land consideration.
- Concern that this provision appears to restrict landowners.

Public Input from Workshops:

- Not addressed in the public presentations or discussions

Additional / Technical Considerations:

- Numerous localities in the Commonwealth have updated their zoning standards to address density, rather than, or in addition to, minimum lot size – this could slightly increase the development potential on some sites, if the area for roadways is not subtracted from the developable land.
- Some sites in wetland or other sensitive areas could have their development potential reduced – this would potentially target the density reductions to locations that are the most environmentally sensitive and would produce the most environmental benefit to the County.
- This provision would partially address the Rural Land Use Standard in the Comprehensive Plan that suggests that "Particular attention should be given to locating structures and uses outside of sensitive areas..." (p. 135, #1).
- Overall, the number of developable lots in the County may be reduced if sensitive areas are excluded from density calculations.

2.0 DISCOURAGE CONVENTIONAL (3-Acre) LARGE LOT DEVELOPMENT

2.5: Require all rural subdivisions to use Advanced Secondary Treatment for septic systems

Description:

Through changes in the County's subdivision or development standards, introduce new standards that require all new subdivisions that use septic systems in the A-1 and R-8 zones to use Advanced Secondary Treatment. Advanced Secondary Treatment is a form of mechanical pre-treatment, with trade names such as PuraFlo or AdvanTek, which treats the effluent before it goes into a conventional drain-field.

Steering Committee Voting Summary:

3 Strongly Agree **1** Agree **2** Disagree **1** Strongly Disagree

Committee Discussion Highlights:

- Recommended by some SC members as a more environmentally sensitive method of on-site wastewater disposal than conventional septic systems.
- Among those who disagree, they could support it as an optional incentive for a possible density bonus instead.
- Recommendation that it would only apply to subdivided property, not existing lots.
- Would provide significant amount of nitrogen removal and help reduce need for public sewer extension in Rural Lands due to environmental concerns.
- Could be offered as an incentive if development plan meets Rural Design Standards.

Public Input from Workshops:

- Not addressed in the public presentations or discussions.

Additional / Technical Considerations:

- The County's Health Department officials are generally supportive of Advanced Secondary Treatment as a wastewater treatment system that has State approval and provides relatively cleaner effluent and fewer drain-field problems over time.
- Advanced Secondary Treatment generally returns no nitrates into the soil, while conventional septic systems can return 60-70% of nitrates from effluent into the soil.
- These systems typically add about $10,000-20,000 per lot to development costs.
- These systems can offer much greater flexibility in locating development since they can often be used with more marginal soils than conventional septic systems; potentially increasing the overall development potential in the rural areas.
- County would need to adopt a manaement model to address monitoring and maintenance concerns.

3.0 REDUCE THE BY-RIGHT DENSITY FOR LARGE LOTS IN RURAL AREAS

3.1: Increase the minimum lot size for by-right development to 5, 10, 25 acres in the A-1 and R-8 Zones

Description:

Modify the provisions of A-1 and R-8 districts so that the by-right density for conventional large lots is reduced from 3-acre lots to 5, 10 or 25 acres.

Steering Committee Voting Summary:

1 Strongly Agree **1** Agree Disagree **5** Strongly Disagree

Committee Discussion Highlights:

- Mixed support, both for some type of (unspecified) density reduction, and for no change to the existing by-right density of one unit per 3 acres
- Some concern expressed that without a reduction in the base density in rural lands, that any potential density bonuses for cluster development would not have enough incentive value to be adopted by landowners
- Member who strongly agrees suggests two standards – one for agricultural lands, one for other lands
- Concerns that this provision would cause harm to existing landowners.

Public Input from Workshops:

- Generally strong support from the public to make no changes to the current zoning in the Rural Lands
- Concern that any proposed reductions in the currently allowed density would lower property values

Additional / Technical Considerations:

- Several localities in the Commonwealth have adopted large lot by-right zoning ranging from 20 acres (Northampton County) to 25 acres (Clark County) to 50 acres (Fauquier County), as a method of preserving farmland and rural open space.
- There have been consistent discussions among many rural localities that lot sizes of 2-5 acres do not preserve opportunities for farming or general rural character in an area. These lot sizes have been called "too big to mow and too small to plow." Therefore, some of these localities have developed much lower base densities, and some have also included density bonuses for cluster development.
- Any increase to minimum lot size would reduce the number of lots available in rural areas.
- Even if the minimum lot size is increased, there may be future development pressure to further subdivide these lots into smaller lots because there are no easements on the land.
- If the minimum lot size were set at 20 acres or above, the option would implement one of the preferred development patterns identified in the Comprehensive Plan for rural areas – very low density development (p. 135, #3).

4.0 ACCOMODATE CLUSTER DEVELOPMENT

4.1: Permit Cluster Development By-Right in the A-1 and R-8 Zones

Description:

Modify the provisions of A-1 and R-8 districts so that clustered residential development is permitted as a by-right use – the density of one unit per 3 acres would not be changed.

Steering Committee Voting Summary:

5 Strongly Agree 2 Agree Disagree Strongly Disagree

Committee Discussion Highlights:

- General support for a voluntary cluster provision.
- Discussed concerns over whether incentives would be sufficient to actually bring about a clustered development pattern in the rural areas over time.
- Discussed concerns that if incentives were too great, it could significantly accelerate the pace of development of the rural lands.
- Incentives that should be included for encouraging cluster development include use of private road standards and expedited review.
- Should be combined with County assistance in laying out development so that the option is easier to use by landowners / developers.

Public Input from Workshops:

- Generally strong support from the public to allow voluntary cluster development in the rural areas.
- Discussed as a positive change because it expands rural landowner rights.

Additional / Technical Considerations:

- The experience of some counties (in particular Loudoun and Fauquier) has shown that voluntary cluster provisions with limited incentives has not fundamentally changed the course of rural development – some clusters have been built, but they are a small minority of all subdivisions built in those jurisdictions.
- Consultants' analysis of sample cluster development on sites in James City County indicates that cluster development at one unit per three acres does not effectively preserve land for farming –with viewsheds still generally dominated by suburban-style housing developments.
- Incentives such as increasing the number of individual wells on cluster developments could significantly increase the pace of small rural subdivision development in the rural areas – however, it may not be sufficient incentive to encourage large landholdings or assemblages to develop as clusters.
- This modification would potentially minimize entrances on local roads and provide opportunities to cluster development away from sensitive natural areas – both Rural Land Use Standards outlined in the Comprehensive Plan.
- Cluster development is identified as a preferred development pattern for rural land in the Comprehensive Plan.

4.0 ACCOMODATE CLUSTER DEVELOPMENT

4.2: Permit increased numbers of houses on individual wells as an incentive for cluster development

Description:

Modify the current zoning/subdivision requirements in the A-1 and R-8 zones to allow up to 20 lots (the approximate size of a cluster hamlet) to be built with individual wells (instead of requiring a communal well). These lots would be developed under a cluster provision, assuming that such a provision be added as a by-right use in these zones.

Steering Committee Voting Summary:

1 Strongly Agree **4** Agree **2** Disagree Strongly Disagree

Committee Discussion Highlights:

- Some committee members expressed concern that this incentive would stress the Chickahominy-Piney Point Aquifer, by increasing the number of private wells, which draw water only from this resource.
- General favorable remarks on using this provision as an incentive for cluster development – no recommendations as to the specific number of lots to allow with individual wells.
- Some concern that, as land prices rose, this would become less of an incentive for cluster development, since the costs of installing communal wells would be offset by higher lot prices in general.
- Concern that this would also affect fire suppression in new rural developments – recommendation that new rural developments are required to have water features included that could be used for fire suppression on-site
- Communal wells are more reliable for fire suppression.

Public Input from Workshops:

- Not specifically addressed as a proposal in the public workshops.
- The existing requirements for communal wells were criticized in the workshops.

Additional / Technical Considerations:

- JCSA officials expressed concern over increasing their management responsibilities if there continue to be more developments with communal wells in the rural areas – they are operationally difficult for JCSA to administer.
- This may provide additional incentives for clustering which is identified in the Comprehensive Plan as a preferred development pattern for rural areas.
- A more typical development incentive for rural clusters in other communities is to allow the use of communal water systems without fire suppression.

4.0 ACCOMODATE CLUSTER DEVELOPMENT

4.3: Permit Off-Site individual septic drain-fields for cluster developments

Description:

Develop a new cluster ordinance for the rural areas that would permit individual drain-fields to be off-site (within a specified distance from the lot), within a commonly-owned area and covered under an easement to the lot owner.

Steering Committee Voting Summary:

2 Strongly Agree	**4** Agree	Disagree	Strongly Disagree	**1** No Opinion

Committee Discussion Highlights:

- Committee members expressed support for this provision, based on seeing cluster projects using this provision in Loudoun County.
- Some discussion of County's negative experiences with off-site drain-fields – although this was not in a commonly-owned area but on an adjacent property-owner's lot.

Public Input from Workshops:

- Not specifically addressed as a proposal in the public workshops.

Additional / Technical Considerations:

JCSA and VDH officials did not specifically express concern over this approach.

- Loudoun County, which allows this provision in their Rural Hamlet ordinance, has said that homeowner education is particularly important in these cases, so that homeowners clearly understand where their septic fields are located.
  The use of off-site drain-fields may provide more flexibility in cluster design.
- Allowing off-site drain-fields may lead to clustering drain-fields on good soils, potentially increasing the development potential of marginal sites.
- County would need to adopt a management model to address monitoring and maintenance.

4.0 ACCOMODATE CLUSTER DEVELOPMENT

4.4: Require Mandatory Cluster development for all Subdivisions in the A-1 and R-8 zones

Description:

Modify the provisions of A-1 and R-8 districts so that clustered residential development is required – the density of one unit per 3 acres would not be changed. The simplest way to establish this provision is to impose a maximum lot size of one acre in these zones and require that the remaining land be placed under a permanent open space easement.

Steering Committee Voting Summary:

1 Strongly Agree Agree **3** Disagree **3** Strongly Disagree

Committee Discussion Highlights:

- Generally a lack of support for making clusters mandatory in the rural areas
- Some committee members suggested a combination of mandatory clusters for larger parcels, with voluntary clusters for smaller parcels in the rural area
- Suggestion to allow 8-10 acre lots with no restrictions and allow up to five 3 acre lots per parent parcel with individual wells and advanced septic.
- Preference for voluntary clusters for small parcels and larger minimum lot sizes on clusters of 2-2.5 acres.
- Concern that this provision "punishes" existing landowners.

Public Input from Workshops:

- Strong negative reaction to any proposal for mandatory clusters in the workshops.

Additional / Technical Considerations:

- The experience of Loudoun County, which has cluster provisions under a 3-acre based density, has shown that clustering development with this density does not preserve the same type of rural landscape that existed previously in the County. While preserving significant open space at their peripheries, the view-sheds are still dominated by suburban-style housing developments.
- Consultants' analysis of sample cluster development on sites in James City County indicates that cluster development at one unit per three acres does not effectively preserve land for farming – although it does preserve rural open space in rural areas, the density generally is inconsistent with preserving rural character over the whole landscape.
- Clark County, which has a de-facto mandatory cluster, uses a two-acre maximum lot size within an overall by-right density of one unit per 25 acres.
- Mandatory clustering would implement one of the preferred development patterns for rural areas as identified in the Comprehensive Plan.
- Clustering would require that open space is permanently maintained.

4.0 ACCOMODATE CLUSTER DEVELOPMENT

4.5: Allow Density Bonuses as an incentive for Cluster Development

Description:

Allow Cluster provisions in the A-1 and R-8 zones that would allow a density increase to one unit per two acres if cluster development was used under a Special Use Permit. Alternately, a new zoning district could be created that would allow the one unit-per-2-acre density only if a cluster development pattern was used. Landowners would have to apply for re-zonings to the new zone.

Steering Committee Voting Summary:

2 Strongly Agree **4** Agree Disagree **1** Strongly Disagree

Committee Discussion Highlights:

- Intermittent support for using density bonuses as an incentive for cluster development – other suggestions included a more limited incentive of one-unit-per 2.5 acre density.
- Some committee members expressed concern that density bonuses would increase the overall rate of rural subdivision development.
- Suggestion to consider sliding scale zoning based on parcel size (larger parcels = higher density) as part of cluster ordinance.

Public Input from Workshops:

- Some public support for using density bonuses as a cluster incentive in the workshops.
- Some members of the public also expressed concern about increasing the rate of rural subdivision development.
- Some public comments against any increase in density, due to the current or future impacts on traffic, schools, the environment and overall rural quality of life

Additional / Technical Considerations:

- Consultants' analysis of sample cluster development on sites in James City County indicates that cluster development at one unit per two acres does not preserve sufficient open space to maintain open rural view-sheds, visual character and rural uses on remaining open space.
- There would be an increase in the theoretical development potential in rural areas.
- The special exception or rezoning process would provide means for the County to potentially mitigate transportation or other impacts of development in rural areas through conditions or development proffers.

5.0 ENCOURAGE VOLUNTARY LOWER DENSITY DEVELOPMENT

5.1: Incorporate Incentives for Development at Densities of 1 Unit per 10 Acres or Lower

Description:

Use the same set of incentives as those for Cluster Development to encourage landowners to develop at densities of 1 unit per 10 acres or lower. Incentives (see 4.2 and 4.3 above) would include increased number of lots with individual wells and allowing off-site septic drain-fields. Additional incentives could be to allow Lower Density Developments to use a simplified review process, such as being classified as minor subdivisions, and to allow private roads and private access easements.

Steering Committee Voting Summary:

4 Strongly Agree 1 Agree 1 Disagree 1 Strongly Disagree

Committee Discussion Highlights:

- General support for incentives to encourage voluntary Lower Density Development.
- Discussed concerns over whether incentives would be sufficient to actually bring about a lower density development pattern in the rural areas over time.
- Discussed concerns that if incentives were too great, it could significantly accelerate the pace of development of the rural lands, which would not be consistent with the direction of the Comprehensive Plan for the rural lands.
- Concern from member who felt that 1 du/10 ac. would require long pipe runs for off-site septic drain-fields, making it unworkable.
- Concern about large number of individual wells impacting aquifer.
- Recommendation that off-site drain-fields are not necessary with large lot sizes.
- Suggestion to allow individual wells on lots greater that 8 or 10 acres.
- Concern that increase in cost to landowners is unwarranted.

Public Input from Workshops:

- Some support for increasing the density in Rural Lands – or for going back to the earlier density provisions, before the County's last rezoning.
- Generally strong support from the public to provide incentives for alternative but voluntary development approaches in the rural areas.

Additional / Technical Considerations:

- Private roads and private access easements (e.g. common driveways) could reduce development costs and provide design flexibility – however, they would need common maintenance agreements to be required in order to ensure maintenance over time.
- Incentives such as increasing the number of individual wells on Lower Density Developments could significantly increase the pace of rural subdivision development in the rural areas – however, it may not be sufficient incentive to encourage large landholdings or assemblages to develop at lower densities.

6.0 MISCELLANEOUS

6.1: Increase the allowable density in the A-1 and R-8 Zones

Description:

Modify the provisions of A-1 and R-8 districts so that the by-right density for conventional large lots is increased from 1 dwelling unit per 3 acres to 1 dwelling unit per 1 or 2 acres.

Steering Committee Voting Summary:

Strongly Agree Agree 3 Disagree 4 Strongly Disagree

Committee Discussion Highlights:

- Not supported by the Steering Committee.
- Briefly discussed as a recommendation that was not consistent with the direction of the Comprehensive Plan for the rural areas.
- Concern that there would be considerable impacts on County services.

Public Input from Workshops:

- Some support for increasing the density in Rural Lands – or for going back to the earlier density provisions, before the County's last rezoning for rural areas.
- Some public comments against any increase in density, due to the current or future impacts on traffic, schools, the environment and overall rural quality of life.

Additional / Technical Considerations:

- The recent development trend in James City County is toward an increasing number of by-right subdivisions in the rural areas. Increasing the density of rural zoning could accelerate the pace of rural development overall.
- While the study did not look at fiscal, traffic or environmental impacts, it is reasonable to anticipate increased severity of impacts in these areas if densities are increased in the Rural Lands.
- The consultants are not aware of any locality in the State upzoning rural areas unless central utility extensions are planned or available.
- This option would not implement the Comprehensive plan goals for rural areas.

6.0 MISCELLANEOUS

6.2: Limited Extensions to the PSA to accommodate Cluster Development

Description:

Consider extending the Primary Service Area into the Rural Lands, and use the extensions as an opportunity to encourage very low-density development as a temporary use, and cluster development as a long-term use.

Steering Committee Voting Summary:

3 Strongly Agree **1** Agree **1** Disagree **2** Strongly Disagree

Committee Discussion Highlights:

- Supported by some Steering Committee members, although there was recognition that the wording of this item did not match the original committee member's suggestion.
- A specific recommendation was made to extend the PSA and allow only low density (5-acre lots) development in those areas until the utilities were constructed.
- General recommendation from the Steering Committee that the question of extending the PSA was beyond the scope of this study, and that the County should consider it as a separate issue.
- Suggestion to extend water lines outside PSA without extending PSA itself.

Public Input from Workshops:

- Some support for extending the PSA into rural areas, although few specifics were discussed as to location or timing.
- Some public comments against any increase in development in the rural portion of the County, due to the current or future impacts on traffic, schools, the environment and overall rural quality of life.

Additional / Technical Considerations:

- Logical phasing of utility extensions and limiting rezonings until the extensions are made are practices that are generally supported by practice and precedent in the Commonwealth (Henrico County, Virginia Beach, Chesapeake, etc.), though typically these are not outside their growth boundaries.
- While the study did not look at fiscal, traffic or environmental impacts, it is reasonable to anticipate increased severity of impacts in these areas if densities are increased in the Rural Lands.
- This option would not be consistent with the Comprehensive Plan policies for rural lands or with citizen concerns expressed during the comprehensive plan process to maintain the rural character of the County.
- Would significantly accelerate the pace of rural development overall.
- Utility extensions to serve relatively low density development, even in clusters, may not be cost effective or efficient.

6.0 MISCELLANEOUS

6.3: Provide Exemptions from Requirements for Various Categories of Development

Description:

For any mandatory (rather than voluntary) provisions, such as mandatory clustering or lowered density, allow for exceptions for categories such as family subdivisions, existing platted 3-acre conventional lots, and existing parcels under 10-20 acres.

Steering Committee Voting Summary:

1 Strongly Agree 3 Agree 3 Disagree Strongly Disagree

Committee Discussion Highlights:

- Intermittently discussed by the Committee, relative to certain mandatory provisions, as a way to exempt small property owners and farmers who wanted to pass land on to family members.
- Recommendations centered on the relatively low impact that development of small parcels would have on the rural lands (compared to large tracts) and the need to provide relief for the small farmer and rural landowner.
- Concern voiced that exceptions could become the rule.
- Feeling that this may need to be a concession in order to implement other, more critical recommendations.
- Recommendation to not make anything mandatory.

Public Input from Workshops:

- Not specifically discussed in the workshops – however, there were numerous comments on the pressing needs of small landowners to use the economic potential of their lands as a supplement for limited incomes.

Additional / Technical Considerations:

- Staff has prepared an analysis of the locations and number of small parcels in the County.
- Family subdivision provisions are strictly defined and protected under State Code.
- This may increase the development potential in the Rural Lands.
- The County would need to ensure that large parcels are not subdivided into smaller ones as a means of circumventing the County's land use goals.

JAMES CITY COUNTY - RESIDENTIAL DEVELOPMENT IN RURAL LANDS

TECHNICAL MEMORANDUM-
SUMMARY OF POTENTIAL IMPACTS OF RECOMMENDATIONS

May 9, 2006

JAMES CITY COUNTY - RESIDENTIAL DEVELOPMENT IN RURAL LANDS
DRAFT SUMMARY of
POTENTIAL IMPACTS OF RECOMMENDATIONS

BACKGROUND:

The following Summary of Potential Impacts is intended to give some suggestion of potential impacts resulting from the implementation of the recommendations of the James City County Residential Development in Rural Lands Steering Committee in March 2006.

In this memorandum, the consultant team offers general ideas which may help to provide a context for evaluating possible environmental, visual, traffic, fiscal and other impacts that could potentially result from these recommendations for Rural Lands. It is important to note that accurate impacts cannot be measured at this point, due to the general nature of the recommendations and the limitations of available data. Instead, this memorandum gives a general framework for further detailed study of key impacts, and notes the consultant team's observations of important impact considerations, based on other professional studies and experiences in other similar communities throughout Virginia.

POTENTIAL IMPACTS:

Housing Markets and Affordability

One of the primary aspects of the recommendations for Rural Lands is to promote and encourage cluster development. While the absolute densities for either conventional or cluster development were not specified in the recommendations, a few general observations can be made about the impacts of a potentially increasing trend toward cluster development in James City County.

Cluster development relies heavily on building orientation and buffering with natural plant materials to achieve levels of privacy and "personal space" comparable to large lot and estate lot development. Additionally, cluster development creates common, natural open space that can serve as habitat for wildlife and areas of recharge for groundwater systems. Several studies conducted throughout the nation indicate that there may be notable enhancements to property values associated with residential development in close proximity to natural open space areas. [1]

1 "Does Land Conservation Pay? Determining the Fiscal Implications of Preserving Open Land," Lincoln Institute of Land Policy, Resource Manual, 1994.

The National Association of Home Builders first documented the economic benefits of clustering in 1976. In evaluating this tool for encouraging development and land conservation at minimal public cost, the association found that a sample 472-unit cluster cost 34% less to develop than a conventional grid subdivision.[2] These costs vary from site to site, but follow the general principle that well-designed clusters - both high density clusters in community centers and low density clusters of detached units in rural areas - consume less land, require shorter roads, and fit in better with traditional community densities than do the suburban grids and rural sprawl that are spreading across the landscape.

Thus, the effect on market values of rural lots resulting from cluster development could be positive. However, the increased value resulting from being adjacent to protected open space may be partly offset by a reduction in land values if lot sizes are significantly smaller. In addition, if there is a market value resulting from the rural scenic character of an area, then a development pattern – such as rural clustering – that preserves the rural character can be said to enhance or protect that market value compared to a development pattern –such as rural sprawl – that would degrade the scenic rural character of an area.

It is impossible to determine, without detailed study of actual cases, whether the net effect on property values from cluster development would be positive or not. However, it should be noted that there are counterbalancing market influences with cluster development, and that the impact cannot be said to be categorically in one direction or another.

Community Facilities and Services

One of the most important factors in judging impacts on community services for the Rural Lands in the County has to do with gradual transition of the area from one with a basically rural character and lifestyle, to one that is more suburban. Consistently in rural communities, rural residents have traditionally accepted lower levels of public services, including private water and sewer, and unpaved roads. These lower levels of public services have been balanced by other quality of life factors, such as lower traffic, cleaner air and water, and more open space and scenic views. The higher densities and visual impacts resulting from rural sprawl development encourage new residents with typically higher expectations to move to exurban and rural areas. Local governments then face pressure to provide more urban services, such as parks, libraries, recreational areas, etc. to low density sites despite higher service costs.

In James City County's Rural Lands, this issue of higher expectations for public services is a potential concern, regardless of the pattern of development – whether clustered or conventional – if the density in rural areas approaches the buildout allowed by current zoning. In general, the single greatest factor that determines whether an area has a rural character and lifestyle is the density of population in the area. As the Rural Lands approach a buildout density of subdivisions at one unit per 3 acres or greater, they may well transition toward a less rural character, and a more quasi-suburban social and cultural context. If this transition is matched by higher expectations of public services from the new population, it will be very difficult for the County to meet these expectations, without incurring much higher delivery costs due to the dispersed

2 Thomas, Holly L. February 1991. "The Economic Benefits of Land Conservation", Technical Memo of the Dutchess County Planning Department, Dutchess County, New York.

pattern of development.

In addition to negative impacts of sprawling residential development on property taxes, such development also may have unwanted secondary impacts on the community. For example, increased pollution, traffic, buildings and less open land may diminish a community's visual character and decrease residents' quality of life. Although not measured in typical studies, there are financial and economic costs to the community associated with these secondary impacts. These findings complement normal "Cost of Community Services" study findings and provide an important perspective on the long-term effects of growth and development. Over time, localities with more development and population tend to have higher costs. Therefore, plans to control growth may limit both public spending and future increases to tax bills.

Fiscal Impacts

Poorly planned, dispersed growth, or "sprawl," is increasingly recognized as both economically and environmentally costly to communities. U.S. Census data show that urban areas are losing population, while suburban and rural areas are increasing in population.

Appropriate development and sound planning can protect assets, including the scenic character and vistas of rural areas and the open space provided by farmland, while still allowing for growth. Actual costs and benefits of sprawling versus clustered development patterns are difficult to generalize for James City County without more detailed analysis and actual case studies.

However, there are extensive studies prepared for communities throughout the nation, and in Virginia, that indicate that sprawling residential patterns of development are not bringing fiscal benefits to localities. For example, a recent study filed with the Loudoun Planning Commission shows that an average house in one of the currently proposed eastern development projects—Greenvest's 15,000 homes in Dulles South—would generate an annual deficit to Loudoun County of $1,200 per home. Rapid residential growth that has contributed to annual tax increases in Loudoun averaging more than 16 percent, according to the report.[3] Furthermore, in its study of Loudoun County, the American Farmland Trust found that net public costs were approximately three times higher ($2,200 per dwelling) where the density was one unit per five acres, than where the density was 4.5 units per acre ($700 per dwelling).[4]

Of course, the above observations hold true whether development on individual sites is done in clustered or conventional patterns. However, a few general observations can be made concerning potential fiscal impacts resulting from the recommendations for James City County's Rural Lands:

- The single greatest fiscal impact of residential development in the county would likely come from the need for additional school facilities resulting from an increase in school-age children. There are no definitive studies on the differential impacts on school

3 Smythe, R. (1986), *Density-related Public Costs*, American Farmland Trust, Washington DC.
4 Brabec, Elizabeth. 1992. "On the Value of Open Spaces." Scenic America: Technical Information Series, v. 1 (2).

population between cluster and conventional development. Therefore, the recommendation for reorienting development patterns toward clustering would probably not affect school impacts over conventional development.

If, however, the result of the Recommendations, was to increase the density of development or the rate of growth in the County's Rural Lands, then there could be significant fiscal impacts on County resulting from the increase in school populations in rural areas, and the potential need to provide school facilities in these areas.

- If the overall density and growth rate in the Rural Lands is not proposed to be changed by these Recommendations, then some fiscal impact resulting may result from the incentives that allow a greater number of lots to be built without common wells. This would produce some decrease in the operating costs that the JCSA would have to bear for the additional development. However, the JCSA has typically accommodated changes in its operating costs by adjusting its service fees.

  It should be pointed out that this incentive could also be a powerful stimulus to the overall growth rate in the Rural Lands in and of itself. Therefore, any fiscal savings could easily be offset by an overall faster rate of development, and corresponding needs for additional services from the County.

- An even greater stimulus for growth would be the extension of utilities into the Rural Lands, and this could potentially have greater fiscal impacts, as noted above.

It should also be noted that development options cannot be judged solely on their gross impacts to the tax base. The County must also consider the net economic impacts. Even in cases where development shows that it is increasing the tax base, there should be an assurance that the accompanying demand for services is not greater than the additional revenues. And while some development can benefit public budgets, unplanned residential development can lead to an even greater demand for services. By achieving a healthy balance of land uses, those requiring large amounts of public services can be supported by those requiring less.

Rural Transportation Systems

The potential traffic impacts resulting from the Recommendations for Rural Lands are even more difficult to assess than the potential fiscal impacts. In general, a "density neutral" scheme that would encourage clustering without increasing densities in the Rural Lands could be said to have no change in traffic impacts compared to conventional development (the "no change" option). However, a few observations could still be made about traffic impacts resulting from the Recommendations:

1. Clustering with effective design standards could reduce the number of access points on rural highways. For example, a cluster layout with all the lots fronting onto internal roads would have far fewer highway access points than conventional development that fronts lots onto existing roadways.

2. Well-planned cluster development could also help improve vehicle safety in the Rural

Lands. For example fewer entrances on existing highways would reduce vehicle conflicts on these typically high-speed corridors. In addition, school bus stops could be located more frequently on low-speed neighborhood roads within clusters, and less frequently on high-speed rural highways.

3. If the Recommendations ultimately result in overall lower densities in the Rural Lands, potential traffic benefits could result – either from the lower overall number of vehicle trips in the area if by-right densities are reduced, or from the potential for developer-initiated road improvements resulting from proffers for rezonings to higher densities.

Environmental

Sprawled land use patterns increase the amount of land developed per capita, which reduces the land that is "biologically active" - land such as farms, forest, and wetlands near population centers. While development patterns such as those found in James City County's Rural Lands (conventional development on 3-acre lots), provide contained areas of open space within each lot, they do not provide the type of larger, connected open space that is most conducive to protecting natural resources such as groundwater, wetlands and wild habitats. Larger areas of open space, whether in farmland, forest or maintained public lands, provide a variety of external benefits, including wildlife habitat, improved air and water quality, biological diversity, and cultural benefits of a traditional rural landscape.

These benefits exist in addition to benefits to the land owner, and are not always reflected in the land's market value because they are enjoyed by the community as a whole. Some result from the direct contribution that an ecological system makes towards the value of market goods, such as the role of stream environments towards fishery production, or the replacement cost of providing fresh water to a community if an aquifer is contaminated. Other values are reflected in the tendency of protected open space to increase adjacent real estate values, the benefits of recreation and tourism activities, and in family legacy and bequest values.

To the extent that the Recommendations for Rural Lands can be used to preserve more open lands, environmental benefits will accrue to County residents as a whole. Open lands, whether they result from large lot low-density conventional development, or from cluster development, provide habitat for wildlife, filter drinking water, maintain base flows of aquifers, wetlands, and rivers, help reduce flooding, and offset carbon emissions into the atmosphere.

Open lands including farmland also play important roles in protecting water resources and preventing floods. In contrast to agricultural and open land, pavement and rooftops are impervious to water and collect pollutants from cars and other sources. Rainwater falling on these impervious surfaces mixes with contaminants and runs quickly into nearby waterways or flood prone areas. Studies show that when more than 10% of a watershed is impervious, then the water quality is 'at risk'. In contrast, soils and vegetation absorb and filter water. These processes help remove pollutants from runoff, allow for the recharge of groundwater, and reduce flooding by slowing the rate at which water runs off the land during rain events. Farmland may also act as a carbon sink by sequestering carbon dioxide for extended periods of time, preventing the gas from reaching the atmosphere and contributing to global warming.

While farming operations have been associated with environmental impacts as well as benefits, they are becoming increasingly well-managed. Recognizing the importance of farmers as stewards of the environment, federal and state governments and conservation groups have developed programs, such as the Chesapeake Bay Foundation's "bayscapes" program to assist farmers' efforts to minimize negative environmental impacts that can be caused by farming, enhance the habitat value of their land, and preserve their land.

Many communities throughout the nation have enacted land use policies – such as large-lot zoning - to try and preserve farmland and open space and derive environmental benefits from the lower density of development and the preservation of open land. There is no absolute density or lot size that can be said to be ideal for protecting either farmland or natural resources. However, studies have shown that viable farms typically have a minimum size of about 25 acres, and many agricultural preservation zoning regimens have adopted minimum lot sizes of 20-25 acres.

While specific environmental benefits resulting from the Recommendations for Rural Lands cannot be quantified at this point, it is clear that to the extent that they succeed in encouraging more protected open space and low-impact uses such as farming, they could have significant environmental benefits that could accrue to all County residents as a whole.

Preserving Rural Character

According to the Herd Planning & Design study of the Rural Lands, "*...a three-acre minimum lot size or overall density in the A-1 District is not a large enough lot size to preserve the rural or agricultural character of the area, in and of itself.*"[5] In addition, the report also states that "... *Rural cluster zoning would be a valid option, and one the County should pursue. However at the current three to four acre average density permitted under A-1 standards, it won't really solve the problem of preserving the rural area as a fundamentally rural place, much less preserving any functional, core agricultural land area.*"[6]

These observations in the earlier County study were also confirmed in the research and findings of this study. Through a series of case study examples, the consultant team identified the potential impacts to open space, rural viewscapes and overall rural visual character resulting from both conventional and cluster development. Moreover, similar observations were also noted by Steering Committee members in site visits of existing conventional and cluster communities developed at various densities in Loudoun County, Virginia.

For example, the following "buildout" studies of the Forge Road corridor were conducted to assess the impacts of cluster versus conventional development:

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5 Rural Land Protection Study for James City County, Virginia; February 15, 1999; Herd Planning & Design

6 ibid.

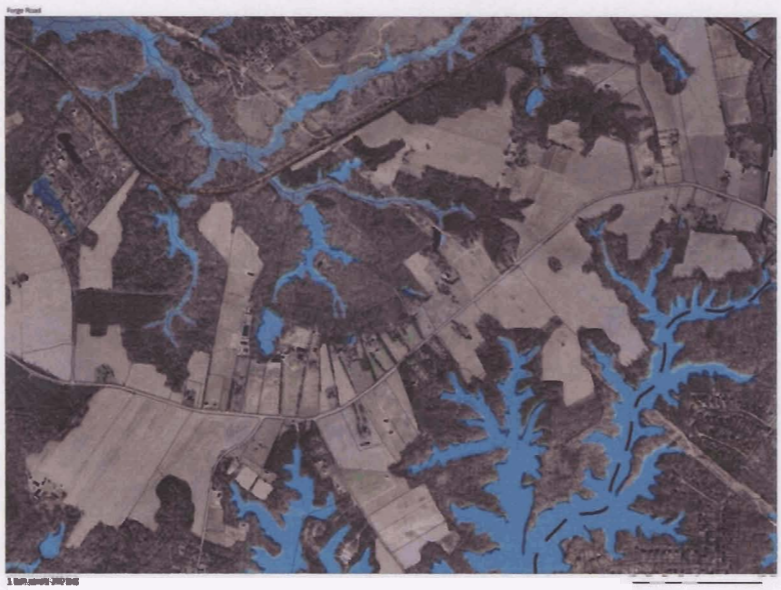


Figure 1. Aerial Photo of the Forge Road Corridor

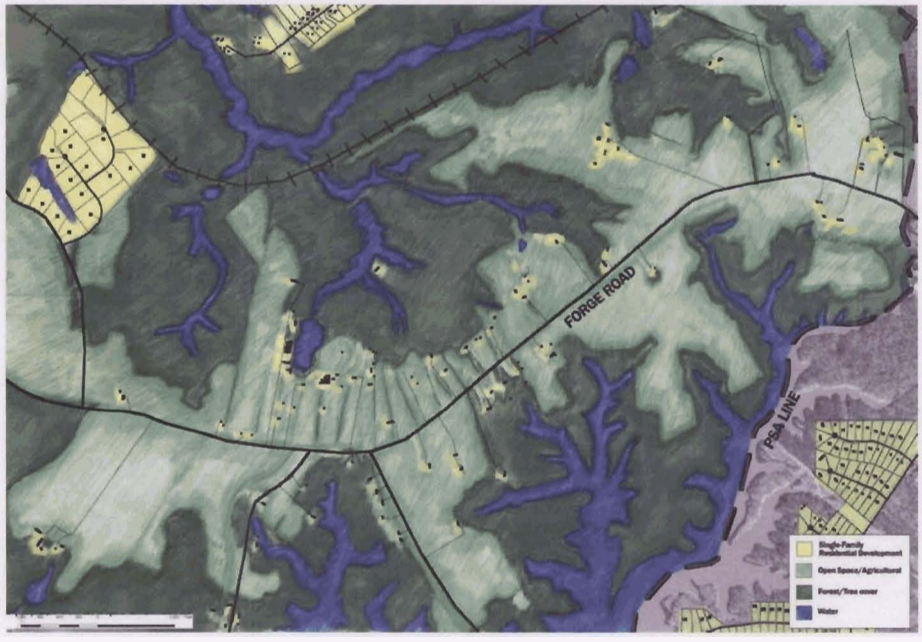


Figure 2. Existing Conditions in the Forge Road Corridor

Figure 3. Buildout development with conventional 3-acre lot development

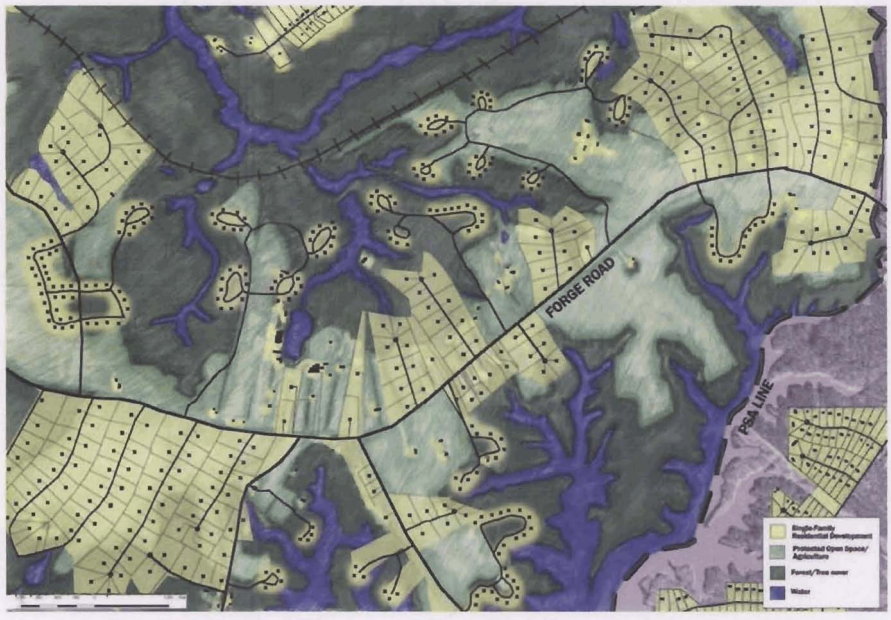


Figure 4. Buildout with Voluntary Cluster Development at 1 unit per 3 acres (assumes 50% cluster and 50% conventional development)

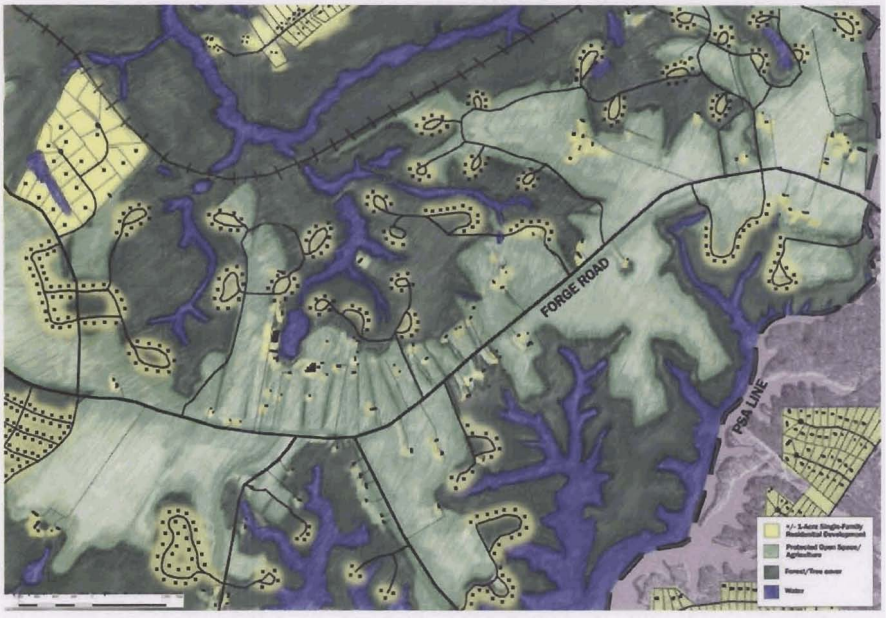


Figure 5. Buildout with Mandatory Cluster Development at 1 unit per 3 acres

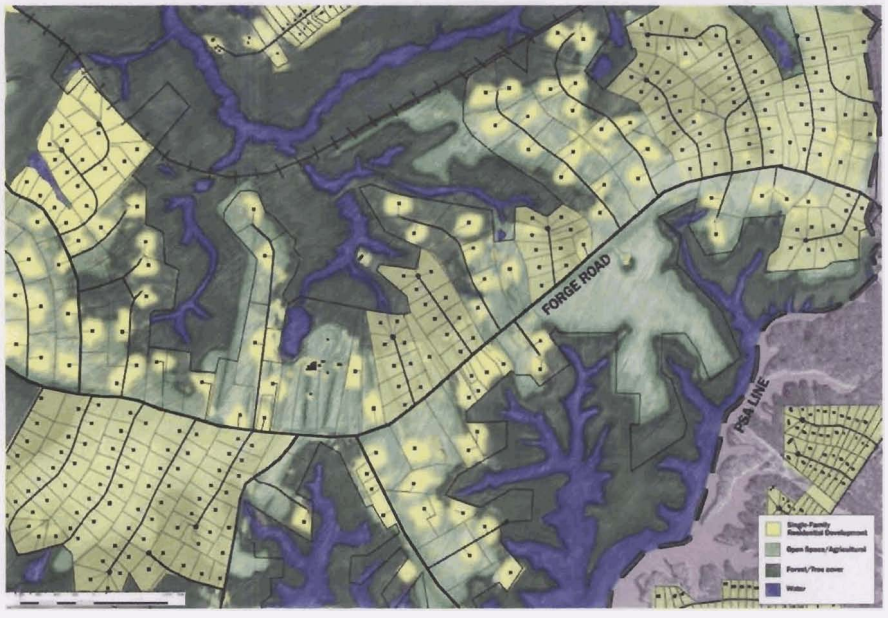


Figure 6. Buildout with Voluntary Lower-Density Development at 1 unit per 10 acre density assumes 50% Lower Density (10 acre) and 50% Conventional (3-acre) development

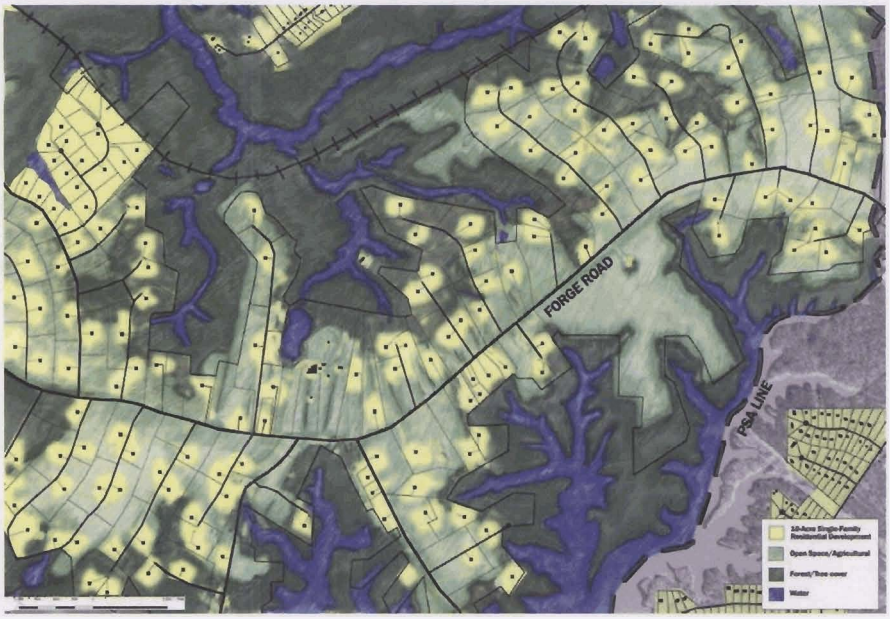


Figure 7. Buildout development with mandatory conventional 10-acre lot development

As shown in the above illustrations, the overall existing rural character and density of development in the Forge Road corridor as shown in figure 2. would be significantly altered by a buildout under any of the subsequent scenarios. The most significant impact results from the conventional 1 unit per 3 acre buildout (figure 3.). However, even a buildout at significantly lower densities, such as one unit per 10 acres (figure 7), produces a landscape that has been transformed. Instead of the current pattern of large open tracts with occasional groupings of houses, this landscape shows a relatively uniform pattern of houses and smaller open spaces. The resulting visual impression would likely be one of modified rural sprawl, with houses being the dominant aspect of the rural viewscape, even within a more dispersed pattern.

The greatest potential for preserving open space comes from a mandatory cluster development pattern (figure 5.). However, at one unit per 3 acres, even this pattern would transform the area from a predominantly rural one, into a much more developed landscape, with developments that are well screened, but still prominent due to their frequency, and to the greatly increased population in the area.

These theoretical potentials were somewhat borne out from the field observations, during the Steering Committee's field trip, of actual clusters developed at various densities in Loudoun County, Virginia. As shown in the example below, even well designed clusters at one unit per 3 acres can give the visual aspect of a suburban-style development. It is a development that is both high quality and well buffered, but it nevertheless has a quasi-suburban visual quality and is far from the rural viewscapes prevalent in much of James City County's rural landscapes today.

LOVETTSVILLE HAMLET - Cluster Development - Lot Size: 1 Ac. - Density: 1 Unit / 3 Acres

On the other hand, the field trip also yielded an example of a lower density cluster development prototype that had successfully preserved a more rural character, through the preservation of a working cattle farm, and an overall lower intensity pattern of settlement on the land:

DUNTHORPE FARM "A-10" Cluster Development - Lot Size: 1-50 Ac. - Density: 1 Unit / 10 Acres

The above example shows the benefits of combining lower density and clustering in the ability to

preserve working farms, to effectively preserve rural viewsheds and to cluster the limited number of houses so they are not a dominant element in the rural landscape.

This analysis suggests that two aspects of the Recommendations for Rural Lands are of special prominence in maintaining the rural character of this area, while allowing for a range of land uses and settlement types:

- Reducing density – while the Recommendations do not specify an actual density for the Rural Lands, external evidence from other communities suggests that a density of 1 unit per 10 acres or lower is needed in order to preserve the general visual quality, lifestyle and function of a rural area.

- Cluster development – In addition to the lower density, it is apparent – also from studying examples in other communities – that densities of 1 unit per 10 acres are not in themselves sufficient to preserve rural visual character. In addition, a cluster development pattern is also needed, with the lower densities, in order to avoid a "large-lot sprawl" pattern over the landscape.

In fact, those counties in Virginia that have successfully preserved their rural landscape and quality of life in the face of development pressure have tended to use both clustering and significantly lower development densities to achieve this end. The chart below compares a number of counties throughout Virginia that have developed both large lot rural zoning (for agricultural preservation) and cluster ordinances.

Virginia County	**Base Rural Density**	**Density Bonus for Cluster**	**Lot Size for Conventional Development**	**Lot size for Cluster Development**	**Minimum Open Space Required in Clusters**	**Mandatory or Voluntary Cluster**
Hanover[7]	1:10	1:6.3+	10 ac.	6.3 ac+	70%	Voluntary
Isle of Wight[8]	1:40	Up to 1:5	40 ac.	varies	50-70%	Voluntary
Fauquier[9]	1:25 to 1:50	None	25 to 50 ac.	0.68 ac.	85%	Voluntary
Loudoun[10]	1:3	None	3 ac.	0.33 ac.+	85%	Voluntary
Chesterfield[11]	1:2	None	2 ac.	0.28 ac.	50%	Voluntary
Clarke[12]	1:15+	None	2 ac. Max	2 ac. Max	N/A	Mandatory

As shown in the chart above, several communities in Virginia have attempted to establish some form of rural character preservation through a combination of clustering and low density/large lot ordinances in their rural areas.

In addition, cluster development provides the greatest scenic benefit in wooded areas, as the development can be screened behind existing woods, and the views from the road can be

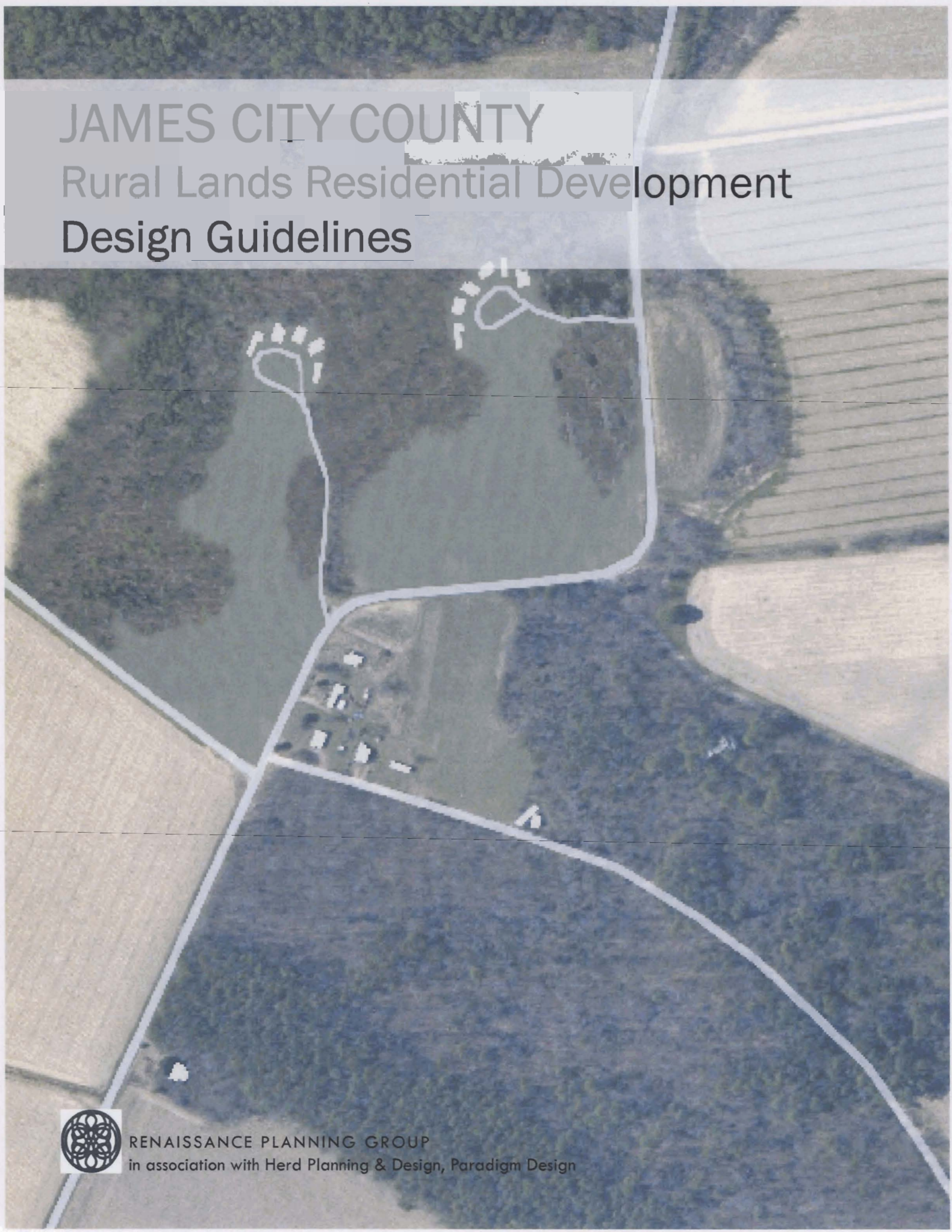
7 Cluster is required to obtain maximum density in rural areas
8 Clustering allows density bonuses – bonus varies with amount of open space preserved
9 Clustering is used in combination with sliding scale zoning
10 Loudoun zoning is currently proposed to be revised in the rural areas to densities of 1:20 to 1:40
11 Densities and lot sizes reflect public utilities for cluster lots
12 Incorporates sliding scale zoning with a maximum lot size (de facto clustering)

largely unaffected. However, in an open landscape, such as that in the Forge Road corridor, the scenic benefits of clustering are more limited. The visual impression of new development may dominate viewscapes from the rural roadway, but it there is more opportunity for it to be set back further than with conventional development, and to plant screening that can over time visually buffer the development.

This also points out the important need for effective design standards to be incorporated into any cluster ordinance. For example, without design standards that call for setting development back from rural roadways, houses could be concentrated along the highway, and the net result would be that clustering would actually have greater visual impacts than conventional development. In general, the higher the densities in rural areas, the more there is a need for design standards in order to preserve some of the rural visual character of an area.

While the Steering Committee was sensitive to the strong desires of rural property owners to maintain their current development densities, it is important to note that both conventional and clustered development patterns – if current densities are maintained – could potentially lead to a transformation of the Rural Lands in James City County from a rural to a quasi-suburban character over time, as the rural landscape is filled in with residential subdivisions.

JAMES CITY COUNTY
Rural Lands Residential Development
Design Guidelines



RENAISSANCE PLANNING GROUP
in association with Herd Planning & Design, Paradigm Design

Table of Contents

Purpose and Intent

This document is intended as an accompaniment to the James City County Residential Development in Rural Lands Steering Committee Recommendations report. Its purpose is to help illustrate some of the design objectives for cluster development in the Rural Lands that were recommended by the Steering Committee. Furthermore, these Guidelines are also intended to meet the "Rural Land Development Standards" of the James City County Comprehensive Plan.

The James City County Residential Development in Rural Lands Steering Committee was appointed by the County Board of Supervisors and met from October 2005 to April 2006 in order to develop a series of recommendations for implementing the policies of the County's Comprehensive Plan relative to the Rural Lands in the County. During this period, the Steering Committee has studied potential ways of protecting rural character in the County, while also preserving the rights of rural property owners to use their lands for a variety of purposes, including both farming and forestry and rural residential development, among others.

Recognizing that residential development can sometimes be incompatible with the preservation of traditional land uses, such as farming and forestry, as well as the overall visual character of the countryside, this manual is intended to demonstrate simple design and site planning techniques to minimize this incompatibility and to ensure that new residential development in the Rural Lands is as compatible as possible with the traditional rural context of these parts of the County.

INTRODUCTION

In James City County, human uses have been part of the natural history of the landscape for centuries. Native Americans gathered shellfish and grew corn, settlers cleared farmland and built towns, and crops and farming products contributed to the economy of a prosperous and independent United States. The history of land use in the Rural Lands has been to use the land for sustained economic return through traditional industries such as farming and forestry. As the County entered the modern era, this tradition is changing, with the most profound changes resulting from increased development pressures and new residential subdivision development.

As these new patterns of settlement begin to transform the rural landscape of the County, it is important to explore ways that some of the traditional rural quality of life and visual character of the County can be maintained, through careful site design and development techniques, that will blend the new development compatibly into the rural fabric of the County.

These design guidelines describe the characteristics of the County's rural landscape, explaining how farms and homes are part of a bigger picture of the surrounding natural landscape. Then, the text describes specific design guidelines that can serve as a tool for designing new buildings and improvements that protect the natural processes and functions of the rural landscape and maintain the human and cultural traditions of rural settlement patterns.

STEWARDSHIP OF THE LAND

At the core of guidelines' approach is the principle of stewardship of the land. The physical design of all site and building elements in the landscape should fully support this principle. The designs should embody a respect for the environment, the land and the history and way of life of the people who live in it. The overall approach should be one of restrained, harmonious design solutions that seek to understand and fit within their surroundings, rather than standing out or calling attention to themselves.

GOAL OF THE DESIGN GUIDELINES

Landowners in their role as stewards of the land should understand the mosaic of many elements that make up the traditional rural landscape, rather than focusing on only one aspect, like environmental protection or historical accuracy. The County's farmlands are part of an old working landscape". They have been settled and maintained for centuries in a way that has conserved the basic health of the whole ecosystem that surrounds them.

The goal of the stewardship of the land, is to continue the delicate working balance between mankind and nature in this landscape, rather than to exclude human uses of these lands. As we build anew on these farms, the design approach we take needs to address both human and natural ways of life in order to maintain the careful balance between them.

Design Principles

The Design Guidelines are intended to serve as an effective tool for solving the variety of design problems encountered by homeowners of today, as well as guide future decisions in the changing circumstances of tomorrow. In order to rest on a firm foundation the Guidelines have been derived from the following basic design principles. They form a standard by which individual interpretations of the guidelines can be measured now and in the future.

1. ECOSYSTEM PROTECTION

The design of all elements in the rural landscape should support the protection of the natural ecosystem. Design solutions should help sustain the natural processes and functions that keep this ecosystem healthy and intact.

2. HABITAT PROTECTION

Planning and design of elements on rural properties should protect key habitats for migratory birds, rare flora and fauna and significant natural communities on and around each property.

3. WATER QUALITY

Ground water and surface water quality and quantity and existing drainage patterns should be maintained and protected. The overall watershed impact of improvements should be understood, and all water systems, whether coastal bay, upland creek, or wetlands should be maintained and protected.

4. FARMLAND PROTECTION

Design and planning on farms should protect the agricultural traditions and history of the area and provide support and protection of prime farmland – even where a viable farming economy no longer exists, the goal should be to provide opportunities for future diversified farming, potentially on a smaller scale and with more value-added products.

5. CULTURAL HERITAGE

The County's cultural heritage and traditions should be preserved in the planning and design of properties. The design approach should be particularly sensitive to the special places and local and family history of each individual farm.

6. VIEWSHED PROTECTION

Existing vistas and viewsheds on the farms should be protected as much as possible. The rural, agricultural character of the site and its distinctive pattern of fields, tree lines and hedgerows should be respected and maintained as fully as possible.

7. HARMONY WITH SURROUNDINGS

All physical improvements on properties should fit within a harmonious whole. Adjacent buildings and improvements should be compatible with each other and sharp contrasts of form, color and style should be avoided.

8. VISUAL INTEGRITY OF FARMS

The existing visual character and integrity of individual farms should be maintained wherever possible. Traditional visual boundaries such as tree lines and field edges should be preserved as much as possible. The property should have, despite some changes and new settlements that happen in the course of time, a basic compatibility with its original landscape character and form.

Design Guidelines

OPEN SPACE PROTECTION

OBJECTIVE: To preserve the integrity of the site's natural resources and protect and enhance the site's indigenous landscape, habitats and ecosystems to the greatest extent possible.

Arrange site elements to protect and enhance special land characteristics, natural features, rare or endangered species areas, archaeological sites, and other unusual natural or man-made site characteristics.

Create interconnected landscapes - contiguous networks and habitat corridors within the site and beyond its boundaries.

Design for harmonious visual impact. Protect views and viewsheds within the site and beyond the site to the surrounding landscape, water, or natural areas.

Continue to provide the diversity of landscapes and natural habitats now found on the site, including open fields, forests, hedgerows, streams and wetlands.

Restore and enhance currently damaged or degraded landscapes and wildlife habitats creating new natural areas and wetlands on the site.

Retain existing vegetation, particularly trees, and minimize forest fragmentation.

Minimize direct impact on wetlands. Protect wetlands by minimizing wetland crossings and activity within the Chesapeake Bay Resource Protection Area.

Architectural elements and lighting should be designed to avoid harming or disrupting wild flora and fauna. Light pollution to off-site areas should be kept at a minimum, and dark sky principles should be employed.

WATER QUALITY

OBJECTIVE: To preserve the integrity of the natural watersheds on the site and respect the pre-development patterns of drainage, runoff, groundwater recharge, and water quality in the design of the project.

Maintain the natural state of watercourses, swales and floodways as much as possible.

Where possible, water quality should be maintained and enhanced through natural means, by gradual infiltration and controlled runoff through vegetated areas.

Design systems and landscapes that promote water conservation. The use of gray water systems, rainwater collection, and water-conserving processes, as well as plumbing fittings and fixtures is strongly encouraged.

Design environmentally sound systems for stormwater and greywater collection, pollution removal and storage.

When possible, roof drainage should be captured in rainwater cisterns to be used for irrigation or distributed and allowed to infiltrate slowly into groundwater.

Minimize the use of outdoor cleaning and maintenance products which may adversely affect water systems.

Runoff from parking and paved areas and should be pre-treated when feasible to remove pollutants before discharge to perimeter water management systems.

ARCHITECTURE + BUILT FORM

OBJECTIVE: To provide a pleasant, supportive built environment that reflects the traditional patterns of development of the rural portions of the County in its physical form and appearance.

Structures and improvements on the site should generally be clustered and compactly designed to allow for minimal disturbance and extensive natural greenways, and to prevent the suburban sprawl pattern of conventional subdivision development.

The overall form and disposition of built elements in the project should be compatible with the traditional rural development character of the County.

The traditional rural layout of streets and homes in the County should be reinforced through the placement and design of buildings, roadways, and landscape elements.

Rural communities should be designed to be pedestrian-friendly. Use of outdoor benches, trails, and other pedestrian and biking amenities is encouraged.

No particular style of architecture is mandated. However, the architectural style of buildings in the project should use forms and materials that are reflective of the existing traditional rural and residential character of the County.

Building design should take into consideration solar orientation, prevailing winds, and other microclimate environmental-design issues, within the context of the overall traditional architectural character that is to be achieved.

Operable windows, roof vents, overhangs, and other energy-efficient and architecturally-compatible design solutions are encouraged.

Building exteriors should appear inviting and friendly with architectural articulation along the facades facing the travelways. Each building should maintain a human scale at the street level, with traditional elements such as front porches, landscaping and minimal views of garages or carports.

LANDSCAPE

OBJECTIVE: To provide environmental protection, attractive visual appearance and consistency with the rural landscape through the selection and design of appropriate landscape materials and the preservation of existing vegetation.

Enhance wildlife habitat and species diversity by the planting of select wildlife-attracting species, use of nesting boxes, and other measures.

New plantings and landscaped areas in the project should use native species and species that have minimal irrigation and maintenance requirements to the greatest extent possible.

Lawns and other high-maintenance, water-dependent landscape elements are discouraged.

Landscaping for solar and wind screening and energy efficiency is encouraged.

Fertilizers and pesticides should be limited to organic types and practices.

Rates of application of fertilizers and pesticides should be minimized to prevent excessive runoff.

In naturally wooded sites, the tree canopy should be preserved as much as possible. Clearing should be only as required for construction, yard areas and for breezes and insect control. Often, the site can be opened up to prevailing breezes by clearing only the understory while preserving the tree canopy.

On naturally open sites, tree planting around the new construction is encouraged. Gradual reforestation of settlement areas on open land can be accomplished through the careful reforestation efforts of each individual home owner, as well as new planting in common areas.

The majority of new plantings should be of vegetation that is native to coastal Virginia. The suggested plant list attached to the design guidelines provides examples of plants that will help maintain the character of the landscape on rural land. Native species typically need less water and fertilizer to survive and are more resistant to local insects and plant diseases.

Non-native vegetation should be used sparingly; as focal points or accents, rather than as the dominant theme in the landscape plan.

MISCELLANEOUS SITE ELEMENTS

UTILITIES

Phone and electric service is provided by local utility companies. All lines should be installed underground as required by County codes.

Site underground utility lines as closely as possible to the driveway to reduce costs and minimize clearing and grading.

WELL + SEPTIC

Greater design flexibility can sometimes be attained by situating drainfields off of the individual cluster lots, (right).

Plumbing fixtures should be of the water conserving type to minimize impacts on groundwater withdrawals.

Locate septic systems on the most favorable soils on the property to improve efficiency.

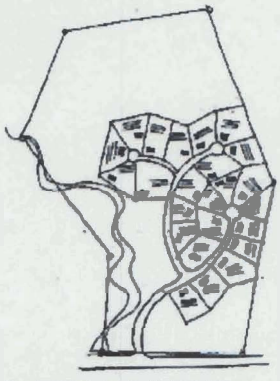
Site septic fields at least 100 feet away from the well and from any creeks, marsh, wetlands or ponds, in concert with the Chesapeake Bay Protection regulations.

Consider installing two septic fields, with a switch to alternate annually between each field. This will dramatically increase the efficiency and life span of the system.

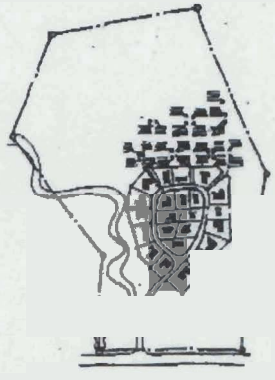
Homeowners should work with a responsible local contractor and the County Health department to locate and design an appropriate septic system. Lot disturbance for installation of the system and piping should be minimized. One key way of doing this is to plan for the septic, well and utility locations as early as possible in the planning process.

Protect the health of the septic system. Do not pour hazardous household chemicals down drains. To prevent clogs, use a garbage disposal sparingly or avoid installing one and never pour grease down the drain.

The installation of more advanced septic systems and alternative wastewater technologies that protect the environment and reduce groundwater contamination is encouraged.



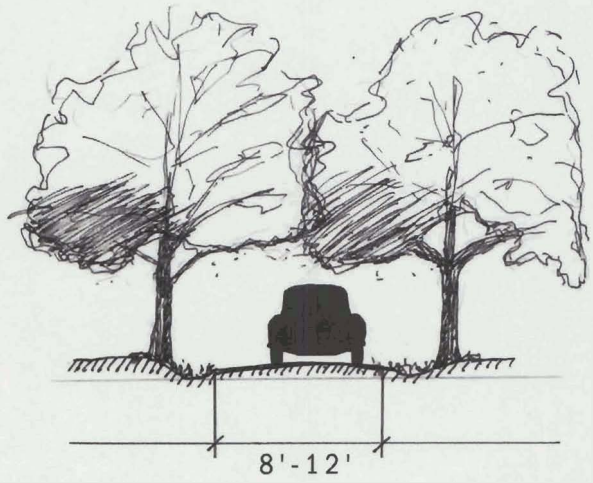
Drainfields on individual lots



Drainfields on common area

MISCELLANEOUS SITE ELEMENTS

DRIVEWAYS + WALKS

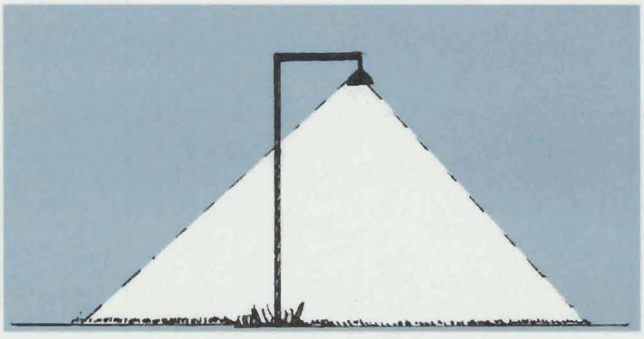


Keep the driveway as narrow as possible, about 8 to 12 feet wide, to retain the tree canopy and create an attractive natural archway over the driveway on wooded sites.

Driveways should be designed to wind in a natural way around prominent trees or tree groupings, special plant communities or wetlands to protect resources and increase privacy.

Walkways should reflect the rural natural setting, and as such should be made from a more natural material (such as mulch, dirt, etc.). Walkways should incorporate where possible the pre-existing farm paths.

LIGHTING



Lighting design should prevent light pollution and support preservation of "Dark Skies " within the farms, both for the enjoyment of residents and for the protection of wildlife, which finds high lighting levels disturbing and disorienting within their habitats.

User-activated lighting systems such as motion-sensors and light timers should be employed to keep the total lighting output from the residences to a minimum.

Overall site lighting should be kept to a minimum and used solely to provide night visibility for pedestrians. Flood and spot lights should not be used as they can be disorienting to nesting wildlife and glaring to neighbors.

Lighting needed for pedestrian circulation and outdoor entertainment should be accomplished by indirect means if possible, such as shielded path lights, step lights or restrained tree lighting.

CLUSTER DEVELOPMENT

The Recommendations for Rural Lands place special emphasis on the value of Cluster Development as a means of preserving open areas and views in the landscape while accommodating residential development. The following guidelines on cluster development in general, and on specific cluster types, are intended to give landowners a basic understanding of this development pattern, and of opportunities to incorporate it into their planning process when and if they choose to develop portions of their land.

CLUSTER DESIGN PRINCIPLES

Houses should be located to conserve open space and have least visual impact on the landscape.

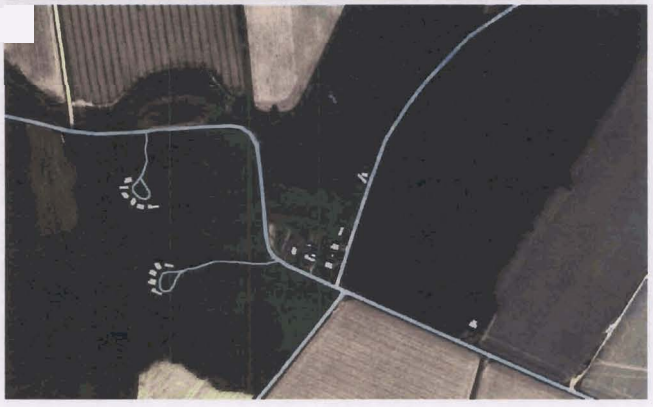
On a lot located horizontal to the road with little room for setbacks, homes should be clustered near the wooded edge and/or screened with a landscape buffer.

Minimize the number of access points to existing rural roadways in the design of the road patterns in a cluster development.

Roadways can often be hidden along the forest edge on a site.

Larger setbacks are encouraged whenever possible to conserve the maximum amount of open space and to preserve rural vistas.

The physical design of all site and building elements in the rural lands should respect the environment, the land, the history, and the way of life of the people who live in it.



The hatch pattern in the diagrams below represent the best opportunity for development on this site, with the least amount of impact. These diagrams are representative of a process that can be applied on a site-specific basis to determine the most appropriate location for development with the goal of preserving open space and rural vistas.

Existing Conditions

The best opportunity for development on this hypothetical site is indicated in the hatch pattern below. The land is < 20% slope and incorporates good soils for on-site drainage.

1 Slope: Slopes greater than 20% are less desirable. Avoid siting buildings along ridgelines to preserve rural vistas.

2 Streams: Streams, floodplains, and wetlands should be conserved.

3 Soil: Soil analyses will locate the best soils for on-site drainage. Refer to a soil survey and field verify to locate a site for septic drain-

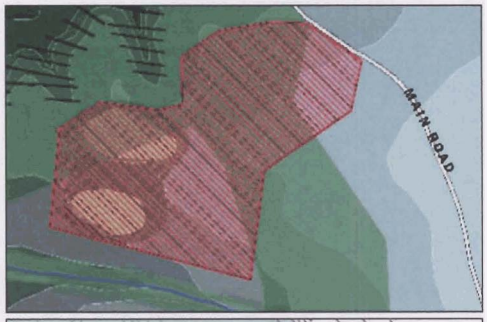
Forest: Forest edge is optimal for siting houses and roads, while retaining open space viewsheds. Prioritize preserving mature stands of trees and native species.

2 Stream Buffer: Landscape buffers protect the health of the stream and act as wildlife corridors. Preserve these buffers at a minimum of the Chesapeake Bay requirements.

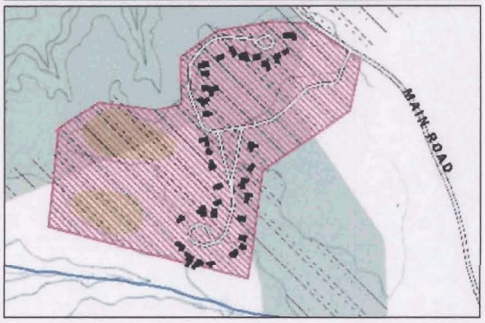
3 Non-forested land: Includes farmland, open fields, meadows, and other land uses.

Development Planning

The physical design of all site and building elements in the rural lands should respect the environment, the land, the history, and the way of life of the people who live in it.



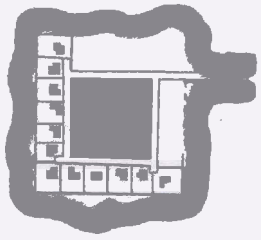
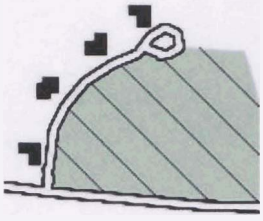
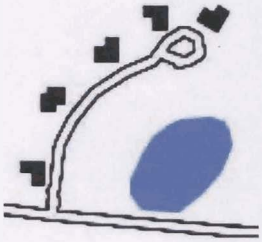
Overlaying the existing conditions above, the remaining property highlighed in red is best suited for development. It takes advantage of the forest edge, incorporates soils for drainage, is on a slope of < 20% and conserves a high proportion of forested land.



Building a cluster type development on this land could resemble the following diagram. One driveway connects with the main road and houses are tucked into and behind the trees. Open space is conserved adjacent to the road for agriculture or to maintain a rural vista.

CLUSTER TYPES

The following diagrams give some examples of cluster types and the opportunities available for using existing site features as focal points in the design of clusters. Landowners should study these basic cluster types if they are considering development of their property, and, working with a qualified land planner, incorporate the design principles in the layout of their site.

Diagrams	Image Examples	Description
		**Village Green** Cluster homes around an open greenspace for passive or active recreation, or for privacy and visual screening of adjacent properties; The greenspace can be a identity element of a cluster community.
		**Forest Edge** Homes can be developed in a linear cluster with open space or forest in view to the front and the back of the house. Wooded trails would be a great asset to this development for promoting a sense of community and a recreational opportunity.
		**Farm Commons** Homes can be developed in a linear cluster with open space or forest in view to the front and the back of the house. Wooded trails would be a great asset to this development for promoting a sense of community and a recreational opportunity.
		**Water Feature** Clustering homes along a water element offers both aesthetic benefits and can function as a fire safety element.

CONCLUSION

Rural County landowners who decide to implement these simple design guidelines for the protection of the rural landscape possess an opportunity to live in the midst of an exceptional natural setting, as partners in the protection of the rural landscape. By acting as stewards of their land and working to understand and care for its natural systems, landowners will support the human and natural communities in the County's rural landscape as a whole. Landowners will thereby be helping to maintain the area's natural diversity and scenic rural landscape for generations to come.

JAMES CITY COUNTY - RESIDENTIAL DEVELOPMENT IN RURAL LANDS
SUMMARY CONCEPTS

In summarizing the Steering Committee's Recommendations for the Rural Lands, the following basic concepts emerge as being central to the intent and direction of the Steering Committee's Recommendations.

1. **Implementing the Comprehensive Plan:**
   That the basic purpose of the Steering Committee's Recommendations is to implement the Comprehensive Plan Rural Land Use Standards.

2. **Respect for Property Rights:**
   That a key principle behind the Recommendations is respect for the individual rights of property owners in the Rural Lands, but that this should be distinguished from protecting the status quo of the current regulations.

3. **Non-Residential Development Policies are Critical:**
   That the County needs to address other issues that are critical to the future of the Rural Lands, such as Rural Economic Development, Natural Resource Protection and the Preservation Rural Character.

4. **Clustering of New Development:**
   That future residential development in the Rural Lands should, to a large extent, assume a cluster pattern.

5. **Density Incentives for Cluster Development:**
   That the primary method for achieving a clustered development pattern should be through density bonuses that encourage cluster development.

6. **Other Incentives for Cluster Development:**
   That the County should incorporate additional incentives, such as revised road and utility standards, to make cluster development more attractive than conventional development in the Rural Lands.

7. **Density Ratios:**
   That densities in the Rural Lands should be set based on a ratio of cluster to conventional development, so as to encourage cluster over conventional development.

8. **Design Standards:**
   That cluster development should be based on a series of design standards to achieve positive design benefits, including those listed in the Comprehensive Plan's Rural Land Development Standards.

9. **Incentives for Low Density Development:**
   That the County should incorporate incentives, such as revised development standards and a simplified review processes, so as to make very low density development more attractive than conventional development in the Rural Lands.

10. **Conventional Development for Small Parcels:**
That it is appropriate to differentiate between existing parcels of different sizes, and that smaller parcels may have fewer impacts and thus may be allowed to develop with conventional development.

11. **Amendments to Follow Soon:**
That the Steering Committee recommends that these ideas be implemented through amendments to County ordinances and development standards for the Rural Lands in the near term.

RESIDENTIAL DEVELOPMENT IN THE RURAL LANDS
JOINT WORK SESSION
May 23, 2006
4 p.m.

AGENDA

I. Presentation – Staff and the Consultants 4 – 4:30 p.m.

II. Discussion – Board of Supervisors and Planning Commission

a. Agreement on concepts and principles 4:30 – 4:55 p.m.

b. Discussion of major elements 4:55 – 5:15 p.m.

III. Direction – Board of Supervisors

a. Major elements 5:15 – 5:35 p.m.

b. Next phases 5:35 – 6 p.m.

WORK SESSION

M E M O R A N D U M

DATE: May 23, 2006

TO: The Board of Supervisors

FROM: Nancy Ellis, Superintendent of Recreation and Youth Services, Parks and Recreation

SUBJECT: Youth Services

The Board of Supervisors adopted the County Strategic Plan for Children and Youth during FY 2002 and implementation of its major recommendations began in the same year. We have made significant progress to date and staff has worked diligently to turn these goals into reality. Attached, please find the progress report outlining the last three years of accomplishments as well as relevant data related to James City County and its youth population which we will continue to monitor.

During the work session, we will share our successes and opportunities as well as the impact of our accomplishments. Additionally, the Youth Advisory Council, which is comprised of 15 youth, who represent a diverse population by gender, race, grade, school, and income status, will provide the Board with an overview of the accomplishments, goals, and upcoming projects as well as personal statements regarding the experiences serving on the council.

Nancy Ellis

Nancy Ellis

CONCUR:

Doug Powell

Doug Powell

NE/gb
YouthServices.mem

Attachments

STRATEGIC PLAN FOR CHILDREN AND YOUTH SERVICES
PROGRESS REPORT
May 10, 2006

BACKGROUND:

In early 2001, Youth Services was identified as an area needing focused attention in the County. County-wide there was a perception that the lack of a shared vision regarding effective programs, services, and interventions for youth had resulted in an inefficient use of resources. The issue raised regarding the status of children and youth in the community prompted a comprehensive study and the formulation of a Strategic Plan for Children and Youth Services in the County.

July 20, 2001, a Youth Services Strategic Planning Retreat was held at the Williamsburg-Jamestown Airport. A snapshot of the condition of our children was painted for the Retreat participants based on "***The Trends in the Well-Being of America's Children and Youth,***" a report published by the United States Department of Health and Human Services. Participants developed a *Vision Statement for Youth Services in James City County:* ***"All children and youth in our community will be valued as an asset, and as such, will be given every opportunity to grow up healthy, safe, and prepared for a positive future."***

A Strategic Plan Committee was established; national, state, and local data were researched; program interviews were conducted, and nine focus group teams were established. The focus groups included children ages 5-10 at James River Elementary School; students from Lafayette High School's Senior Sociology Class; adults from the New Zion Baptist Church; adults from various agencies serving youth; the Youth Services Coalition; students from Toano Middle School; teenage girls at James River Elementary School; Youth Services Provider group, and residents of the Burnt Ordinary Community. Each group was asked the following questions related to youth services provided by the County:

1. What are we doing right? What services or programs are serving well those that want or need them?

2. Where are the gaps? What services or programs need to be developed in our Community? What else can we be doing?

3. If we were able to fill in the gaps, what things would need to be in place so that all children and youth could benefit from them?

Results of these discussions suggested there was a lack of awareness regarding existing programs and services; insufficient space, and a lack of transportation were barriers experienced when trying to access programs and services. Increased parental involvement, additional activities, and improved access were identified as major needs.

The Strategic Plan Committee established the following goal areas of the Youth Services Strategic Plan based on the analysis of the nine focus groups input:

- Increase coordination of programs and services;
- Promote family involvement;
- Improve access to services; and
- Increase collaboration with schools.

Using the experience and expertise of staff, goals and objectives were established, tasks assigned, and an evaluation methodology formulated. The plan was presented and adopted by the Board of Supervisors during FY 2002 and implementation began during the same year. Over the past three years, the Youth Services Division has worked diligently to turn the goal areas into reality. The following are examples of specific programs and/or systems implemented:

Goal 1: Service Coordination

Strategies were formulated, including the establishment of the Youth Services Division with oversight by the Superintendent of Recreation and Youth Services, Nancy Ellis. A formal partnership with the Division of Social Services was established to insure a multidiscipline team approach for intake and referral for services. A Youth Services Provider Group meets monthly for information sharing and partnerships have been created based on an identified need. Improved communication about programs and events, utilizing a variety of venues, i.e., printed media, IntrAnet Youth Provider site, cablevision, community events, and word of mouth has resulted in an improved awareness of programs and services and an increase in program and service utilization. Youth providers collaborated on more than 63 different youth programs including Strengthening Families, Beyond the Bell, Reality Store, Character Counts training, trips and special events.

Goal 2: Promote Family Involvement

Numerous Community Services staff members are certified facilitators for the science-based *Strengthening Families Program* and the seven session program is offered to families twice annually. To date, 24 families and 33 youth have successfully completed the program requirements. The feedback from program participants indicates parents have successfully built on their strengths in showing love and setting limits with their youth; youth have developed appropriate skills for handling peer pressure and building a positive future, and the families have grown together.

Special family events emphasizing the importance of families coming together for regular family mealtimes and recreational activities resulted in 26,351 participants in 72 programs in FY 2005. Parents-155 and Youth-333 volunteers were involved in program planning, implementation, and evaluation of services provided to youth in FY 2005.

Youth are encouraged to delay parenthood based on educational programs that inform young people about the consequences of early parenthood from a financial perspective as well as the health risks associated with teen pregnancy.

Every effort is made to prevent out-of-home placements including parenting classes, family counseling, and truancy mediation. Parent involvement with schools, courts, etc., is ensured through strong case management by Prevention Counselors.

Goal 3: Access to Services

Financial assistance programs, scholarships, and free transportation are available to remove barriers associated with insufficient family resources when accessing programs and services, including the community centers. Scholarships are available for recreation programs. Youth are admitted to the James City/Williamsburg Community Center, James River Community Center, and the Williamsburg Indoor Sports Complex (WISC) for a variety of venues that include gymnasium, indoor track, racquetball courts, swimming pools, fitness area, and teen lounge. Teen tournaments and teen nights are offered at James River, and scholarships are available to participate in year-round programs and summer camps at the WISC.

Scholarships ($17,639), reduced fees ($63,378), free admissions ($817), and nine program grants resulted in the elimination of barriers for qualifying families.

As a result of increased awareness about Williamsburg Area Transport services, middle and high school student ridership increased from 4,772 in FY 2002 to 19,379 in FY 2005.

The following programs were developed based on an identified need:

- ***Neighborhood Based Services*** - Grant-based initiatives that allow for the integration of youth into existing programs and services in the following:
    - ***Burnt Ordinary***
    - ***Lafayette Square Youth Empowerment***
    - ***Grove/James River Soccer Program***

  STRIVE (Socialization, Transition, Reflection, Innovation, Vocation, and Education) - In July 2002, the program was established to provide primary prevention services to youth ages 11 through high school graduation, that need guidance to achieve their full potential. To date, 331 youth and 223 families have been served by STRIVE. Planned events and programs have increased exposure to its adventuring programming, including trips to ropes and initiatives courses and overnight camping; opportunities to learn outdoor skills included pitching a tent, orienteering, hiking, cooking, and principals of "leave no trail behind." Numerous special events and programs are organized for the various school breaks including instruction using science based curricula.

SAM (Success and Achievement through Mentors) - Provides traditional mentoring services for individual youth. The primary source of mentors has been Wellspring United Methodist Church and New Zion Baptist Church. In 2004, a group mentoring program (Women of the Future) for high schools girls was established with the Delta Sigma Theta Sorority at The College of William & Mary.

Beyond the Bell - A free program offered at James City/Williamsburg Community Center and James River Community Center with transportation provided. Middle school students are provided with healthy leisure pursuits, tutorial services, skills for social peer relationships, and conflict resolution. Parental involvement in the program is stressed as well as a community service component.

Teens Toward Success - A volunteer/work study program designed to provide teens ages 14-17 with leadership skills, work experience, and the opportunity to meet new people;.30 youth participated in the program at work sites including parks, community centers, camps, and recreation classes.

Family Fun Night - A special event designed to bring families together in a safe affordable environment while providing opportunities to participate in seasonal activities; 600 families participated this year.

4th Grade Learn to Swim - Seven hundred youth participated in this program that teaches basic swimming and water safety skills.

Special Needs Citizens - Fifty-five citizens were provided assessments by the Inclusion Coordinator and were successfully included into program offerings such as after-school programs, classes, and use of the fitness rooms at the community centers.

Computers for Kids Program - A partnership with Computer Recycling of Virginia, Inc., provides qualifying youth with a refurbished PC, monitor, keyboard, mouse, power cables, modem, and licensing at no charge, to assist them in their academic needs. Fifteen laptops are available for use by participants in the After-School Program. Since July 31, 2002, more than 194 computers have been distributed through this program.

Neighborhood Basketball League - A WJCC Community Action Agency program provided in partnership with JCC Parks and Recreation, Greater Williamsburg YMCA, and the City of Williamsburg, offers a structured sports activity with mentorship in developing self-esteem, self-discipline, leadership, sportsmanship, and encouragement, to excel academically, socially, and civically. The season kicked off this year with 300 youth participating.

- ***Project Legacy*** - Is a community- and school-based substance abuse prevention program operated by Bacon Street in partnership with JCC Community Services and the Colonial Services Board. Services are provided to targeted neighborhoods with the goal to decrease the instance of substance abuse through a myriad of services including family enrichment programs. The program is available at James Blair and Toano Middle Schools.

Goal 4: Increase Collaboration with Schools

The County and Williamsburg-James City County Public Schools have a joint use of facilities policy that provides maximum utilization of education facilities for community purposes. Some examples of current partnerships include:

- ***4-H Clubs*** - Youth ages 5-19 meet in a variety of settings with activities such as nature, gardening, pets, sewing, and science; increasing knowledge and life skills while practicing leadership and helping to make the community a better place.

- ***4th Grade Learn to Swim*** - water safety and swim instruction are provided to all 4th graders. Students receive a backpack, skills analysis, and certificate.

- ***Elementary Before & After School Programs*** - officially licensed child care programs offered at all W-JC elementary schools builds self-esteem, provides dependable and safe care and expands participants' recreational experiences. Assistance with homework and curricula on literacy, environmental education, etc., are provided. Coordination of communication efforts between parents and teachers, and collaborates with teachers, nurses, guidance, etc. on behavior issues.
-
- ***Middle School After-School Programs*** – activities include homework help utilizing laptop PCs, curricula, arts and crafts, sports, games and field trips.
- ***Beyond the Bell*** – Middle School Program – referral based, free, transportation provided.
- ***Inclusion*** – special needs summer camp; transition services for high school students; PE programs at JCWCC; member of the Special Needs Advisory Committee; member of FAPT team; attends IEP meetings with parents, and meets with teachers to develop behavior plans when needed.
- ***Health & Wellness*** – provide assistance with health fairs, and provide facility space for summer wellness camps.
- ***School Mediation Actively Reduces Truancy*** – Children between the ages of 5-18 are required to attend school – truancy mediation is a process in which a neutral third party is trained to facilitate the decision making process with the parent, the child, and the school representative to improve school attendance.
- ***School Health Initiative Project (SHIP)*** – two staff are part of a collaborative planning process including W-JC Schools, JCC Parks and Recreation, SWCH, W-JCC-PTAC, and The College of William and Mary – includes multi-faceted strategies for reaching objectives of developing sustainable healthy eating habits, developing sustainable active lifestyle habits, and ensuring equal access to health

services and health insurance coverage for all students with the intended involvement of all school students, staff, their families and the community at large – slated to begin in summer 2006 through JCC Parks and Recreation's Summer Camp.

- ***STARE – Summer Training Academic Remediation and Enrichment*** – WJCC Public Schools' Program is tuition free and designed to expose 20 students – rising ninth and tenth graders – to a meaningful summer program that focuses on relevant academic instruction, life skills training, and the opportunity for students to explore various career and job opportunities with a first-hand experience as an employee. The County provides job placements in the administrative area of the Division of Social Services and at summer recreation camps. Upon successful completion of the program, each student receives a computer provided through the Computers for Kids Program. Since 2001, 74 computers have been awarded to STARE graduates.

- ***STRIVE*** – referral to services; academic assistance; tutors/mentors; one-on-one in classroom support; available for school visits; assist students/parents with ED Line; support and foster collaboration between parent/school; provide transportation for parents to school, and attend appropriate meetings, i.e. IEP, discipline hearings, court, etc.
- ***Center for Educational Opportunity-*** a full-time prevention counselor collaborates with the Center to identify children at risk and makes referrals for services. A new transition program assists students who will be going back to their home school. Structured activities include swimming, first aid, and aerobics. Computers are available to program participants who don't have access to technology in the home and it is deemed necessary to achieve academic goals. P.E. Curriculum is available to JCWCC. Van assistance available for school trips. Prevention Counselor assists with school special events.
- ***Other Program Supports*** – Grove/James River Soccer Program; Open House; Back to School Nights; gardens, school special events.

SUCCESSES:

- **Service Coordination**
- **Partnerships**
- **Goals Achieved**
- **Educated Providers**
- **Services publicized on webpage**
- **Resources - Staff**
- **Financial Support**
- **Infrastructure**
- **Educated Community**
- **Educated Youth**
- **Improved Relationship with Schools**
- **Computers for Kids Program Partnership with Computer Recycling of Virginia**

- **Developing Joint ID Card with Schools**
- **School Health Initiative Project**
- **2005 NACO Award for The STRIVE Program**
- **2003 James City County Chairman's Award for STRIVE**

OPPORTUNITIES:

Educate

- **Community**
- **Providers**
- **Youth**

- **Form a youth coalition**
- **Mentor elementary school youth**
- **Who fills the gaps?**
- **Continue to develop relationships with schools - reps**
- **Collaborate with schools to achieve their strategic plan**
- **Expand Computers for Kids Program**
- **Access and Awareness - a challenge**
- **Maintenance + do more**
- **Human Resources**
- **Establish Mentor Bank**
- **Funding**
- **Infrastructure**
- **Programmatic services**
- **Youth advisor to BOS**
- **WRL & JCCL**
- **HTSAC**
- **Waiting list for services**
- **Reduce wait time to receive services**

CONCLUSION/OUTCOME:

Summarizing our progress is a challenge. While we can provide quantitative data to paint a picture of success, it is the qualitative progress I want to emphasize. The long term goal for Youth Services includes expanding our outreach efforts to develop new partnerships with community based youth service providers while preserving existing ones. The outcome of this effort will insure that ***"All children and youth in our community will be valued as an asset, and as such, will be given every opportunity to grow up healthy, safe, and prepared for a positive future."***

Indicators included in the Children and Youth Services Annual Report:

1. prenatal care beginning in the first trimester
2. low birth weight babies
3. infant mortality rate

4. founded cases of child abuse or neglect
5. child death rate, ages 1-14
6. teen violent death rate, ages 15-19
7. intake cases involving delinquency ages 13-17
8. juveniles arrested for violent crimes, ages 12-17
9. 9^{th}-12^{th} graders who dropped out of school
10. students (ages 6-18) eligible for special education services
11. students promoted in grades K-3
12. child day care capacity
13. births to teenage girls, ages 15-17
14. births to single mothers
15. children in foster care
16. students approved for free or reduced price school lunch program
17. children receiving TANF
18. unemployment rate
19. average per capita income

Additional indicators being monitored by Youth Services include:

1. participation in programs
2. percentage of high school seniors pursuing higher education
3. test scores for 4^{th}, 8^{th}, and 11^{th} grades at or above average on SOL tests
4. number of youth on waiting lists for programs
5. customer satisfaction (youth and parents) with programs
6. percent of students who pass all of the physical education tests

Profile for James City, VA *(county)*

Demographics

		Trend Data			
		2001	2002	2003	2004
Population 0-17	James City	11,200	11,318	11,630	11,612
	VA	1,761,515	1,779,408	1,798,767	1,804,897

Welfare and Safety

		Trend Data				
		2000	2001	2002	2003	2004
Children in Foster Care (rate per 1,000)	James City	4	3	3	3	2
	VA	4	4	4	4	4
Juvenile Intake Cases	James City	-	15%	15%	15%	14%
	VA	-	13%	12%	11%	11%
Juveniles Arrested for Violent Crimes (raw number)	James City	10	8	12	10	7
	VA	1,135	1,186	1,185	1,097	1,179
Child Abuse or Neglect (founded number per 1,000 children)	James City	14.4	7.8	8.9	3.9	3.4
	VA	5.6	5.2	4.7	3.7	3.8
Child Abuse and Neglect Reports, Raw Number Founded	James City	162	87	101	30	26
	VA	9,730	8,993	8,388	4,286	4,507
Child Abuse and Neglect Reports, Raw Number Unfounded	James City	157	85	110	12	4
	VA	31,234	28,721	30,372	8,473	7,710

Child Abuse and Neglect Reports, Raw Number Assessed	**James City**	-	-	27	83	109
	VA	2,029	1,793	6,317	18,450	19,931

Healthy Births

		Trend Data				
		2000	**2001**	**2002**	**2003**	**2004**
Prenatal Care Beginning in the First Trimester	**James City**	92.4%	98.0%	94.8%	87.4%	83.1%
	VA	84.6%	84.9%	84.7%	84.8%	84.8%
Births to Teen Girls (number of births per 1,000 girls)	**James City**	-	-	-	-	10
	VA	-	21	19	17	18
Births to Single Mothers	**James City**	28.7%	23.5%	23.6%	25.4%	26.6%
	VA	30.0%	30.4%	30.5%	30.6%	31.0%
Low-Birthweight Babies	**James City**	6.0%	6.2%	5.8%	8.5%	7.7%
	VA	8.0%	7.9%	8.0%	8.2%	8.4%

Education

		Trend Data				
		2000	**2001**	**2002**	**2003**	**2004**
Students Eligible for Special Education Services (percent)	**James City**	0.0%	0.0%	0.0%	0.0%	14%
	VA	12.6%	13.0%	13.1%	13.4%	13.1%
Dropouts, 9th-12th Grade	**James City**	-	1.02%	2.35%	2.09%	2.04%
	VA	-	2.02%	2.17%	2.05%	1.87%
Child Day Care Capacity (number slots per 1,000 children)	**James City**	108	98	95	-	155
	VA	245	228	234	-	256
High School Graduates	**James City**	551	573	597	622	634
	VA	68,354	69,272	74,935	75,101	76,842

Economy

		Trend Data				
		2000	**2001**	**2002**	**2003**	**2004**
Students Approved for Free or Reduced Price School Lunch	**James City**	27%	28%	26%	24%	28%
	VA	31%	31%	32%	33%	33%
Per Capita Income	**James City**	$36,746	$38,793	$37,322	$38,466	-
	VA	$31,120	$32,338	$32,793	$33,730	-
Unemployment Rate	**James City**	1.5%	2.1%	2.4%	2.5%	3.1%
	VA	2.2%	3.5%	4.1%	4.1%	3.7%
Children Receiving TANF (was AFDC, number per 1,000 children)	**James City**	13	11	13	12	13
	VA	30	26	26	26	27
Median Income for Families with Children	**James City**	$59,656				
	VA	$54,169				
Median Income for Female- Headed Families with Children	**James City**	$24,453				
	VA	$21,602				
Poverty	**James City**	9%	8%	9%	10%	
	VA	12%	11%	13%	14%	

Mortality

		Trend Data				
		2000	**2001**	**2002**	**2003**	**2004**
Infant Mortality (raw number)	**James City**	2	2	2	5	2
	VA	676	730	725	766	768
Teen Violent Death (raw number)	**James City**	0	0	0	-	-
	VA	116	109	166		
Child Deaths (raw number)	**James City**	1	2	2	2	3
	VA	267	230	256	270	254
Teen Mortality	**James City**	0	0	1	3	3
	VA	325	289	307	299	302

Others:	2005
Participation in Programs(non duplicated)	57,936
Percentage of high school seniors pursuing higher education	88%
AYP Percentage of Students Passing	
English All	84%
Math All	87%
Science All	87%
Number of youth on waiting lists for programs	350
Customer satisfaction (youth and parents) with programs	96%
Percent of students who pass all of the physical education tests	
Elementary School	18%
Middle School	50%
High School	20.50%

James City County
Board of Supervisors
May 23, 2006
Work Session

Strategic Plan for Children & Youth
Services Progress Report

Our Vision

"All children and youth in our community will be viewed as an asset and as such, will be given every opportunity to grow up healthy, safe, and prepared for a positive future."

Background

- 2001 Youth Services identified as an area needing focused attention to insure effective programs, services, and interventions result in efficient use of resources
- A Strategic Plan Committee was established using County Staff and outside Youth Serving Agencies
- National, State and Local data were researched, program interviews conducted and 9 focus group teams established

Background Con't

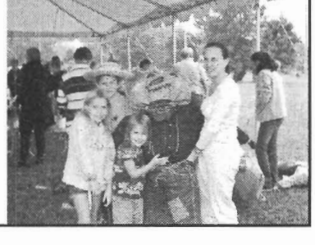
- Based on results and findings, the committee established 4 goal areas of the plan:
  - Increase coordination of programs and services
  - Promote family involvement
  - Improve access to services
  - Increase collaboration with schools
- Plan was adopted by BOS in 2002 and implementation began in the same year

Service Coordination

- Establishment of Youth Provider Team
- Shared Website
- Program Collaboration
- Combined Training Opportunities
- Improved Printed Media and Visibility

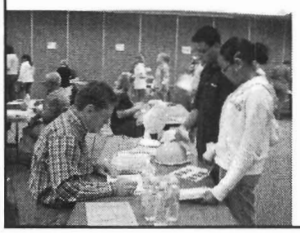
Promote Family Involvement

- Strengthening Families Curriculum
- Family Special Events
- Avoid out of Home Placements
- Increase Parent Volunteers



Access to Services

- Financial Assistance/Scholarships
- Transportation
- Development of New Programs

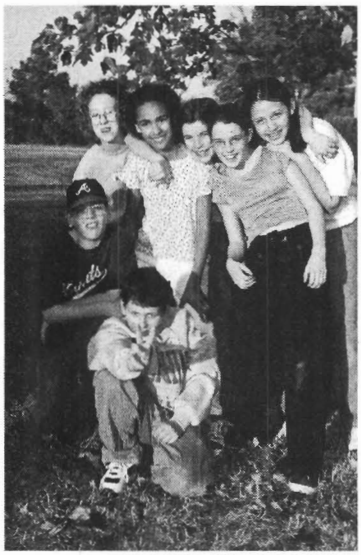


Increase Collaboration with Schools

- 4H Clubs and Science based curriculums
- After school Programs
- Grant Partnerships
- Job Skill Training Programs
- Truancy Prevention
- Referral and Transition Services for CEO
- Special Education Services
- Increased Parental Involvement

Successes

- Service Coordination
- Educated Providers
- Infrastructure
- Goals Achieved
- Shared Resources



Opportunities

- Increase number of Mentors/Volunteers
- Reduce wait time for services
- Services to Elementary age
- Access and Awareness
- Expand parental involvement through classes
- Continue to develop relationship with schools

Outcomes

- 155 Parent Volunteers
- 333 Youth Volunteers
- 1,504 Program Evaluations
- 111 Partnered Programs/Services
- 1,181 Youth Advisory Council Surveys Completed
- 72 Family Programs conducted
- 26,351 Participants at Family Programs

Outcomes

- $17,639 Scholarships
- $63,378 Reduced Fees
- $817 Free Admission Times
- 9 Program Grants
- 19,379 WAT Ridership
- 56 PCs – Computers for Kids Program
- 105 Youth & Families – STRIVE