

AGENDA
JAMES CITY COUNTY BOARD OF SUPERVISORS
RETREAT
JAMES CITY COUNTY OFFICE OF ELECTIONS
4095 IRONBOUND ROAD
WILLIAMSBURG, VA 23188
February 12, 2026
1:00 PM

A. CALL TO ORDER

B. ROLL CALL

C. BOARD DISCUSSIONS / GUIDANCE

1. Innerwill Facilitated Discussion
2. FY 2027 Budget Discussion
3. Tree Initiative
4. Parks and Recreation Master Plan
5. Landscape Ordinance
6. County Property
7. Community Land Trust

D. CLOSED SESSION

E. ADJOURNMENT

1. Adjourn until 1 pm on February 24, 2026 for the Business Meeting



FY2027-FY2028 Budget Discussion

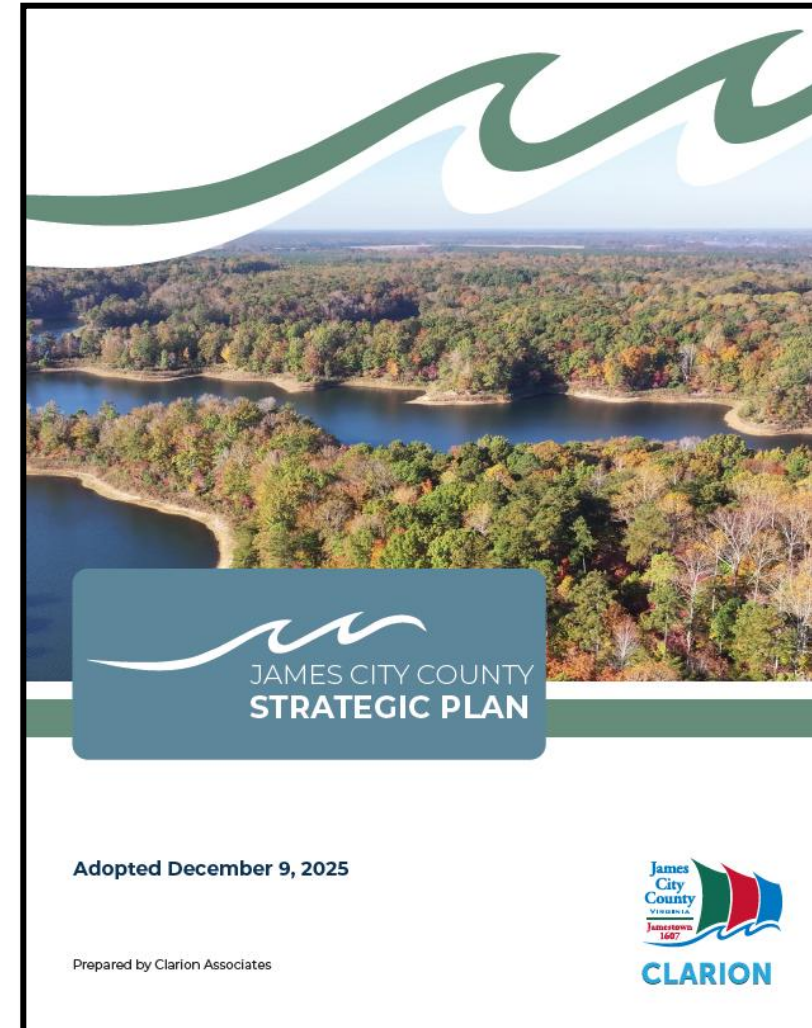
Board of Supervisors Retreat

February 12, 2026

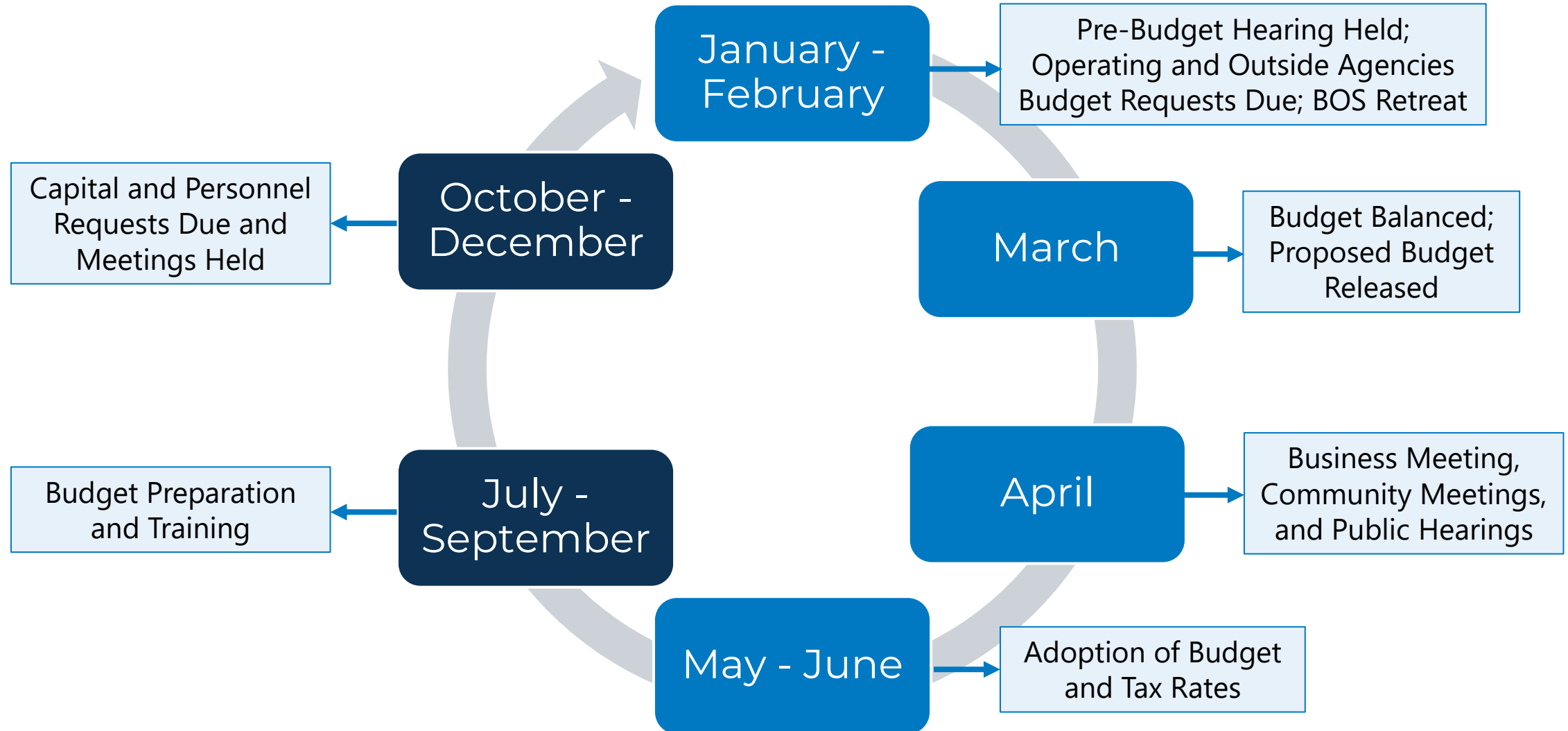


FY2027-FY2028 Budget Overview

- County has a two-year budget.
- FY2027 is the first year of the biennial budget and the only year appropriated for spending.
- FY2028 is the second year and serves as a plan.
- Incorporates Strategic Plan goals.
- Built from a needs-based perspective and balanced based on funding availability.



Budget Development Timeline



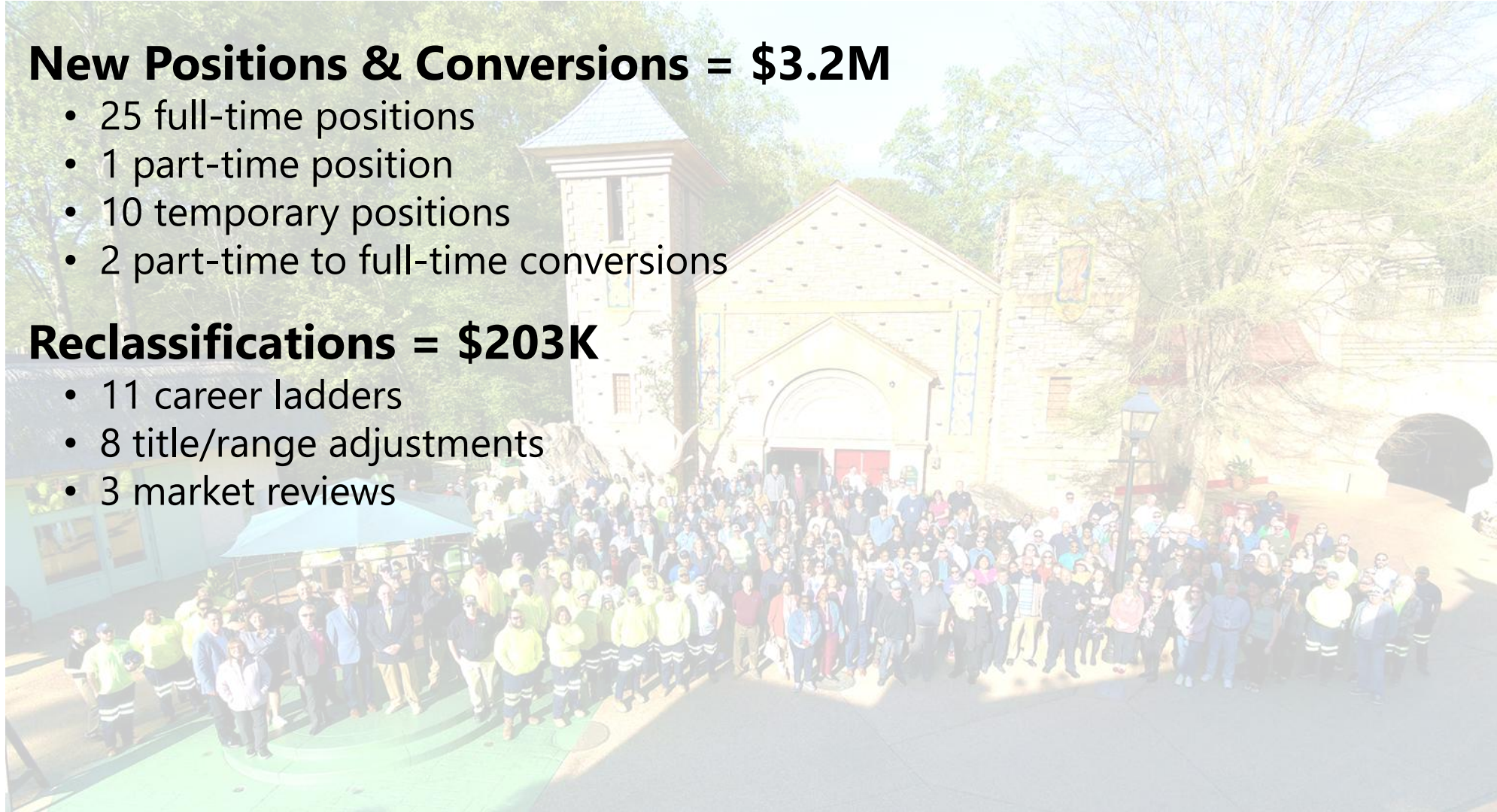
FY2027-FY2028 Personnel Requests

New Positions & Conversions = \$3.2M

- 25 full-time positions
- 1 part-time position
- 10 temporary positions
- 2 part-time to full-time conversions

Reclassifications = \$203K

- 11 career ladders
- 8 title/range adjustments
- 3 market reviews





FY2027 Outside Agency Requests*

Agency	FY2026 Adopted	FY2027 Requested	Difference
Colonial Behavioral Health	\$ 2,345,000	\$ 9,219,650	\$ 6,874,650
York County E911	3,200,620	3,772,380	571,760
Williamsburg Area Transit Authority	962,040	1,414,570	452,530
Virginia Peninsula Regional Jail	2,884,170	3,173,420	289,250
Child Development Resources	56,500	306,500	250,000
Williamsburg Regional Library	6,305,170	6,505,400	200,230
Lackey Clinic	20,000	80,000	60,000
Total	\$ 15,773,500	\$ 24,471,920	\$ 8,698,420

**Reflects requests >\$20,000 difference*



Real Estate Reassessment

“The fair market value of a property is the price which it will bring when it is offered for sale by one who desires, but is not obliged to sell it, and is bought by one who is under no necessity of having it.”

“Mass appraisal is the process of valuing a group of properties as of a given date and using common data, standardized methods, and statistical testing. To determine a parcel’s value, assessing officers must rely upon valuation equations, tables, and schedules developed through mathematical analysis of market data.”

Analysis Begins with Recent Sales

- Transfers may be disqualified from the sales analysis if not an arms-length transaction (i.e. family transfers, foreclosures, bank sales, estate sales, other distress sales related to court orders/divorces).
- Appraiser must confirm and verify the sale by extracting information and data which affected and impacted the sale and sale price. It may be necessary to extensively research a property transaction.
- The goal is to ensure that the database contains sufficient information to verify that the sale occurred as an arm's-length transaction and that the sale price reflects the market value of the real property transferred.

James City County Recent Sales

- The County performs biennial reassessments.
- Assessments are determined by using actual sales data from valid sales within a property's neighborhood or comparable neighborhoods from homes that have sold over the past two years.

Calendar Year	# of Residential Sales
2024	1,118
2025	1,168
Total	2,286

Preliminary Reassessment Results*

Property Class	No. of Parcels	Value Change	% Change
Agricultural	332	\$ 50,509,900	21.73%
Commercial	1,310	\$ 48,000,700	2.28%
Residential	33,969	\$ 1,708,606,000	11.84%
Multifamily	166	\$ 6,610,400	0.81%
Total	35,777	\$ 1,813,727,000	10.31%

** Before appeals and Board of Equalization*



Notice of Reassessment

James City County Real Estate Assessments Division

NOTICE OF REAL ESTATE ASSESSMENT CHANGE

ASSESSED VALUE FOR THE PROPERTY BELOW FOR FISCAL TAX YEARS

2027 (July 1, 2026–June 30, 2027) AND 2028 (July 1, 2027–June 30, 2028)

VALUATION AS OF JANUARY 1, 2026

Parcel Identification Number:

Property Address:

Legal Description:

Owner of Record:

	FY2025	FY2026	FY2027
LAND	\$125,800	\$125,800	\$139,900
IMPROVEMENT(S)	\$201,000	\$201,000	\$245,300
TOTAL	\$326,800	\$326,800	\$385,200
Tax Rate (Per \$100)	\$ 0.83	\$ 0.83	\$ 0.83**
Levy (Before Tax Programs)	\$2,712.44*	\$2,712.44* (0%)	\$3,197.16* (17.9%)

*Actual tax levies may differ and do not include any adjustments, exemption, tax relief or land use programs.

**A public hearing regarding the tax rate will be held April 14, 2026 at 101-F Mounts Bay Road Williamsburg, VA 23185.

The chief function of the Real Estate Assessments Division is to estimate the fair market value of each parcel of the real estate within the County. The amount of money the property owner pays in real estate taxes is directly tied to a rate determined by the County budgetary needs and set by the Board of Supervisors. Property owners and authorized agents have the right to view and make copies of records maintained by the local assessment office pursuant to Virginia State Code §§ 58.1-3331 and 58.1-3332. The records available and the procedures for accessing them are set out in Virginia State Code §§ 58.1-3331 and 58.1-3332. If you have any questions regarding this notice please contact the James City County Real Estate Assessments Division at 101-F Mounts Bay Road, Williamsburg, VA 23185. Normal office hours are Monday through Friday, 8 a.m.–5 p.m., 757-253-6650.

For information on upcoming public meetings and details about the assessment process, visit jamescitycountyva.gov/386

DEADLINE TO APPEAL TO THE REAL ESTATE ASSESSMENTS DIVISION:

March 30, 2026

DEADLINE TO APPEAL TO THE BOARD OF EQUALIZATION:

April 30, 2026



What Are My Options As a Property Owner?

- ✓ Reassessment Notices to be mailed February 27, 2026
(only if there is a change in value)
- ✓ Contact us and request to speak with your appraiser:
Monday- Friday, 8 a.m. - 5 p.m. (757) 253-6650
101-F Mounts Bay Road, Williamsburg, VA 23185
- ✓ View records/data used in the reassessment of your property
- ✓ Check for errors in land or building areas via a recorded survey or building plans
- ✓ Request an inspection to verify measurements, conditions, and other criteria
- ✓ **File an appeal** with the **Real Estate Assessments** Division by **March 30, 2026**
- ✓ **File an appeal** with the **Board of Equalization** by **April 30, 2026**

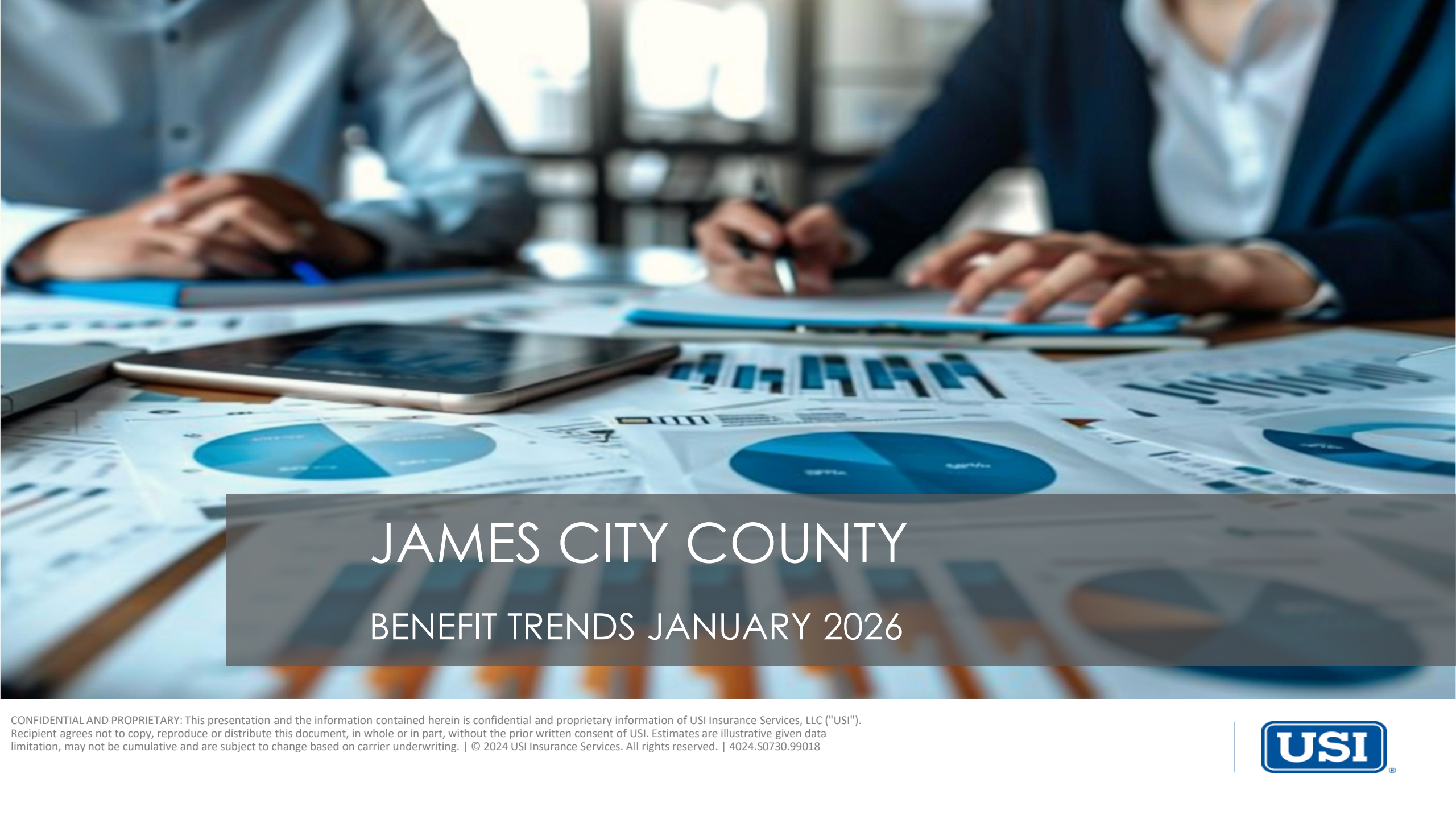




Board of Supervisors Taxes/Fees Authority

- Real Property Tax: \$.83 per \$100 assessed value; a penny on the rate = \$1.8M
- Personal Property Tax: rate varies by property type
- Local Sales Tax: 1% and Historic Triangle Sales Tax 1%: cannot increase
- Cigarette Tax: \$.02 per cigarette/\$.40 pack max. (County is at the max.)
- Lodging Tax: 5% maximum (County is at the max.)
- Meals Tax:
 - Moratorium ended on January 1, 2026 that prohibited increasing it
 - Maximum rate for Counties is 6%; County is at 4%
 - 1% increase = \$2M in revenue; 2% = \$4M in revenue
 - Burden would not be solely on our residents; visitors to our area would also pay it
- Admissions Tax: James City County and York County currently do not have the authority to impose; legislation is with the General Assembly to allow it
- Fees charged for services (i.e. Parks & Recreation, Community Development)
 - Typically review these in non-reassessments years
 - Consider setting rates to include convenience fees (credit card fees)



A blurred background image showing a business meeting. Two people are seated at a table, looking at documents and a tablet. The documents feature various financial charts, including pie charts and bar graphs, in shades of blue and white. The overall tone is professional and analytical.

JAMES CITY COUNTY

BENEFIT TRENDS JANUARY 2026

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Why is Healthcare Cost Increasing?



Technology Improvements – The cost of new technology and therapeutic treatments.



Pharmacy – Research and development costs and increased usage of more specialty drugs.



Aging Workforce – As individuals are working at an older age than they have in the past, the increased utilization that accompanies aging has resulted in increased group health insurance utilization.



Administrative Cost – Staffing shortages for nurses has forced healthcare providers to pay more in wages to retain employees. In addition, the lack of workers combined with increased demand for services has put a strain on the healthcare system. Leads to higher reimbursement negotiations with carriers.



Consolidation Among Hospitals and Providers – The regional expansion of providers has limited competition and increased bargaining power when negotiating with insurance carriers.



Plan Design Leveraging

Federal Health Policy & Legislation

The State of Healthcare in America

Many employers have budgeted for a projected 9% or more increase in medical trend for 2026; however, some are seeing health plan renewals coming back much higher, ranging from 18% to 25%.¹ As health plan costs continue to rise, employers face unprecedented challenges in managing benefits budgets.

Reasons for Healthcare Inflation

- 1 High claim volume and increasing costs of large claims (e.g., higher rates of late-stage cancer diagnoses and complex health conditions)
- 2 Post-pandemic health care network contract negotiations and cost-shifting
- 3 Continued uncertainty about the impacts of tariffs on medical goods and unknown impacts of Federal cuts to Medicare, Medicaid, and ACA subsidies ²
- 4 Rising pharmacy costs, driven by the rapid adoption of GLP-1s and an expanding pipeline of costly specialty drugs
- 5 Increasing utilization of behavioral health, driven by longer treatment durations and higher per-episode costs ³

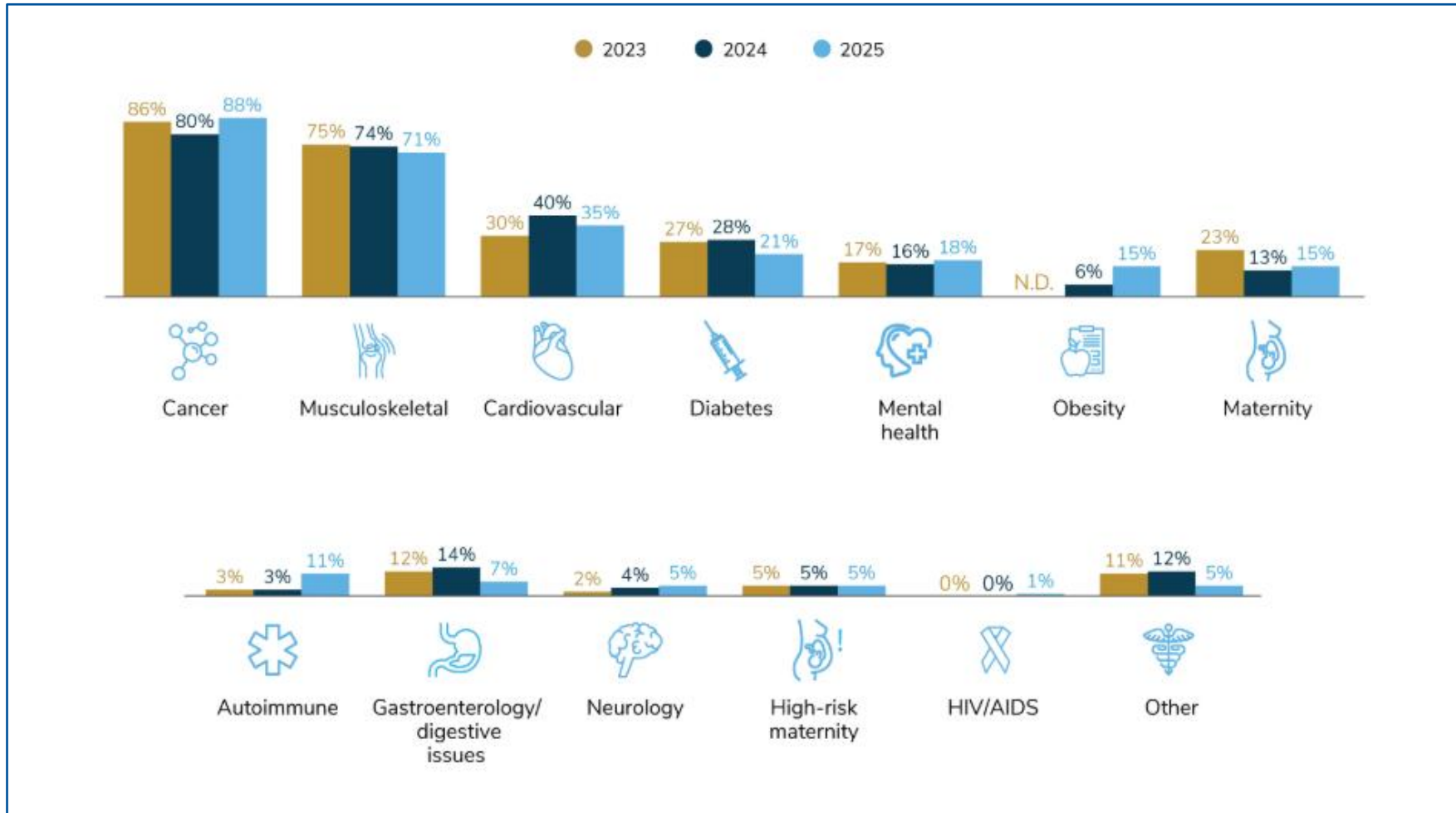
¹ <https://www.businessgrouphealth.org/resources/2026-employer-health-care-strategy-survey-executive-summary#b-employers-guide-with-view-all>

² <https://www.kff.org/quick-take/tariffs-are-driving-2026-health-insurance-premiums-up/>

³ PwC: "No let up in sight: 2026 medical cost trend set to grow at 8.5%"; accessed October 9, 2025, from <https://www.pwc.com/us/en/industries/health-industries/library/assets/pwc-behind-the-numbers-2026.pdf>

Health Condition Trends

What conditions are impacting employer's costs?



2026 Employer Health Care Strategy Survey, Business Group on Health- Executive Summary, figure 4

Avoid Major Depression Diagnosis

When depression is present with comorbid conditions, costs are compounded, and the severity of conditions exacerbated.

The Value of Early Treatment

- Depression is an expensive condition involving outpatient therapy, prescription drugs, and in some cases inpatient hospital stays.
- When a person has both depression and another major illness at the same time, the financial impact of each is compounded.
- Significant costs can be avoided by treating depression before another major illness sets in.
- The savings opportunity of helping treat depression before it progresses is estimated at 2% to 8% of total medical and drug claims.

Pharmacy Trend

Percentage of Health Care Spend on Pharmacy Overall (Median), 2024



What is driving pharmacy trend?

- Specialty Drugs & Biologics
- High Demand for new drugs (GLP-1s)
 - Most self-funded plans do not cover GLP-1s for weight loss.
 - Carriers do not cover GLP-1s for weight loss under fully insured plans.
- Price Inflation on existing drugs
- Price Opacity/Transparency
- Chronic Disease & Aging population
- Market Factors (Regulatory, Patent, & Exclusivity)

2026 Employer Health Care Strategy Survey, Business Group on Health-Executive Summary, figure 4

Reinsurance Trends

Stop loss procurement is often given less attention than the medical or Rx renewal, however given the increasing exposure to large claims it should be thoroughly examined.

- Stop loss premium typically represents up to only 10% total health care costs yet is vitally important given the large claim exposures it covers.
- USI leverages our market size and underwriting expertise to negotiate best in class reinsurance contracts in concert with delivering proactive population health and Rx management interventions.
- The **USI Stop Loss Consortium** provides both rate caps and no new laser protection, as well as access to other benefits such as dividend programs, plan mirroring, and early rate lock provisions.
- Smaller brokers or a single employer often lack the leverage to push back and demand appropriate contractual terms.



Medicines and Vaccines in Development



Sources: 1. 2020 Sun Life Stop-loss Research Report: High-cost Claims and Injectable Drug Trends Analysis. (n.d.). Retrieved September 15, 2020, from <https://sunlife.showpad.com/share/oCJu5BJg1Gk5XUvqi2IZb>

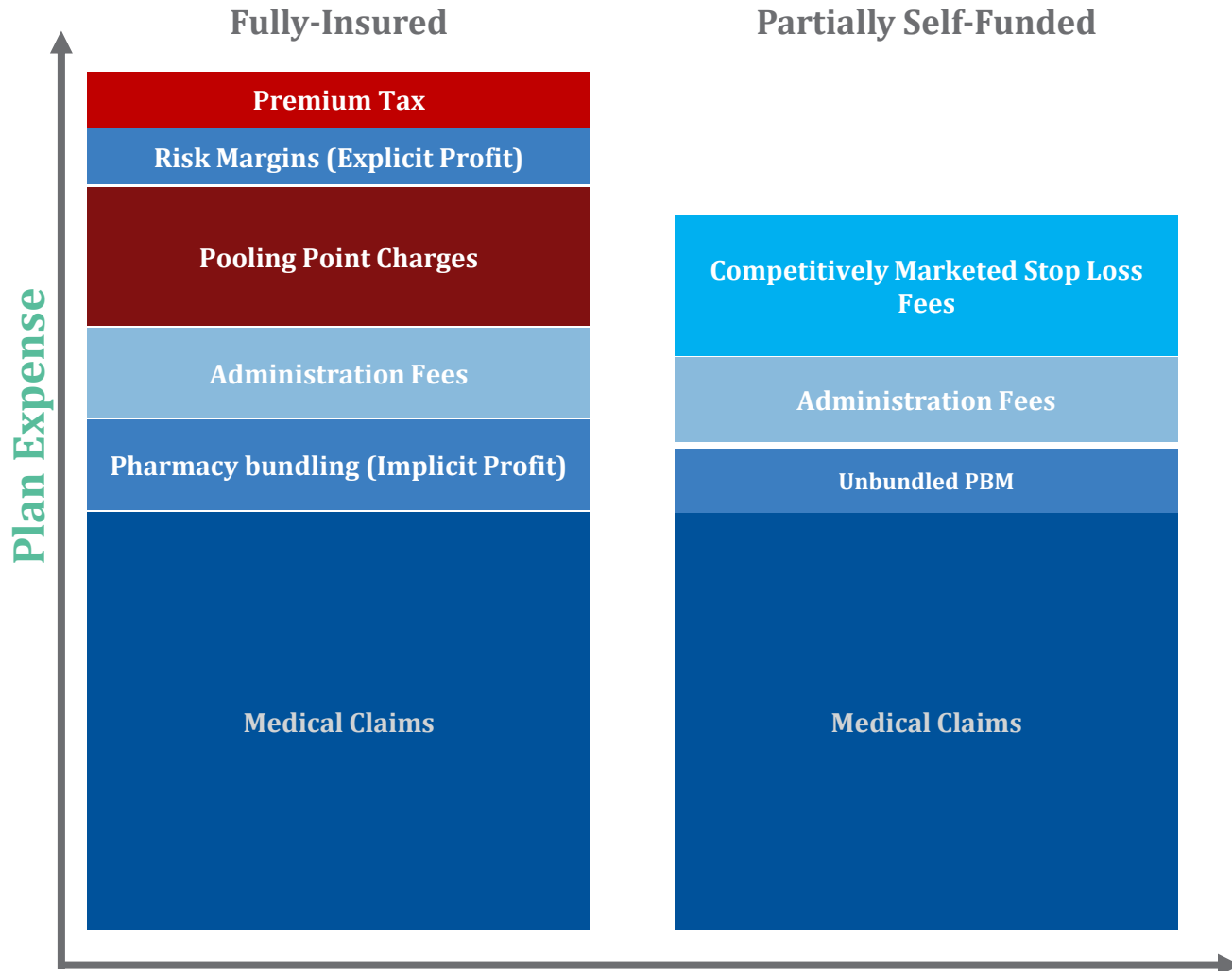
2. Medicines in Development 2020 Report – Cell & Gene Therapies. America's Biopharmaceutical Companies.

3. Medicines in Development 2020 Report – Infectious Diseases. America's Biopharmaceutical Companies.

4. Medicines in Development 2020 Report – Cancer. America's Biopharmaceutical Companies.

Components of a Health Insurance Price

- Much of the difference comes down to taxes and profit margins
- There can also be differences between pooling charges and costs of stop loss, however this usually does not amount to much.



What Has the County Done to Mitigate Costs?

- ✓ Terminated Cigna and awarded contract to Sentara. Sentara savings vs. Cigna were approx. \$3.6 million annually.
- ✓ Negotiated lower administrative fees. Fees were approx. \$40K/mon. and current fees are approx. \$8K/mon.
- ✓ Negotiated fixed costs on generic drugs.
- ✓ Negotiated significant increase to pharmacy rebates from \$467K to \$941K annually.
- ✓ Increased our specific stop loss limit from \$150k to \$200k. Premium savings were approx. \$400k annually.



FY2027-FY2028 Budget Discussion

Board of Supervisors Retreat
February 12, 2026



FY2027-FY2028 Budget Presentation Capital Improvement Program Requests

Board of Supervisors Retreat

February 12, 2026

Capital Improvement Program (CIP) Summary

- 5-Year Program: FY2027-FY2031
- Includes Capital Projects and Capital Maintenance
 - 28 Capital Project Requests - \$316.6M
 - 84 Capital Maintenance Requests - \$149.0M



Capital Improvement Program (CIP) Changes

- Public Works

- Removed Warehouse project request (\$10.8M); increased capital maintenance for \$300K Tewning Road renovation.
- Removed Courthouse Addition project request (\$4M); delayed expansion to FY2038.

- Schools

- Removed Central Office Addition project request (\$1.3M).
- Removed Storage Facility project request (\$5.9M).



FY2027-FY2031 Capital Project Requests

Department	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
General Administration	\$ 72,000,000	\$ 52,000,000	\$ -	\$ -	\$ -	\$ 124,000,000
Parks and Recreation	8,100,000	4,820,000	14,100,000	5,500,000	7,500,000	40,020,000
Public Works	16,204,000	2,600,000	2,634,000	2,493,000	2,613,000	26,544,000
Public Safety	858,710	2,376,490	23,653,770	11,868,820	21,875,000	60,632,790
Schools	1,622,000	1,037,000	-	1,035,000	10,353,000	14,047,000
Library	14,000,000	11,100,000	-	1,000,000	9,000,000	35,100,000
Community Development	2,750,000	3,000,000	3,250,000	3,500,000	3,750,000	16,250,000
Total	\$ 115,534,710	\$ 76,933,490	\$ 43,637,770	\$ 25,396,820	\$ 55,091,000	\$ 316,593,790
<i>Plan Total</i>	<i>104,454,000</i>	<i>85,692,000</i>	<i>33,584,000</i>	<i>9,163,000</i>	<i>-</i>	<i>\$ 232,893,000</i>



Capital Project Requests – General Administration

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Consolidated Government Center	\$ 72,000,000	\$ 52,000,000	\$ -	\$ -	\$ -	\$ 124,000,000
<i>Plan Amounts:</i>	<i>62,000,000</i>	<i>62,000,000</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>124,000,000</i>



Capital Project Requests – Parks and Recreation

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Grove Community Park	\$ 7,700,000	\$ -	\$ -	\$ -	\$ -	\$ 7,700,000
Greensprings Interpretive Trail Restrooms	400,000	-	-	-	-	400,000
Upper County Park Splash Pad	-	950,000	-	-	-	950,000
CRP Restrooms and Concession Building	-	1,100,000	-	-	-	1,100,000
WSC Softball/Baseball Complex	-	1,800,000	14,100,000	-	-	15,900,000
Warhill Sports Complex Connector Road	-	970,000	-	-	-	970,000
Chickahominy Riverfront Park Paddlecraft Area	-	-	-	1,700,000	-	1,700,000
Veterans Park Improvements	-	-	-	2,400,000	-	2,400,000
Chickahominy Riverfront Park Multi-Use Trail	-	-	-	400,000	3,200,000	3,600,000
Upper County Park Multi-Use Trail	-	-	-	1,000,000	-	1,000,000
Brickyard Landing Improvements	-	-	-	-	700,000	700,000
Jamestown Beach Event Park Improvements	-	-	-	-	3,600,000	3,600,000
Total	\$ 8,100,000	\$ 4,820,000	\$ 14,100,000	\$ 5,500,000	\$ 7,500,000	\$ 40,020,000
<i>Plan Total:</i>	<i>7,400,000</i>	<i>-</i>	<i>13,700,000</i>	<i>1,570,000</i>	<i>-</i>	<i>22,670,000</i>

Capital Project Requests – Public Works

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Public Works Admin./Ops. Building	\$ 14,000,000	\$ -	\$ -	\$ -	\$ -	\$ 14,000,000
Stormwater Infrastructure	2,204,000	2,600,000	2,634,000	2,493,000	2,613,000	12,544,000
Total	\$ 16,204,000	\$ 2,600,000	\$ 2,634,000	\$ 2,493,000	\$ 2,613,000	\$ 26,544,000
<i>Plan Total:</i>	<i>15,904,000</i>	<i>2,600,000</i>	<i>2,634,000</i>	<i>2,493,000</i>	<i>-</i>	<i>23,631,000</i>

Capital Project Requests – Fire Department

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Fire Station 3 Replacement	\$ -	\$ 2,215,000	\$ 23,020,000	\$ -	\$ -	\$ 25,235,000
Fire Station 6	-	-	-	2,090,000	21,875,000	23,965,000
Total	\$ -	\$ 2,215,000	\$ 23,020,000	\$ 2,090,000	\$ 21,875,000	\$ 49,200,000
<i>Plan Total:</i>	-	1,200,000	14,000,000	1,600,000	-	16,800,000

Capital Project Requests – Police Department

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Pre-Fabricated Range Classroom	\$ -	\$ -	\$ -	\$ 1,578,720	\$ -	\$ 1,578,720
Vehicle Covered Parking	749,020	-	-	-	-	749,020
Drone First Responder Launch Site	-	161,490	-	-	-	161,490
Law Enforcement Center - Expansion	109,690	-	633,770	8,200,100	-	8,943,560
Total	\$ 858,710	\$ 161,490	\$ 633,770	\$ 9,778,820	\$ -	\$ 11,432,790
<i>Plan Total:</i>	-	-	-	-	-	\$ -

Capital Project Requests – Schools

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Norge Elementary Bus Canopy	\$ -	\$ 492,000	\$ -	\$ -	\$ -	\$ 492,000
Hornsby Middle Bus Canopy	-	545,000	-	-	-	545,000
Warhill - Career & Technical Center	-	-	-	1,035,000	10,353,000	11,388,000
Cooley Field	1,622,000	-	-	-	-	1,622,000
Total	\$ 1,622,000	\$ 1,037,000	\$ -	\$ 1,035,000	\$10,353,000	\$ 14,047,000
<i>Plan Total:</i>	-	1,037,000	-	-	-	1,037,000

Capital Project Requests –Library

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Govt. Center - Library Addition	\$ 14,000,000	\$ 11,100,000	\$ -	\$ -	\$ -	\$ 25,100,000
Grove Area Library	-	-	-	1,000,000	9,000,000	10,000,000
Total	\$ 14,000,000	\$ 11,100,000	\$ -	\$ 1,000,000	\$ 9,000,000	\$ 35,100,000
<i>Plan Total:</i>	<i>16,400,000</i>	<i>16,400,000</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>\$ 32,800,000</i>

Capital Project Requests – Community Development

Project	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Transportation Match	\$ 2,750,000	\$ 3,000,000	\$ 3,250,000	\$ 3,500,000	\$ 3,750,000	\$ 16,250,000
<i>Plan Amounts:</i>	2,750,000	3,000,000	3,250,000	3,500,000	-	12,500,000





FY2027-FY2031 Capital Maintenance Requests

Department	FY2027	FY2028	FY2029	FY2030	FY2031	5-Year Total
Parks and Recreation	\$ 3,321,000	\$ 1,208,000	\$ 171,000	\$ 549,000	\$ 5,169,000	\$ 10,418,000
Public Works	4,303,000	4,388,000	4,889,000	4,233,000	4,343,000	22,156,000
Public Safety	886,000	3,520,760	7,703,990	1,695,510	3,143,130	16,949,390
Schools	9,493,000	19,354,000	17,398,000	17,104,000	17,049,000	80,398,000
Library	1,109,000	2,100,000	2,200,000	-	-	5,409,000
Community Development	2,500,000	2,500,000	2,500,000	2,500,000	2,250,000	12,250,000
Information Resource Mgmt.	395,000	675,000	-	-	-	1,070,000
Office of Elections	-	-	358,000	-	-	358,000
Total	\$ 22,007,000	\$ 33,745,760	\$ 35,219,990	\$ 26,081,510	\$ 31,954,130	\$ 149,008,390
<i>Plan Total:</i>	<i>18,685,600</i>	<i>26,158,100</i>	<i>27,757,100</i>	<i>24,082,000</i>	<i>-</i>	<i>96,682,800</i>





FY2027-FY2028 Budget Presentation Capital Improvement Program Requests

Board of Supervisors Retreat

February 12, 2026



James City County Community Forest Program Re-Tree JCC

James City County Community Forest Program

Mission

Educate and engage our community, protect and preserve existing trees, and restore our tree canopy through intentional planting and stewardship—one tree at a time.



James City County Community Forest Program

Goals

- Educate residents on the value of trees, tree selection, planting and maintenance.
- Identify neighborhoods that would benefit most from an increased tree canopy.
- Improve local air and water quality by replacing trees that are removed due to development or disease.
- Establish an advisory committee to work with staff and recruit volunteers to assist with community education and community projects.
- Mitigate hazards by regularly identifying and managing hazardous trees to ensure public safety.
- Develop a comprehensive plan so we maintain a healthy balance of trees, open space and infrastructure to support or residential and commercial growth.



VA localities with Forestry/Tree Stewardship Programs

- Newport News, Hampton, Va Beach, Norfolk, Henrico, Richmond, Charlottesville, Arlington, Hopewell, Fairfax, Leesburg, Harrisonburg, City of Roanoke, Salem, Vinton
- [Chesapeake](#)
- [Fredericksburg](#)
- [James City County](#)

Chesapeake Program

Chesapeake City Tree



The Chesapeake City Tree is the Bald Cypress (*Taxodium distichum*)

Volunteer Activities

- Tree Plantings
- Invasive Species Removal Days
- Weed Warrior Wednesdays

Chesapeake Parks, Recreation and Tourism provides numerous volunteer opportunities throughout the year. [Register](#) to volunteer with us!

Tree Resources and Information

[Chesapeake Tree List \(PDF\)](#) - The Tree Board highly recommends homeowners and businesses within Chesapeake utilize this list when selecting trees.

[Chesapeake Celebrates Trees](#) - an ever-growing event that is family friendly, educational, and entertaining, with demonstrations and giveaways.

[Department of Forestry Tree Owner's Manual \(PDF\)](#) - this manual is very helpful for people at all levels of tree ownership and experience!

[City of Chesapeake Tree Removal Policy](#) - learn what trees the city will, or will not remove.

[Chesapeake Landscape and Tree Preservation Ordinance](#) - Preservation of existing trees is important, learn how this ordinance supports this.



Fredericksburg Program

Commitment to a Thriving Urban Canopy

The City of Fredericksburg is dedicated to the development and maintenance of its urban forestry program. Through strategic planning, advanced technology, and strong community partnerships, we are ensuring a healthy and sustainable tree canopy for generations to come.

The Legacy of Tree Fredericksburg

Since 2008, Tree Fredericksburg has played a key role in tree planting and maintenance throughout the city. In partnership with the City of Fredericksburg, the organization set an ambitious goal to plant 10,000 trees, which was successfully met last year. Their leadership and volunteer efforts have significantly advanced Fredericksburg's environmental initiatives.

As of 2024, Tree Fredericksburg transitioned much of its work back to the City. In preparation for this, the City hired full-time ISA-certified arborist Bicknell Robbins in 2023. Mr. Robbins brings extensive expertise in arboriculture and tree risk assessment. His work focuses on continued health of Fredericksburg's urban forest.

City Arborist

Our Arborist can address tree questions (tree cutting, trimming, pruning) as well as providing tree service for city trees throughout the Right of Way areas in the city. [Request a Service](#) or contact **Bicknell Robbins, City Arborist**.

Contact the City Arborist



Bicknell Robbins

City's Arborist

[Email Mr. Robbins](#)

Phone: [540-372-1023](tel:540-372-1023)



State Code Opportunities

- Any locality may adopt an ordinance providing for the planting and replacement of trees during development
 - The ordinance shall require that the site plan for any subdivision or development include the planting or replacement of trees on the site
 - 10% tree canopy for commercial or industrial zones
 - 20% for residential less than 10 units per acre
- A locality may, by ordinance, establish a tree canopy fund to collect, maintain, and distribute fees collected from developers cannot provide full tree canopy requirements on-site

JCC Program

James City County Forestry Program

James City County values its urban forest, which provides a host of community benefits including beauty, clean air, temperature moderation, stormwater management and wildlife habitat. Through strategic planning, advanced technology, and strong community partnerships, we are ensuring a healthy and sustainable tree canopy for generations to come.

Tree Emergencies - Citizen Reporting

Tree Location	Who To Contact
On Your House	Get everyone safely out of your house. Use your cellphone or go to a neighbor's house and call 9-1-1.
On Utility Lines	Never touch a downed wire or trees in contact with power lines. Call Dominion Power at 1-866-366-4357.
On Private Property	Removal is the property owner's responsibility.
Residential Property Maintenance	Residential property maintenance concerns including tall grass, weeds, overgrown brush: report online through the County's Fix It application.

Tree Information Resources

- [Homeowner Assistance for Urban and Community Forestry](#)
- [Healthy Trees, Healthy Lives](#)
- [Find an Arborist](#)
- [Community Resources \(Virginia Department of Forestry\)](#)



Next Steps – Do we...

- Start a JCC Community Forest Program and if so, at what level?
- Build a website for education and resources?
- Recruit additional staff, potentially an arborist, to manage a more comprehensive program that coordinate services with existing staff, establishes and manages the advisory committee and volunteers and is a professional resource to residents?
- Consider Ordinance changes to require tree canopy?

Parks and Recreation Master Plan

Board of Supervisors | February 2026



Agenda



1. Introductions
2. Project Management: Schedule & Approach
3. Equitable Engagement Strategy
4. Project Highlights
3. Q &A

Agenda



1. Introductions
2. Project Approach & Timeline
3. Equitable Engagement Strategy
4. Project Highlights
5. Q &A



About BerryDunn



Founded in **1974**



37 years serving
the public sector



60 principals



900+ employees

Inspiring Organizations to Transform and Innovate

BerryDunn's **Parks, Recreation, Libraries** Practice works with municipal parks and recreation agencies across the country to support initiatives such as:



- Strategic and master planning
- Operational and organizational assessments
- Staffing and cultural assessments
- Financial analyses and cost recovery
- And more!



1

Discovery

2

Engagement

3

Analysis

4

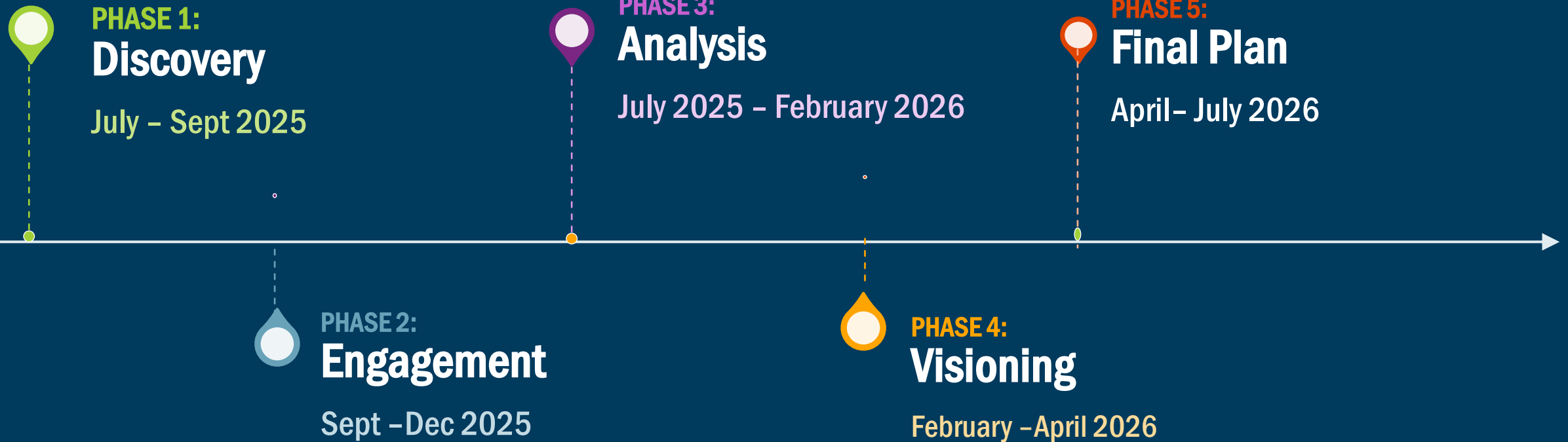
Visioning

5

Draft and Final
Plan



Project Timeline Overview



Our approach to engagement

IMMERSIVE: We meet people where they gather in the community.

CUSTOMIZED: Our engagement tools are customized to your unique needs.

CONVENIENT: Our hybrid approach (digital and in-person) makes it easy and convenient for residents to contribute.

INCLUSIVE: Engaging with hard-to-reach audiences is our specialty.

DEFENDABLE: By measuring “touchpoints,” we provide more than just a number of respondents; we actively quantify invitations to the conversation.



Memorable & Recognizable Project Brand

Branding the planning process tells your community that they are a part of something important and long-lasting

HAVE A SAY HOW YOU PLAY

James City County
Virginia
Jamestown 1607
Parks & Recreation



We need your ideas to shape the future of parks, recreation and programs in James City County!



Visit the project website, tell us your ideas and get involved in the planning process.

CREATING RECREATION FOR ALL!

HAVE A SAY HOW YOU PLAY

We need your ideas to shape the future of parks, recreation and programs in James City County!



James City County
Virginia
Jamestown 1607
Parks & Recreation

CREATING RECREATION FOR ALL!

Where do you live?

☐ James City County
☐ Outside of James City County

How well does James City County's parks and recreation system meet your needs?

☆☆☆☆☆

**HAVE A SAY
HOW YOU PLAY**

James City County
Virginia
Jamestown 1607
Parks & Recreation

CREATING RECREATION FOR ALL!

What's important to you? (Select all that apply)

☐ Trails (biking, walking, running)

☐ Recreation programs (fitness classes)

☐ Aquatics (pools and splashpads)

☐ Team and individual sports (racquet sports, leagues, disc golf)

☐ Parks (playgrounds, nature, pavilions)

☐ Special events (festivals, live music, movies in the park)

☐ Arts and culture (public art, visual and performing arts instruction)

☐ Other: _____

Share your thoughts and ideas:

¿Dónde vives?

☐ El Condado de James City
☐ Fuera del Condado de James City

¿Qué tan satisfecho estás con el sistema de Parques y Recreación de El Condado de James City?

☆☆☆☆☆

TEN VOZ SOBRE CÓMO JUEGAS

James City County
Virginia
Jamestown 1607
Parks & Recreation

¡CREANDO RECREACIÓN PARA TODOS!

¿Qué es importante para ti? (Selecciona todas las opciones que correspondan)

☐ Senderos (ciclismo, caminata, correr)

☐ Programas recreativos (clases de fitness)

☐ Actividades acuáticas (piscinas y parques acuáticos)

☐ Deportes individuales y de equipo (deportes de raqueta, ligas)

☐ Parques (zonas infantiles, naturaleza, pabellones)

☐ Eventos especiales (festivales, música en vivo, películas en el parque)

☐ Arte y cultura (arte público, instrucción en artes visuales y escénicas)

☐ Otra: _____

Comparte tus ideas y opiniones:

Equitable Community Engagement



Harvest Festival

Youth Advisory Board

Senior Engagement- Bingo

Community Listening Session

Department Leadership Interview

Statistically Valid Survey

Volunteer and Partner Session



Boo Bash at the Beach

Youth Advisory Board

Senior Engagement- Bingo

Skate Park Pop-Up

Recreation Centers Pop-Up

High School Football Game Pop-Up



Traditional Engagement Overview

- Leadership Interviews – Participants
 - City Managers Office
 - City Department Directors
- Listening Sessions- Participants
 - Parks and Recreation users/community members
 - Teen community members
 - Civic groups
 - Public safety
 - Educators
 - Sports group leaders
 - Public schools
 - Local non-profit groups
- Staff Focus Groups Meeting – Participants
 - Department staff- SWOT Survey; Staff Sessions

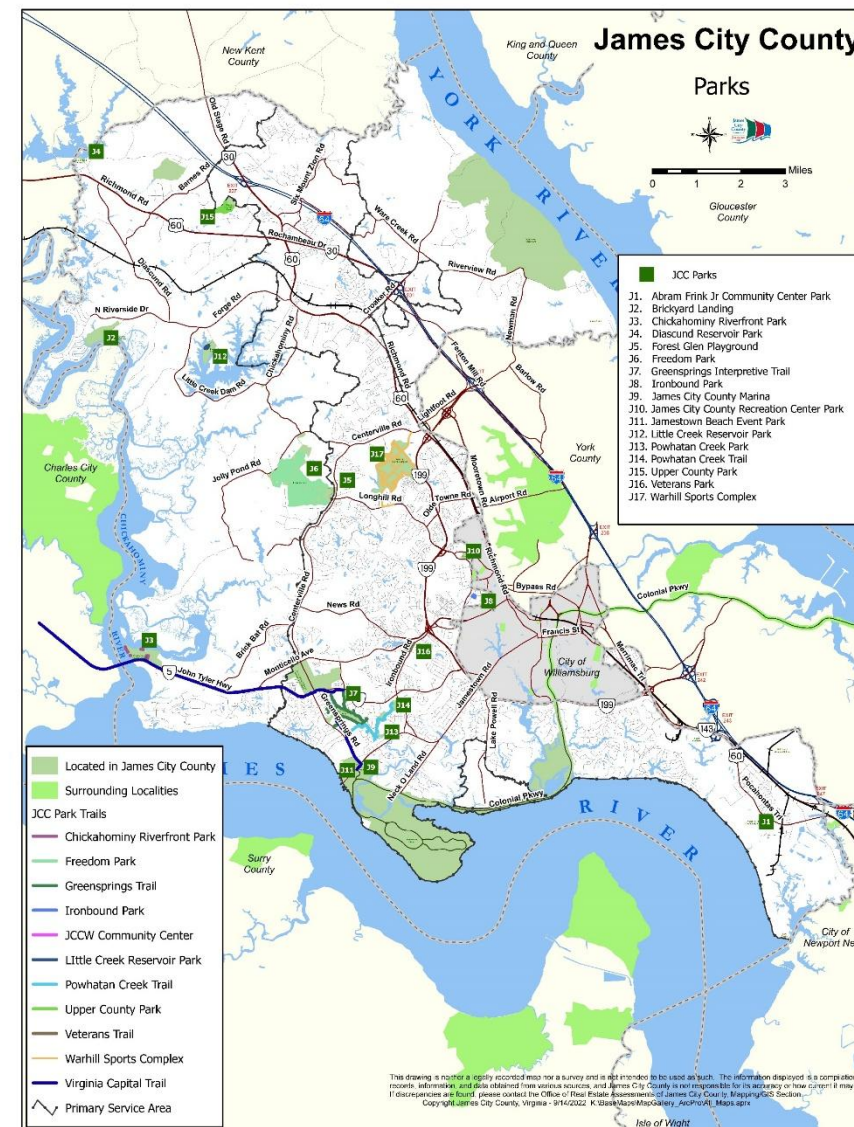
Special Focus on Specific Needs

- Active adults
- Minority groups
 - Asian
 - Hispanic/Latino
 - Black/African American
- Park equity
- Accessibility and inclusion
- Community wellness

Over 3,700 touch point to date!

Park and Facility Assessment

- Inventory of Facilities, Parks, and Trails
- Conditions Assessment
- Recommended Updates/Additions
- Cost Estimates
- Alternative Funding Strategies





What are three department priorities for the next 5 years?



What three things would you like to see as actionable outcomes of this master planning process?



What key challenges or values in the community should be considered while developing the Parks and Recreation Master Plan?



Next Steps

- Finalizing analysis
- Visioning Session
- Draft Document
- Draft Presentation
- Final Document





Here's my contact information:

James Mickle CPRP CPSI

Manager, BerryDunn

james.mickle@berrydunn.com





Landscape Ordinance

February 12, 2026

Purpose & Goal

- To receive consensus and direction from the Board for staff to draft a tiered waiver process within the existing Landscape Ordinance.
- Based on feedback received to date, such a tiered approach could include objective factors such as:
 - Whether or not the property is along a Community Character Corridor or within a Community Character Area;
 - Whether or not the property is used for Industrial purposes;
 - Whether or not a project is new development or infill redevelopment



Overview of the Landscape Ordinance

For Reference Only
(as originally presented on October 28, 2025)

Landscape Ordinance, Historical Basis

- 1975 Comprehensive Plan includes Jamestown Road as a greenbelt road:
 - “A band of vegetation along a road screens development, serves as a noise buffer & enhances the visual appearance of the community...Greenbelts can help preserve the spirit of an agrarian heritage & perpetuate a rural character.”
- 1982 Comprehensive Plan Goal:
 - Aesthetics & Character Goal: “Encourage new development to be harmonious with the features of the physical environment & protect sites of historical significance.”
- 1987: Criteria & Guidelines developed for Alternative Landscape Treatment on Greenbelt Roadways



Landscape Ordinance, Historical Basis (cont'd)

1991: Public Input Survey notes “considerable interest” in “improving the aesthetics & character” of the County

- The Greenbelt Policy preserves roadsides in their natural state & provide for enhanced landscaping primarily through proffers or conditions required for rezonings & special use permits
- 1997 Comprehensive Plan:
 - Adopted Community Character Corridors, including Jamestown Road.
 - Residents identified natural & historic features as integral to the County’s character: “comments called for development to respect the context of the area & minimize its impacts on the area through landscaping...”
 - Carried forward in 2003 and 2009 updates to the Comprehensive Plan

Landscape Ordinance, Historical Basis

(cont'd)

- 2015 Comprehensive Plan:
 - Citizens supported community character, preserving natural buffers & enhancing streetscapes. Recommended developments include preservation of trees & shrubs & installation of street trees & shade trees
- 2021 Comprehensive Plan:
 - Carried over strategies from 2009 and 2015 Comp. Plan updates, including: “Preserve & enhance entrance corridors & roads that promote the rural, natural, or historic character of the County.”
- County’s first dedicated and detailed landscape ordinance was adopted by the BOS on July 2, 1990

Landscape Ordinance, Purpose and Objectives

1. Ensure development which is consistent with the goals of the Comprehensive Plan related to natural resources, environmental and land use standards, Community Character Corridors, and aesthetics;
2. Retain the historic and natural character of James City County by reducing the visual impact of signs, parking lots, buildings and structures and protecting, preserving and enhancing its natural physical wooded character with emphasis on preserving the existing tree canopy and other indigenous vegetation and providing such canopy and vegetation where it does not exist;
3. Minimize the environmental and land use impacts of developments associated with noise, glare, dust and movement; changes in appearance, character and value of neighboring properties; and effects on air and water quality, stormwater runoff, groundwater recharge and soil erosion by preserving existing tree canopies and indigenous vegetation and restoring such canopies and vegetation and providing other landscape features;
4. Promote traffic safety by controlling views and visually defining circulation patterns;
5. Provide more comfortable exterior spaces and conserve energy by preserving and providing tree canopies and other landscape features which provide shade and windbreaks; and
6. Ensure the location, type, and maintenance of plant materials create and maintain a safe environment for users of the site.

Landscape Ordinance, Minimum requirements

- Minimum Planting required:
 - Adjacent to buildings
 - Along the roadway
 - And for Street Tree placement for Residential developments
 - Parking lots
 - Screening for Outdoor operations & storage, objectionable features, BMP's
 - Screening between conflicting land uses and for certain zoning districts
- Additional planting above ordinance minimums can be required as part of a legislative case via BOS adopted SUP conditions or via voluntary proffers offered by the applicant “in consideration of the approval of the requested rezoning”

Landscape Ordinance, Minimum requirements (cont'd)

- Requirements for:
 - Plan to be prepared by appropriate design professional
 - Installation guarantee prior to the issuance of a Certificate of Occupancy
 - Tree protection and Phased Clearing
 - Strongly encourages trees native to eastern Virginia
 - Minimum sizes at planting
 - A mix of Overstory vs. Understory Trees; Shrubs; Evergreen vs. Deciduous
 - “Maintenance of landscaping. The owner, or his agent, shall be responsible for the maintenance, repair and replacement of all landscaping materials, fences and barriers as may be required ...”
 - “All plant materials, including existing trees preserved to meet the requirements of this section, shall be tended and maintained in a healthy growing condition, replaced when necessary, and kept free of refuse and debris.”

Landscape Ordinance, Flexibility

- Options and Flexibility within the Ordinance:
 - Modifications
 - When an adjustment to planting mixtures or densities are needed
 - A minimum 25 percent increase in plant size for a maximum 25 percent reduction in required plant quantity
 - Substitutions
 - When it can be demonstrated that the transferred plant materials serve to provide a greater public benefit than the standard requirements would provide
 - Transfers
 - When it can be demonstrated that the transferred plant materials serve to provide a greater public benefit than the standard requirements would provide
- Cannot: reduce overall landscape requirements for a development, reduce the total amount of landscape area, nor reduce the overall landscape effects as compared to a plan that strictly complies with the minimum requirements

Landscape Ordinance, Flexibility (cont'd)

- Options and Flexibility within the Ordinance:
 - Credits for Existing Trees
 - Reductions for Small Lots
 - Right of Way Buffer based on an average depth, not a line
 - Further Reductions for Master Planned Communities with Approved Design Guidelines
 - Right of Way Buffer reductions along CCC's for enhanced design
 - Permitted breaks for roads/driveways and utilities
 - Trees can be limbed up for buffer grooming and site line enhancement
 - Reductions for Bus Parking lots
 - Certain reductions for Industrial Uses, esp. on M-1/M-2 zoned land

1826 Jamestown Road: Z-21-0013

- Rezoning from B-1 and LB, to B-1 with proffers. Approved by the BOS on September 14, 2021.
- Basis for required landscaping on the approved plans is three-fold:
 - Minimum county standards: Includes required landscaping for the building addition; parking lot improvements, planting of the front CCC buffer (CCC since it is Jamestown Road); and planting of the rear transitional buffer since this is a business use directly adjacent to residentially zoned properties
 - Proffer 3. Community Character Corridor Buffer. Additionally, the applicant proffered the removal of all impervious surfaces within the 50-foot buffer & replacement with turf & landscaping in accordance with the Landscaping code requirements
 - RPA Encroachment Mitigation. Prior to the rezoning application, the previous site had a lot of illegal/non-conforming impervious cover within the Resource Protection Area; approximately 5,053 square feet. Additional trees and shrubs were incorporated into the approved site plan to restore the RPA to satisfy the encroachment restoration plan

4700 Fenton Mill Road: SUP-7-2008/MP-2-2008

- Special Use Permit for a contractor's office, shed, storage & maintenance yard in A-1 zoning. Approved by the BOS on August 12, 2008
- Basis for required landscaping on the approved plans is two-fold:
 - Minimum county standards at that time
 - Mitigating the impacts of land that had already been cleared and operation of a commercial business (noise & screening) in a Rural Area, including outdoor storage of materials in a 4,000 s.f., three-sided shed, and up to 40 vehicles on a 100-foot by 20-foot concrete apron, including excavators, tractors and bulldozers.
 - The SUP condition required a landscaping plan in accordance with the Zoning Ordinance except that the "owner shall provide enhanced landscaping such that the required size of shrubs and trees located in the 75-foot buffer along Fenton Mill Road equals, at a minimum, 125 percent of the requirements" & at least 60 percent of the shrubs & trees are evergreen



Overview of the Landscape Ordinance





James City County – County Property Discussion

Human Services Building



- 5249 Olde Towne Road
- 5.508 acres-PL
- Built 1985- 29,316 sq. ft.
- Assessed- \$2.98 million (land and building)

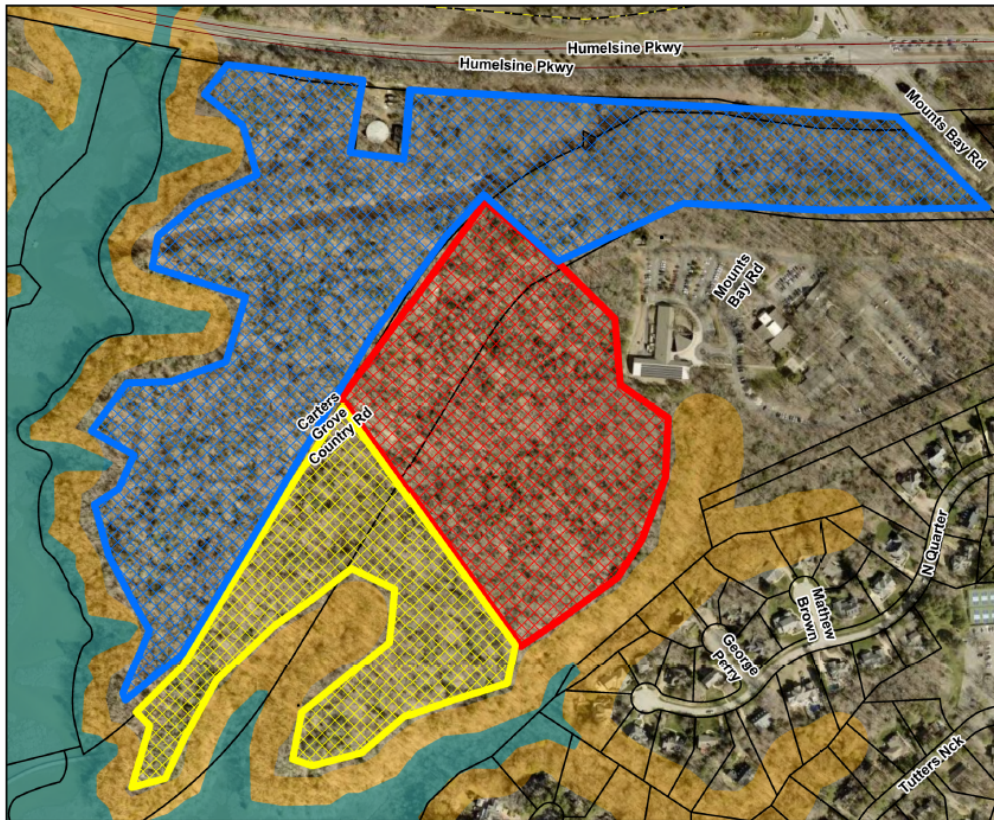
Palmer Lane



- 5320, 5340, 5300 Palmer Lane
- .678 acres-PL (building parcels)
- 15,168 sq. ft.
- Assessed- \$2.17 million, or around \$700k each

Mounts Bay

James City County Property Mounts Bay Road



Approximate acreage
outside of the RPA
and floodplain.

✓ 39 acres



✓ 13 acres



✓ 20 acres



- 6745 Hummelsine
- 95 Mounts Bay (Country Road)
- 101 Mounts Bay
- 72 acres potential, outside of RPA, steep slopes, and current development
- Assessed- \$6 million (land, but including all of 101 Mounts Bay)





James City County Community Land Trust (CLT) Key Decisions

February 12, 2026, Board of Supervisors Budget Retreat

Goals of Today's Presentation

- I. Recap work to date
- II. Review items needing Board of Supervisors (BOS) input before establishing the CLT
 - 1. CHDO Designation
 - 2. Organizing Documents
 - 3. Board of Directors (BOD) Recruitment and Appointment
- III. Share next steps and timeline
- IV. Discuss key questions and receive direction

Phase 1 Recap

- **Dec. 2024** – Consultant was commissioned to evaluate the feasibility of a CLT for James City County.
- **June 2025** – Staff presented the CLT concept to the BOS.
 - BOS directed completion of the feasibility study.
- **Sept 2025** - Staff and consultant presented the feasibility study results to the BOS.
 - BOS directed staff to proceed with Phase 2 and take steps to form the CLT.
 - Staff would return with any items needing BOS input.



Phase 2 Work Items



- **Dec-July 2026 – Lay groundwork to establish the CLT as a nonprofit**
 - Establish budget
 - Prepare and file Articles of Incorporation
 - Recruit and form BOD
 - Prepare bylaws for BOD
 - Engage partners and stakeholders
- **July-Dec 2026 – Begin operation of the CLT with BOD**
 - Adopt bylaws and file for 501(c)(3) status
 - Build CLT organizational capacity – train BOD
 - Design CLT's homeownership program - draft ground lease and policies
 - Build partnerships and pursue grants

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Key Decisions

1. Does the BOS concur with establishing the CLT in a way that will allow it to pursue a CHDO designation for access to special funding and resources?
2. Is the BOS comfortable with the following provisions in organizing documents?
 - a. The CLT will be incorporated with a purpose **to provide decent, quality housing that is affordable to low- and moderate-income households (80% of AMI) as a priority**, and with an **additional ability to provide housing opportunities for households earning up to 120% of AMI** to address neighborhood stability, mixed-income communities, or the financial stability of the CLT's mission.
 - b. The CLT will be a **member-based organization** with a **tri-partite Board of Directors (BOD)**.
 - c. The BOD will have **9 Directors initially, appointed by BOS to staggered terms of 1 to 3 years**. Over time, the BOD will transition to **2/3 of the BOD being elected by members**.
3. Is the BOS ready for staff to start the BOD recruitment process?



1. Working Assumption: Ability to Become CHDO

This designation has regulatory and financial support:

- *Code of Virginia* - defines a CLT as a Community Housing Development Organization (CHDO) eligible for special HUD set-aside funds and other grants.
- *Virginia Department of Housing and Community Development (DHCD)* - certifies private, community-based organizations as CHDOs on behalf of HUD using specific criteria:
 1. Organizational Status & Mission
 2. Board of Directors Composition
 3. Sponsorship/Independence
 4. Financial Management
- It can take several years for an organization to be certified as a CHDO.

2a. Organizational Status and Miss

- The CLT will be organized under State law through Articles of Incorporation. *Target filing: July 2026*
- The CLT will pursue and acquire 501(c)(3) status through the IRS. *Target filing: Fall 2026*

CLT Purposes:

- As a priority, to provide decent, quality housing that is affordable to low- and moderate-income households (80% of AMI)
- Additional ability to provide housing opportunities for households earning up to 120% of AMI to address neighborhood stability, mixed-income communities, or the financial stability of the CLT's mission



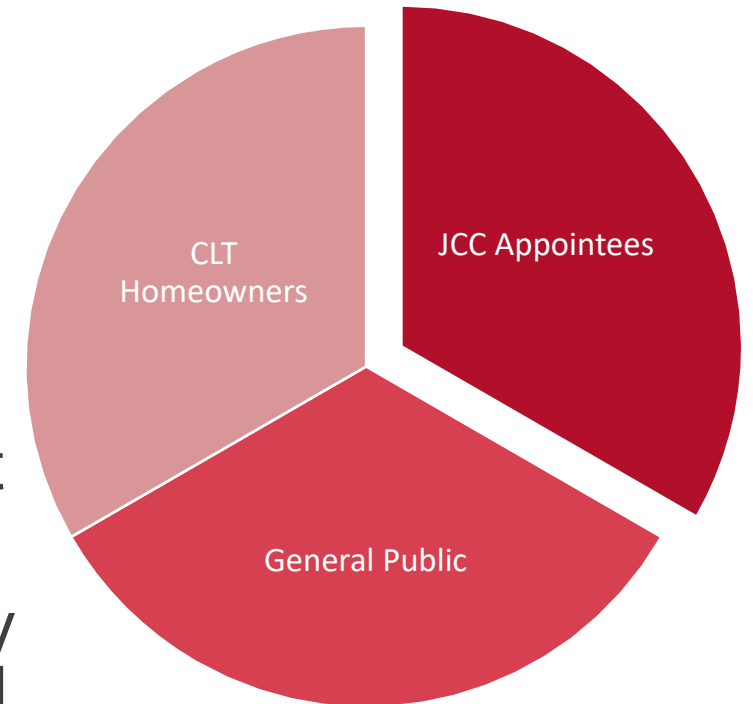
2b. Membership and Board of Directors Composition

Assumptions of the Feasibility Study:

- The CLT would become a member-based organization
- With a tripartite board structure

Considerations:

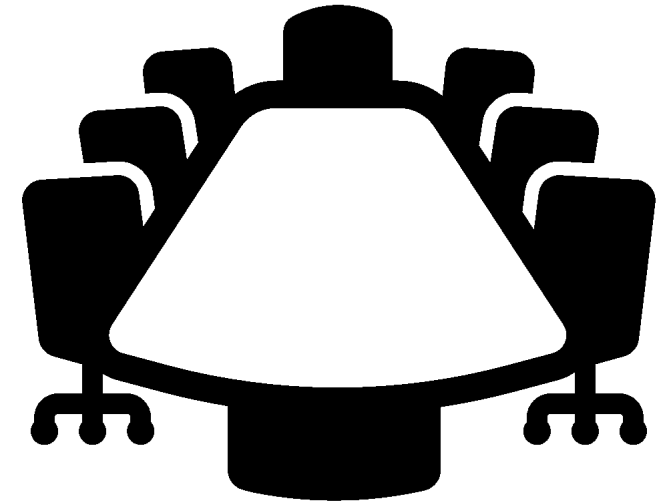
- A member-based structure is more complex, but
- Has advantages: preventing mission drift, building community trust, broadening community engagement, creating a leadership pipeline, and fundraising
- It also helps CLT meet CHDO requirements regarding BOD appointments.



2c. Board of Directors Formation

Initial Formation

- 9 Directors
- BOS appoints all Directors.
- Directors serve staggered terms of 1 to 3 years.



Over Time

- CLT members would elect 3 Directors to replace outgoing Directors.
- Members would elect another 3 Directors to replace outgoing Directors.
- At this point, the members would have elected 2/3 of the Directors.
- No more than 1/3 of Directors would be appointed by BOS.

3. Next Steps - Board of Directors Recruitment

Recruitment

- Jan – Draft BOD application
- Feb - Build website and begin outreach
- March - Open application portal
- April – Close portal

Appointment

- May – Forward applications to BOS
- June – Notify applicants
- July/Aug –First BOD meeting/adopt bylaws



**JAMES CITY COUNTY
COMMUNITY
LAND TRUST**

Key Decisions

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Questions?

