

AGENDA
JAMES CITY SERVICE AUTHORITY BOARD OF DIRECTORS
REGULAR MEETING
COUNTY GOVERNMENT CENTER BOARD ROOM
101 MOUNTS BAY ROAD, WILLIAMSBURG, VA 23185
June 10, 2025
5:00 PM

A. CALL TO ORDER

B. ROLL CALL

C. PRESENTATION(S)

D. PUBLIC COMMENT

E. CONSENT CALENDAR

1. Minutes Adoption

F. PUBLIC HEARING(S)

1. Budget Amendment and United States Environmental Protection Agency Community Grant Award - \$2,490,000 - Toano Water and Sewer Improvements

G. BOARD CONSIDERATION(S)

1. Contract Award - \$1,375,515 - Lake Toano Estates Water Main Replacement
2. Requirements to Connect - Proposed Subdivision on Forge Road
3. Amend the Board of Directors Meeting Calendar to add a meeting on June 24, 2025, at 1 pm for the purpose of the General Manager's Evaluation

H. BOARD REQUESTS AND DIRECTIVES

I. GENERAL MANAGER'S UPDATE

1. June 2025 Dashboard Report

J. ADJOURNMENT

1. Adjourn until 5 pm on July 8, 2025 for the Regular Meeting

MINUTES
JAMES CITY SERVICE AUTHORITY BOARD OF DIRECTORS
REGULAR MEETING
COUNTY GOVERNMENT CENTER BOARD ROOM
101 MOUNTS BAY ROAD, WILLIAMSBURG, VA 23185

May 13, 2025

5:00 PM

A. CALL TO ORDER

B. ROLL CALL

Michael J. Hipple, Vice Chair, Powhatan District
James O. Icenhour, Jr., Jamestown District
Ruth M. Larson, Berkeley District
John J. McGlennon, Roberts District
Barbara E. Null, Chair, Stonehouse District

Scott A. Stevens, County Administrator
Adam R. Kinsman, County Attorney
M. Douglas Powell, General Manager

C. PRESENTATION(S)

None.

D. PUBLIC COMMENT

1. Ms. Margaret Payne, 8427 Sheldon Branch Place, Toano, addressed the Board noting she was in attendance in opposition of a recent amendment to the James City Service Authority (JCSA) regulations in relation to minor subdivisions. She indicated her family owned a 50-acre parcel on Forge Road and planned to create a small agricultural neighborhood of family farms. Ms. Payne touched on the new JCSA regulation requiring connection to public water and sewer in order to split the parcel into two 25-acre lots. She spoke about the costly infrastructure and the costs associated to maintain it. Ms. Payne questioned sufficient water pressure for dwellings thousands of feet off the main road. She expressed her desire to preserve the viewshed on Forge Road and maintain the rural feel of the Community Character Corridor. Ms. Payne requested a modification and/or exemption to this regulation and elaborated on her point in further detail. She thanked the Board for its time.

E. CONSENT CALENDAR

1. Contract Award - Submersible Motors for Five Forks Water Treatment Plant

A motion to Approve was made by Ruth Larson, the motion result was Passed.

AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0

Ayes: Hipple, Icenhour Jr, Larson, McGlennon, Null

2. Minutes Adoption

A motion to Approve was made by Ruth Larson, the motion result was Passed.

AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0

Ayes: Hipple, Icenhour Jr, Larson, McGlennon, Null

The minutes Approved for Adoption included the following meetings:

- April 8, 2025, Regular Meeting
- April 22, 2025, Budget Business Meeting

F. PUBLIC HEARING(S)

None.

G. BOARD CONSIDERATION(S)

1. JCSA FY26 Budget Appropriation and Regulations Changes

A motion to Approve was made by Ruth Larson, the motion result was Passed.

AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0

Ayes: Hipple, Icenhour Jr, Larson, McGlennon, Null

Mr. Powell addressed the Board noting there were two resolutions before the Board, one to appropriate the budget and the other to approve the changes to the Regulations Governing Utility Service. He stated the proposed rates were based on the five-year rate study. Mr. Powell mentioned one amendment to JCSA's budget since its publishing which appropriated \$107,000 to fund the Retirement Health Reimbursement Account. He highlighted an average single-family combined water and sewer bill would go from \$50.65 to \$55.11. Mr. Powell concluded his remarks and welcomed any questions the Board might have.

H. BOARD REQUESTS AND DIRECTIVES

Ms. Null expressed her desire to comment regarding Ms. Payne's public comment. She noted she met with the Payne family and visited the property. Ms. Null stated the property was at the end of the Primary Service Area (PSA) and was the last property on Forge Road within the PSA, adding part of the property was not within the PSA. She mentioned flexibility within the JCSA regulation based on this unique situation. Ms. Null spoke about the 1,000-foot measurement and location aspect could create an exemption to the regulation. She elaborated on her point in greater detail. Ms. Null mentioned a possible rezoning to allow a higher density development. She noted the proposed development included nine lots with over five acres each and to include a significant setback. Ms. Null further noted that past the property were rural lands, outside the PSA. She requested County staff to look into this for possible alternative options.

Mr. McGlennon mentioned he also met with the Payne family and had heard about the proposed development. He stated he received information from Mr. Powell about the JCSA regulation and the impact the regulation would have on this property. Mr. McGlennon further stated a written report would be ideal to better evaluate and determine the options available for this property.

Ms. Null concurred.

Mr. Powell stated he could provide the requested report by the Board's next meeting.

Mr. Hipple expressed his concern with exceptions to the regulation.

Mr. McGlennon expressed his belief that the purpose of obtaining the report was to gain a sense of whether there were other instances in which a change in regulation would have an impact.

Mr. Icenhour agreed to Mr. Hipple's point and requested Mr. Powell provide specifics in the report regarding this property and unique circumstances.

Ms. Null referenced Bush Springs Road and surrounding property owners, adding if a septic drain field or well failed it would require JCSA connection and the costs associated. She mentioned that was another point for consideration.

Mr. Hipple stated if those systems failed then a special system would be required at a cost of \$50,000-\$60,000. He pointed out there were a lot of septic tanks in James City County.

I. GENERAL MANAGER'S UPDATE

1. May 2025 Dashboard Report

Mr. Powell noted he had no additional updates.

J. ADJOURNMENT

1. Adjourn until 5 pm on June 10, 2025 for the Regular Meeting

A motion to Adjourn was made by John McGlennon, the motion result was Passed.

AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0

Ayes: Hipple, Icenhour Jr, Larson, McGlennon, Null

At approximately 5:11 p.m., Ms. Null adjourned the Board of Directors.

MEMORANDUM

DATE: June 10, 2025

TO: The Board of Directors

FROM: M. Douglas Powell, General Manager, James City Service Authority

SUBJECT: Budget Amendment and United States Environmental Protection Agency Community Grant Award - \$2,490,000 - Toano Water and Sewer Improvements

The James City Service Authority (JCSA) was awarded a Community Grant by the United States Environmental Protection Agency in the amount of \$2,490,000 for water and sewer infrastructure improvements in Toano. The grant is funded through Congressionally Directed Spending included in the federal Fiscal Year (FY) 2024 Consolidated Appropriations Act.

Water system improvements consist of replacing approximately 3,300 feet of 1970s era thin wall PVC water main pipe with ductile iron pipe along Tom Taylor Road, Branchs Pond Road, and Warrens Pond Road in the Lake Toano Estates neighborhood. Sanitary sewer system improvements consist of replacing approximately 3,200 feet of 1950s era vitrified clay sanitary sewer gravity main pipe with PVC along Church Lane and School Lane in the Toano Terrace neighborhood.

The *Code of Virginia*, § 15.2-2507, requires a public hearing when amendments to the budget to adjust the aggregate amount to be appropriated exceed 1% of total expenditures, which for FY 2025 totals \$270,561. The public hearing is to consider an amendment to the JCSA FY 2025 Adopted Budget to appropriate this grant.

The appropriation consists of \$1,100,412 to the Water Fund for construction of the Lake Toano Estates water system improvements and \$1,389,588 to the Sewer Fund for the design and construction of the Toano Terrace sanitary sewer system improvements. Design of the Lake Toano Estates water system improvements was completed before grant funds were available.

The grant requires a 20% match that is available in the JCSA's Capital Improvement Program budget.

Staff recommends adoption of the attached resolution amending the JCSA FY 2025 Adopted Budget and appropriating the grant.

MDP/ap
BdgtAmdtEPAGA-mem

Attachment

RESOLUTION

BUDGET AMENDMENT AND UNITED STATES ENVIRONMENTAL PROTECTION

AGENCY COMMUNITY GRANT AWARD - \$2,490,000 -

TOANO WATER AND SEWER IMPROVEMENTS

WHEREAS, the James City Service Authority (JCSA) was awarded a Community Grant by the United States (U.S.) Environmental Protection Agency (EPA) in the amount of \$2,490,000 for water and sewer infrastructure improvements in Toano; and

WHEREAS, the grant requires a 20% match that is available in the JCSA's Capital Improvement Program budget.

NOW, THEREFORE, BE IT RESOLVED that the Board of Directors of the James City Service Authority, James City County, Virginia, hereby authorizes acceptance of the United States Environmental Protection Agency Community Grant funding and amends the Fiscal Year 2025 Water Fund and Sewer Fund budgets to appropriate the grant as shown below:

Water Fund

Revenue:

Federal - U.S. EPA Community Grant	<u>\$1,100,412</u>
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Expenditure:

Lake Toano Estates Water System Improvements	<u>\$1,100,412</u>
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Sewer Fund

Revenue:

Federal - US EPA Community Grant	<u>\$1,389,588</u>
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Expenditure:

Toano Trace Sanitary Sewer System Improvements	<u>\$1,389,588</u>
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Barbara E. Null
Chair, Board of Directors

ATTEST:

Teresa J. Saeed
Deputy Secretary to the Board

HIPPLE
ICENHOUR
LARSON
MCGLENNON
NULL

VOTES

AYE NAY ABSTAIN ABSENT

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_____	_____	_____	_____
_____	_____	_____	_____

Adopted by the Board of Directors of the James City Service Authority, James City County, Virginia, this 10th day of June, 2025.

BdgtAmdtEPAGA-res

MEMORANDUM

DATE: June 10, 2025

TO: The Board of Directors

FROM: M. Douglas Powell, General Manager, James City Service Authority

SUBJECT: Contract Award - \$1,375,515 - Lake Toano Estates Water Main Replacement

Aging water infrastructure in parts of the Lake Toano Estates neighborhood requires replacement to improve reliability and level of service. The project consists of replacing approximately 3,300 feet of water main along Tom Taylor Road, Branchs Pond Road, and Warrens Pond Road as shown on the map attachment. The existing water mains were installed in the 1970s and are 6-inch and 4-inch thin wall PVC. The 6-inch PVC water mains will be replaced with 8-inch ductile iron pipe, and the existing 4-inch PVC water mains will be replaced with 4-inch ductile iron pipe. The scope of work includes new water meter services, new fire hydrants, and abandonment of the old water mains. The work will take place completely within the Virginia Department of Transportation right-of-way.

An Invitation for Bids was publicly advertised and six bids were received as listed below.

<u>Firm</u>	<u>Amount</u>
Toano Contractors, Inc.	\$1,375,515
FMC, Inc.	\$1,437,205
Walter C. Via Enterprises, Inc.	\$1,442,232
Trident Civil	\$1,569,190
Suffolk Utility Construction, Inc.	\$1,969,085
Peters & White Construction Company	\$2,052,634

Toano Contractors, Inc. was determined to be the lowest responsive and responsible bidder and has successfully completed work for the James City Service Authority (JCSA) in the past.

Funding for 80% of the construction cost is provided through a Community Grant from the United States Environmental Protection Agency to the JCSA. The remaining 20% of the construction cost is available in the Water Fund Capital Improvement Program budget.

Staff recommends approval of the attached resolution awarding the \$1,375,515 contract for the Lake Toano Estates Water Main Replacement to Toano Contractors, Inc..

MDP/md
CA-LkToanoWMRepl-mem

Attachment

RESOLUTION

CONTRACT AWARD - \$1,375,515 - LAKE TOANO ESTATES

WATER MAIN REPLACEMENT

WHEREAS, the Invitation for Bids for the Lake Toano Estates Water Main Replacement was publicly advertised and six bids were received and considered for award; and

WHEREAS, Toano Contractors, Inc. was determined to be the lowest responsive and responsible bidder.

NOW, THEREFORE, BE IT RESOLVED that the Board of Directors of the James City Service Authority, James City County, Virginia, hereby awards the contract for the Lake Toano Estates Water Main Replacement to Toano Contractors, Inc. in the amount of \$1,375,515.

Barbara E. Null
Chair, Board of Directors

ATTEST:

Teresa J. Saeed
Deputy Secretary to the Board

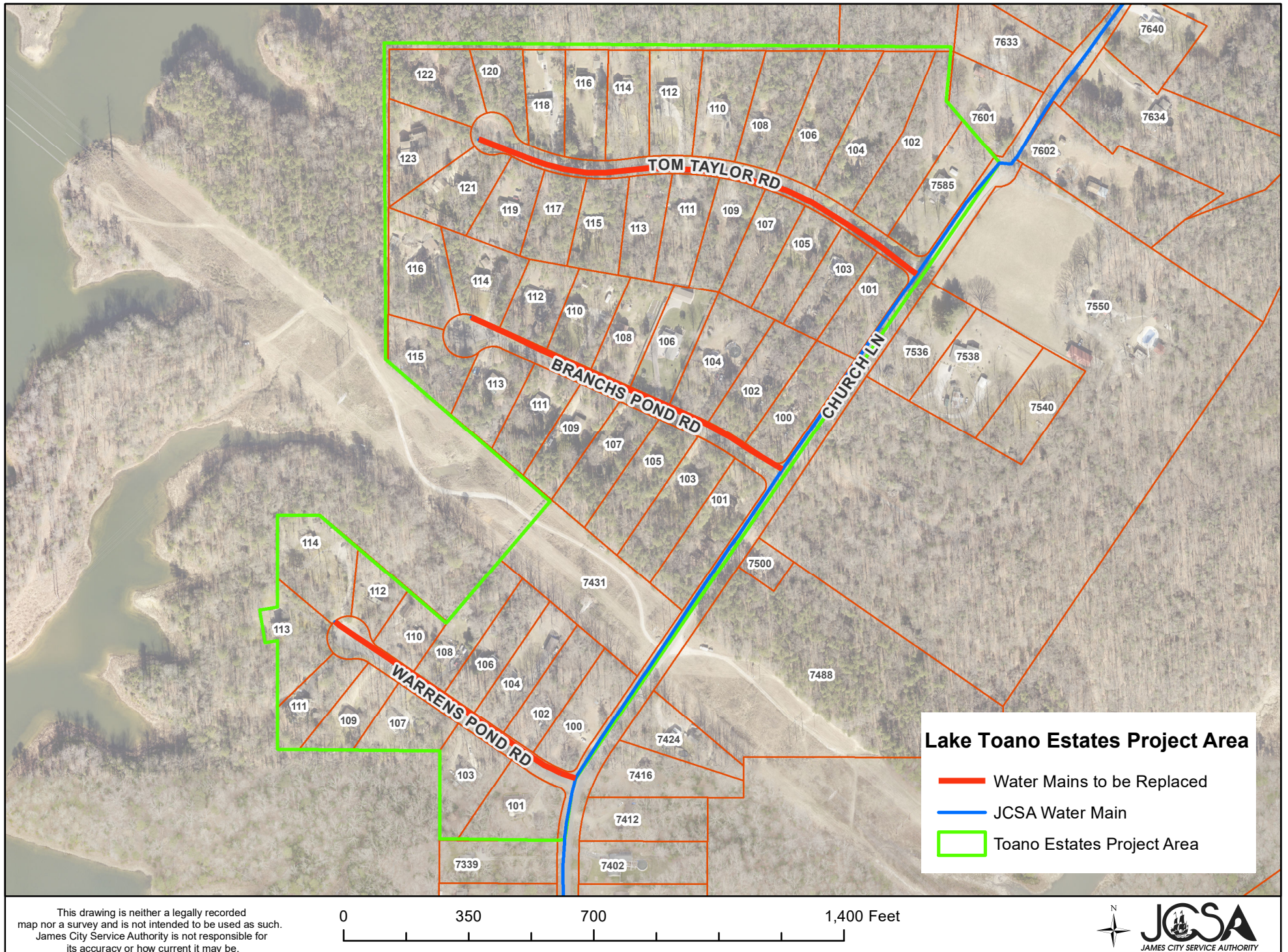
HIPPLE
ICENHOUR
LARSON
MCGLENNON
NULL

VOTES

<u>AYE</u>	<u>NAY</u>	<u>ABSTAIN</u>	<u>ABSENT</u>
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Adopted by the Board of Directors of the James City Service Authority, James City County, Virginia, this 10th day of June, 2025.

CA-LkToanoWMRepl-res



MEMORANDUM

DATE: June 10, 2025

TO: The Board of Directors

FROM: M. Douglass Powell, General Manager, James City Service Authority

SUBJECT: Requirements to Connect - Proposed Subdivision on Forge Road

The property owners of 3026 Forge Road have expressed concern about the impact of the James City Service Authority (JCSA) Regulation's requirement to connect for a proposed eight-lot subdivision. At its May Board meeting, the Board asked staff to evaluate options for addressing this situation.

Background

It is important to understand why the current requirement to connect exists. Prior to the update of the JCSA Regulations in 2020, the Regulations stipulated that properties within 1,000 feet of a water or wastewater line were required to connect to JCSA infrastructure. The exception was for a single-family residence not in a subdivision, where the requirement to connect was 300 feet. During the Regulations update, the consensus among staff was to minimize the amount of connections required and as a result the distance for the requirement to connect was reduced to 55 feet for all properties within the Primary Service Area (PSA). The intention was to reduce the impacts of growth, particularly related to concerns with water supply. The intention was not to change how the Regulations apply to a subdivision.

The James City County Code requires major subdivisions inside the PSA to connect to the public water and sewer system, and minor subdivisions to connect if utilities are available per JCSA Regulations. A minor subdivision is defined as any division of a parent parcel into not more than five parcels abutting an existing public road within the transportation department system and which does not create a new street or extend an existing street, and a major subdivision is defined as any division of a parent parcel into six or more parcels or any division which creates a new street or extends any existing street. Although not explicitly stated or defined in the Code, there is an interpretation that allows certain subdivisions to be classified as a "minor-minor" subdivision, which allows for a parcel to be subdivided into nine lots while still being allowed to follow the requirements of a minor subdivision.

When JCSA made the revisions to its Regulations in 2020, the concept of a "minor-minor" subdivision was not contemplated. It was assumed that any subdivision over five lots within the PSA would be considered a major subdivision, thus would be required to connect per County Code regardless of distance from existing JCSA infrastructure.

An unintended consequence of changing the requirement to connect to 55 feet for all parcels was brought to light when plans for a subdivision were submitted for a parcel located at 5327 Olde Towne Road, which is located across from Fire Station 4. Since the proposed subdivision was more than five lots, JCSA staff originally interpreted it as a major subdivision and as such communicated the requirement to connect to JCSA infrastructure.

Following discussions with the owner and the County's Planning Division, JCSA was informed that the subdivision was being classified as a "minor-minor" subdivision, thus must follow the requirements of a minor subdivision and were not required to connect to the water system since it was more than 55 feet from existing JCSA infrastructure. It is worth noting that the James City County Fire Department was involved in the review and discussions regarding this subdivision and expressed public safety concerns associated with not extending public utilities to this subdivision. To address this unintended consequence, JCSA revised its Regulations in October 2024 to the original 1,000 feet requirement for subdivisions to connect. It is this October 2024 change to the Regulations that is now requiring the proposed subdivision located at 3026 Forge Road to connect.

Options

As this relates to the proposed subdivision at 3026 Forge Road, the following options exist:

1. Follow existing Regulations and require the subdivision to connect to JCSA water and sewer facilities.
2. Remove the parcel from the PSA via a Board of Supervisors initiated amendment to the Comprehensive Plan Land Use Map. This would remove the requirement to connect to JCSA utilities both from the County Code and JCSA Regulations perspective. However, it may be important to note that the Comprehensive Plan Land Use Map Designation for this property is Low Density Residential (LDR) and the development plan, as proposed, would require a legislative rezoning action. By removing the property from the PSA, Planning Division staff may likely recommend changing the Comprehensive Plan Land Use Map Designation to be Rural Lands versus LDR, as there are no other instances of LDR designated property outside of the PSA. With any legislative action, the development request would be evaluated against the recommendations of the Comprehensive Plan and the Comprehensive Plan Land Use Map Designation.
3. Change or modify JCSA regulations. Options include:
 - a. Change back to 55 feet for requirement to connect within the PSA. Minor subdivisions would not be required to connect if the parent parcel is greater than 55 feet from JCSA infrastructure. Major subdivisions would be required to connect regardless of distance from JCSA infrastructure.
 - b. Modify the requirement for minor subdivisions to connect only if "usable infrastructure" is within 1,000 feet. If this change is implemented there will need to be a clear definition of usable infrastructure for consistency. If this option were implemented, there appear to only be 5 lots in the PSA that would be impacted:
 - i. 127 Constance Avenue
 - ii. 100 Lands End Drive
 - iii. 139 Kingspoint Drive
 - iv. 3033 Forge Road
 - v. 2187 Lake Powell Road

I would note that this analysis is not precise, but it is safe to conclude that the impact would be minimal.

- c. Add a provision to the Regulations that allow the Board or General Manager to waive the requirement to connect under certain criteria that would need to be developed. I do not recommend this option.

Requirements to Connect - Proposed Subdivision on Forge Road

June 10, 2025

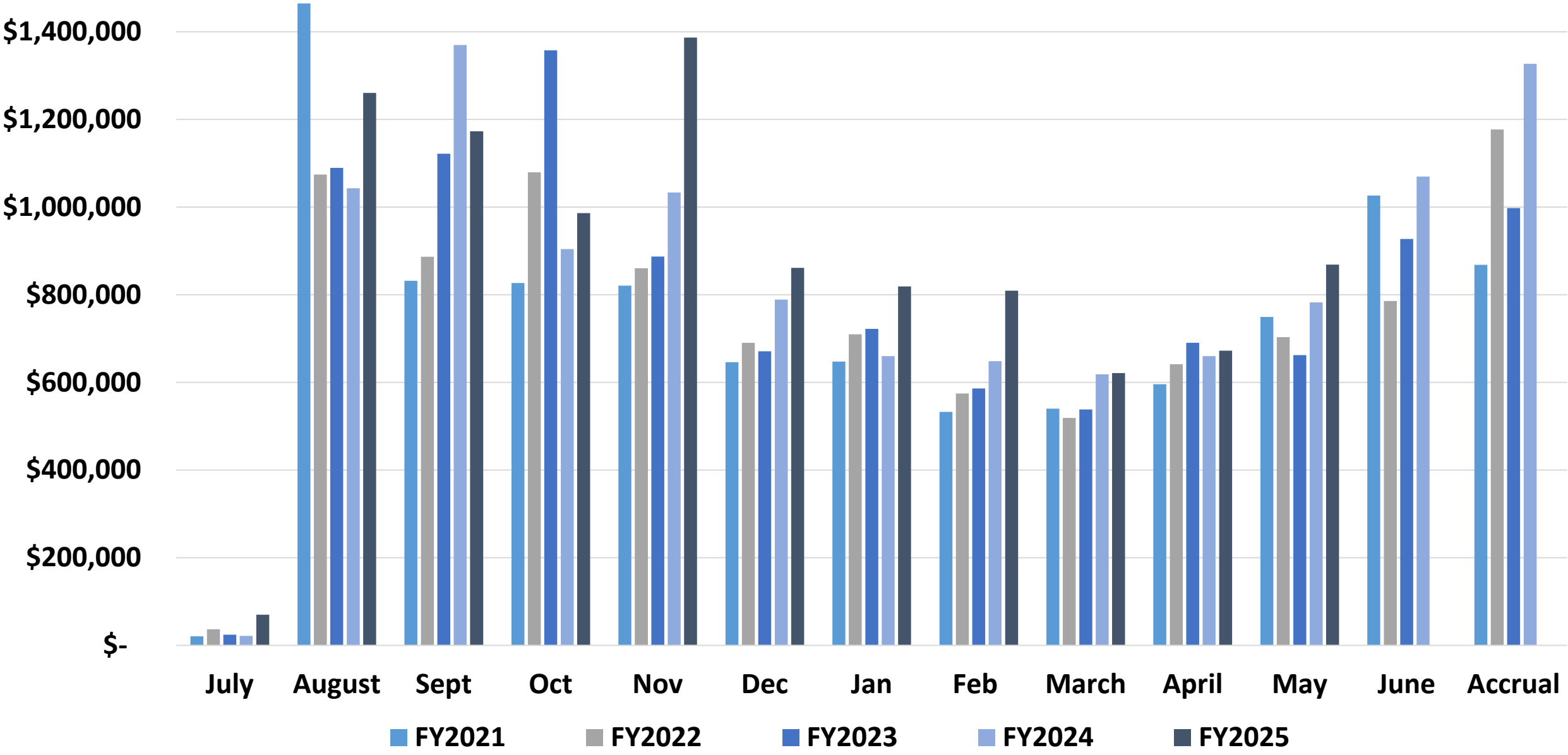
Page 2

- d. Regardless of the outcome related to this parcel, JCSA could close the loophole related to the “minor-minor” subdivision classification by requiring connection based on the number of lots and distance from JCSA infrastructure.

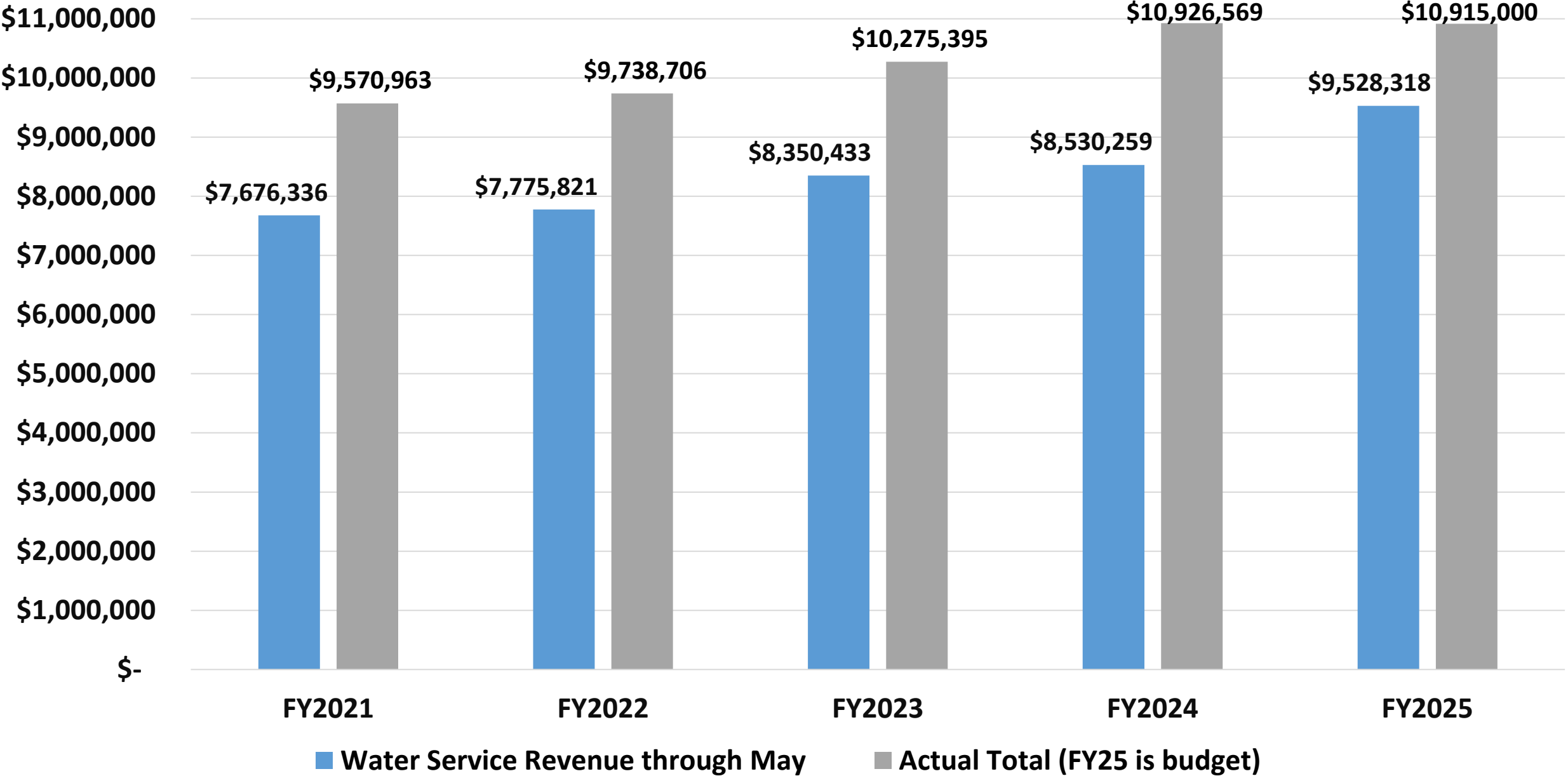
MDP/ap

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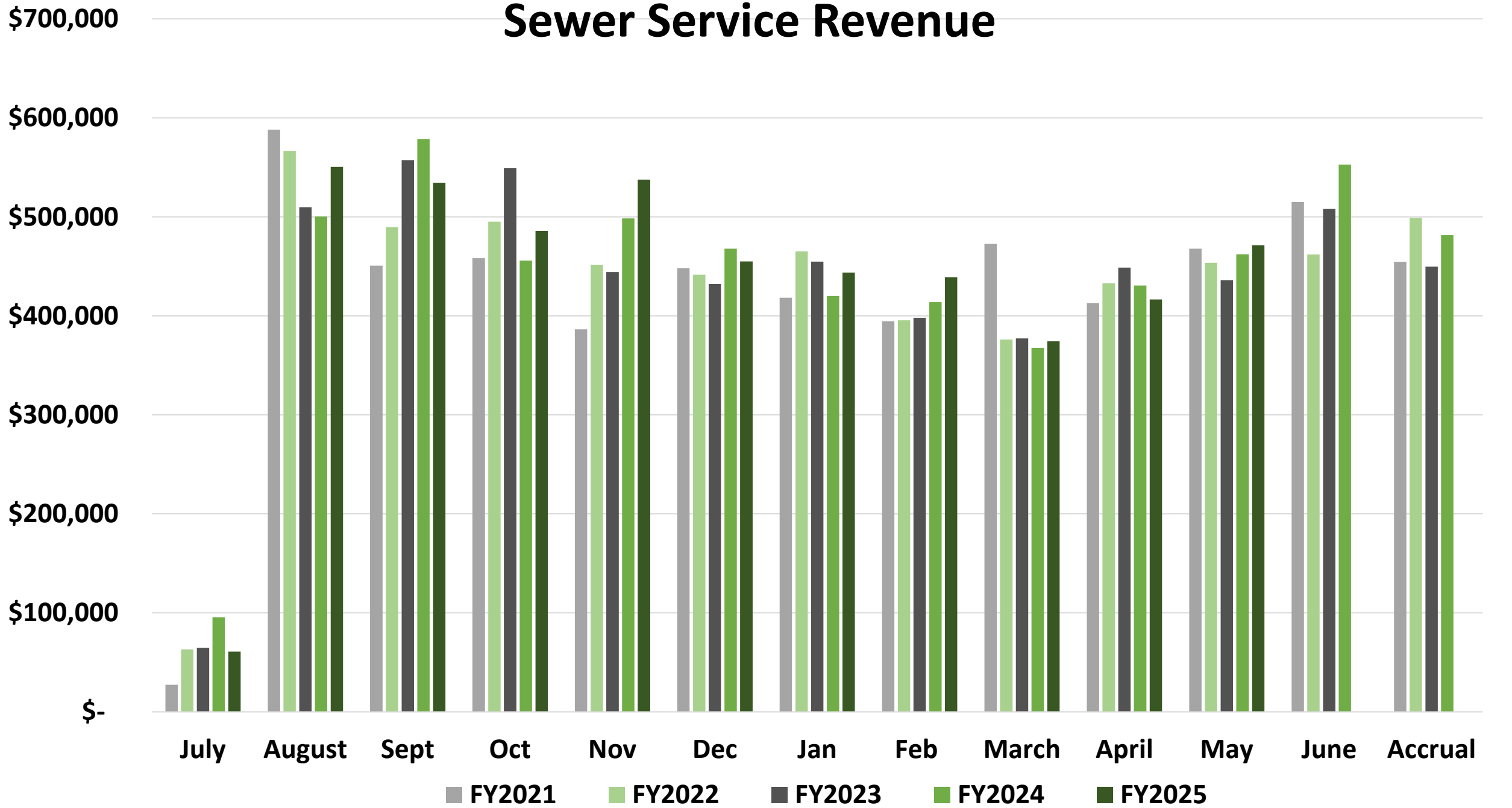
Water Service Revenue



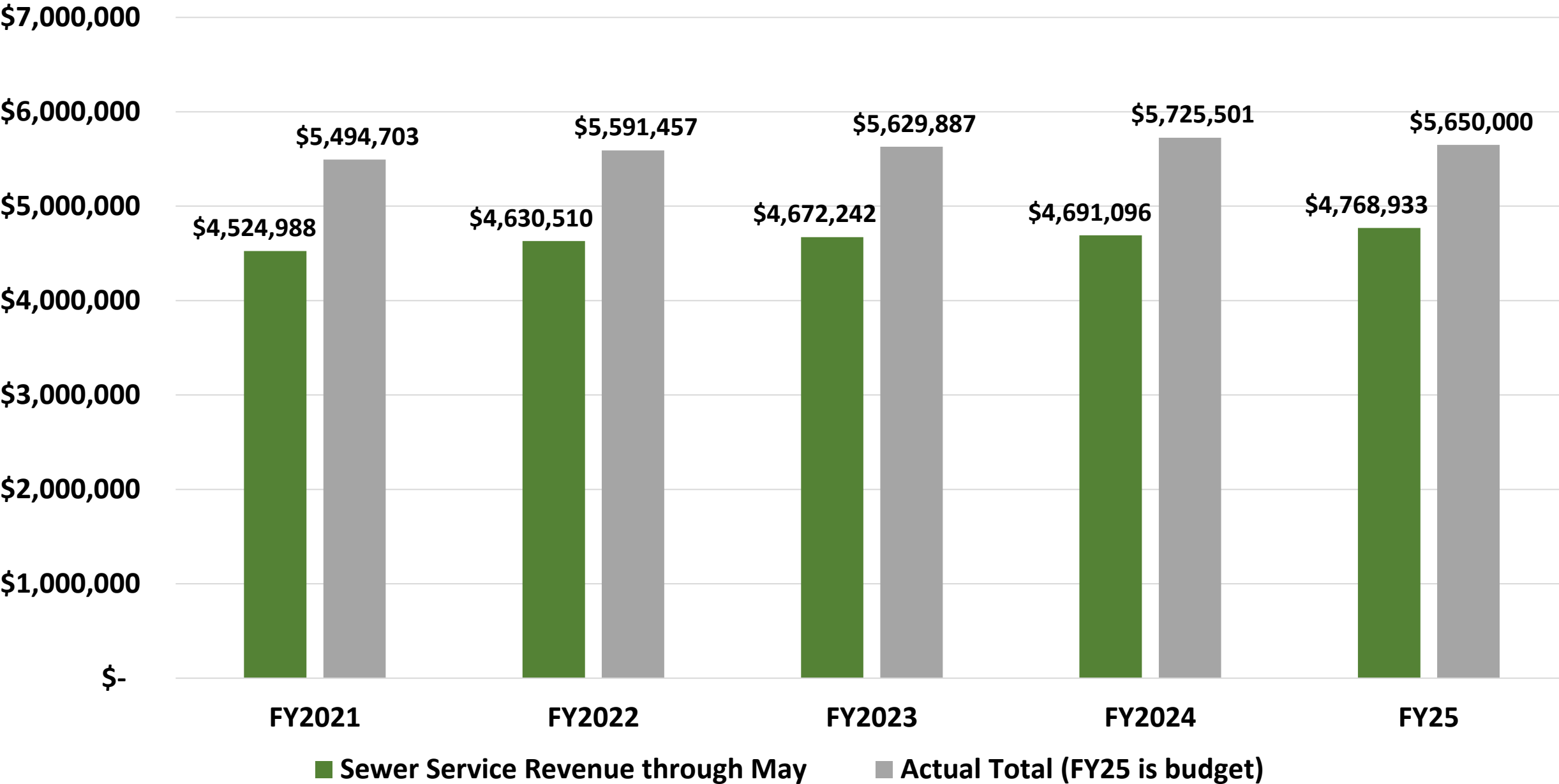
Water Service Revenue through May



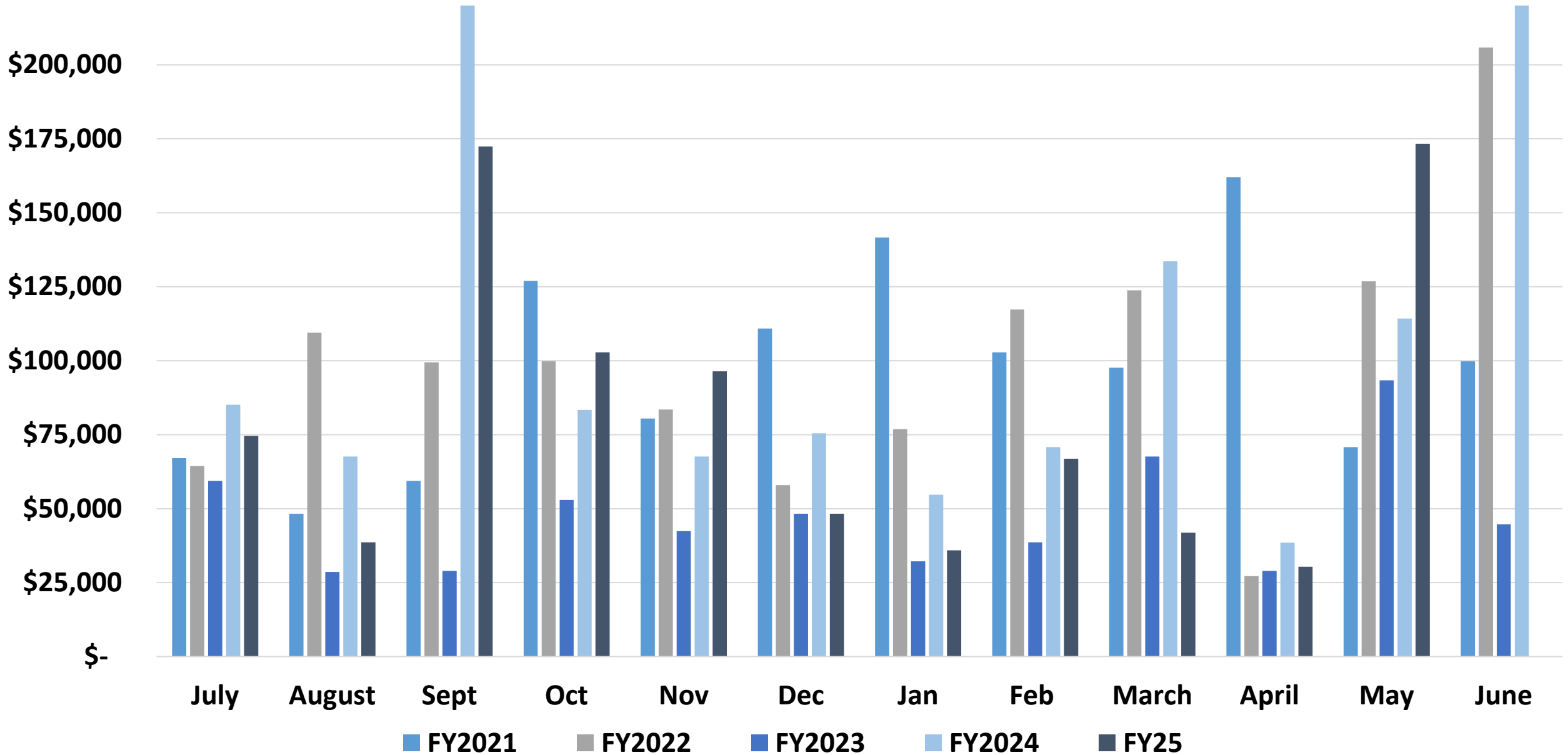
Sewer Service Revenue



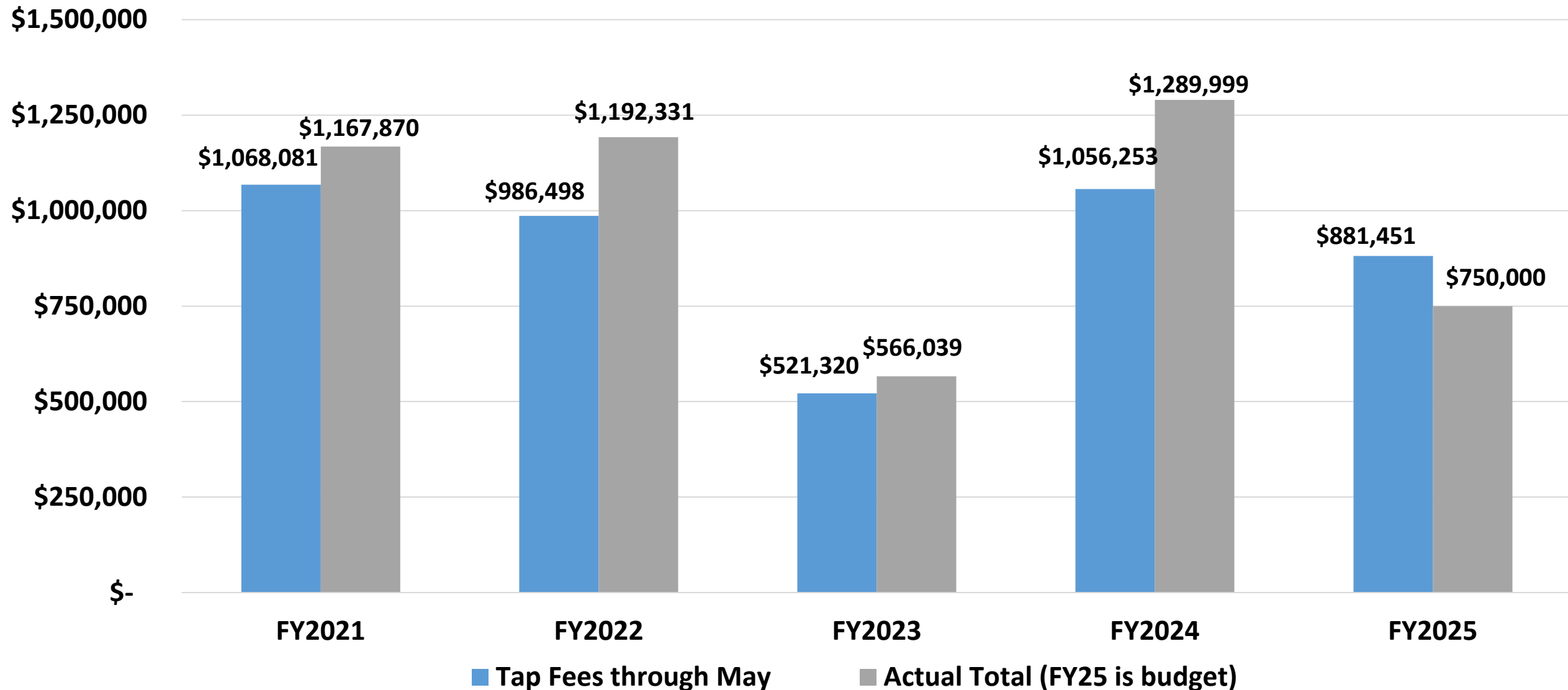
Sewer Service Revenue through May



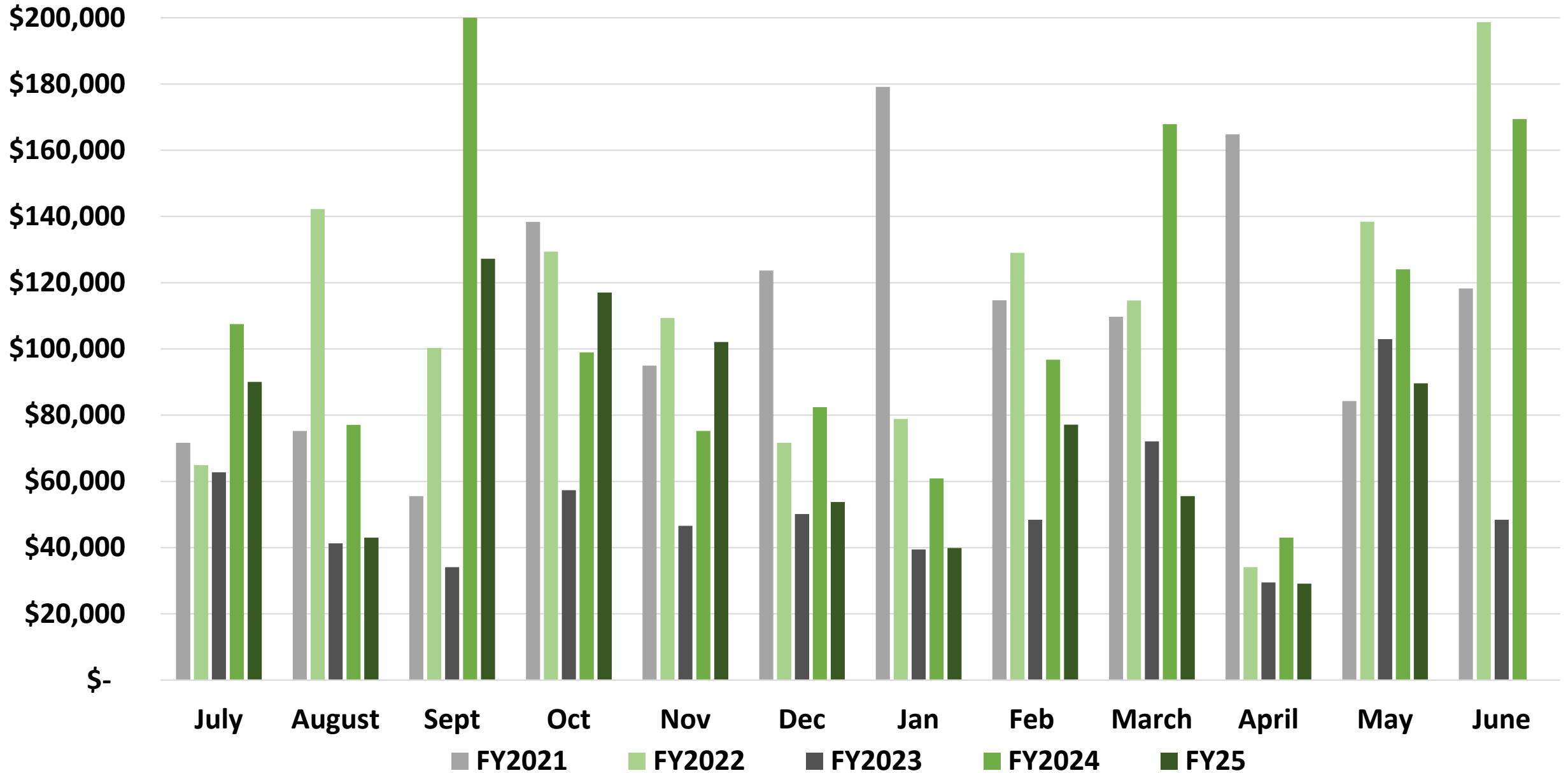
Water Tap Fees



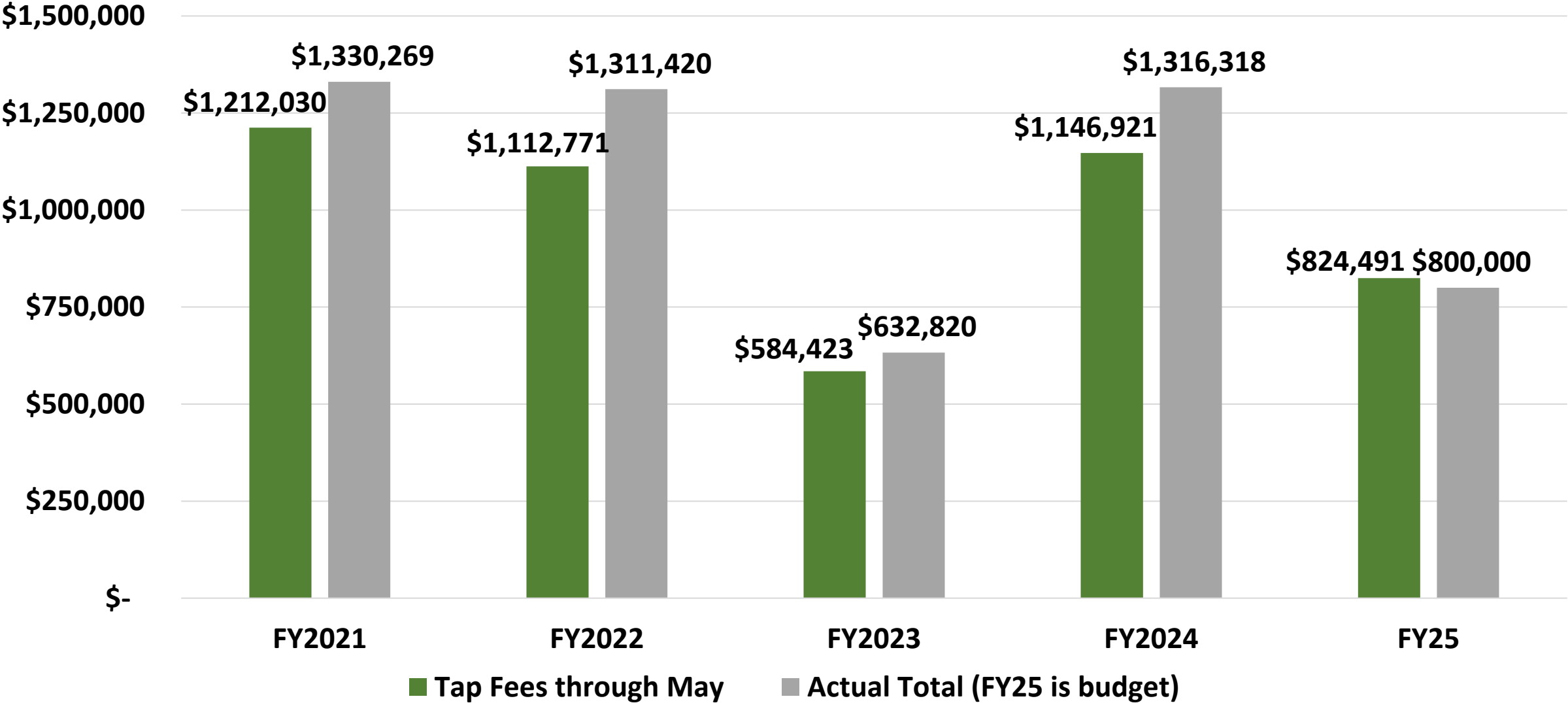
Water Tap Fees through May



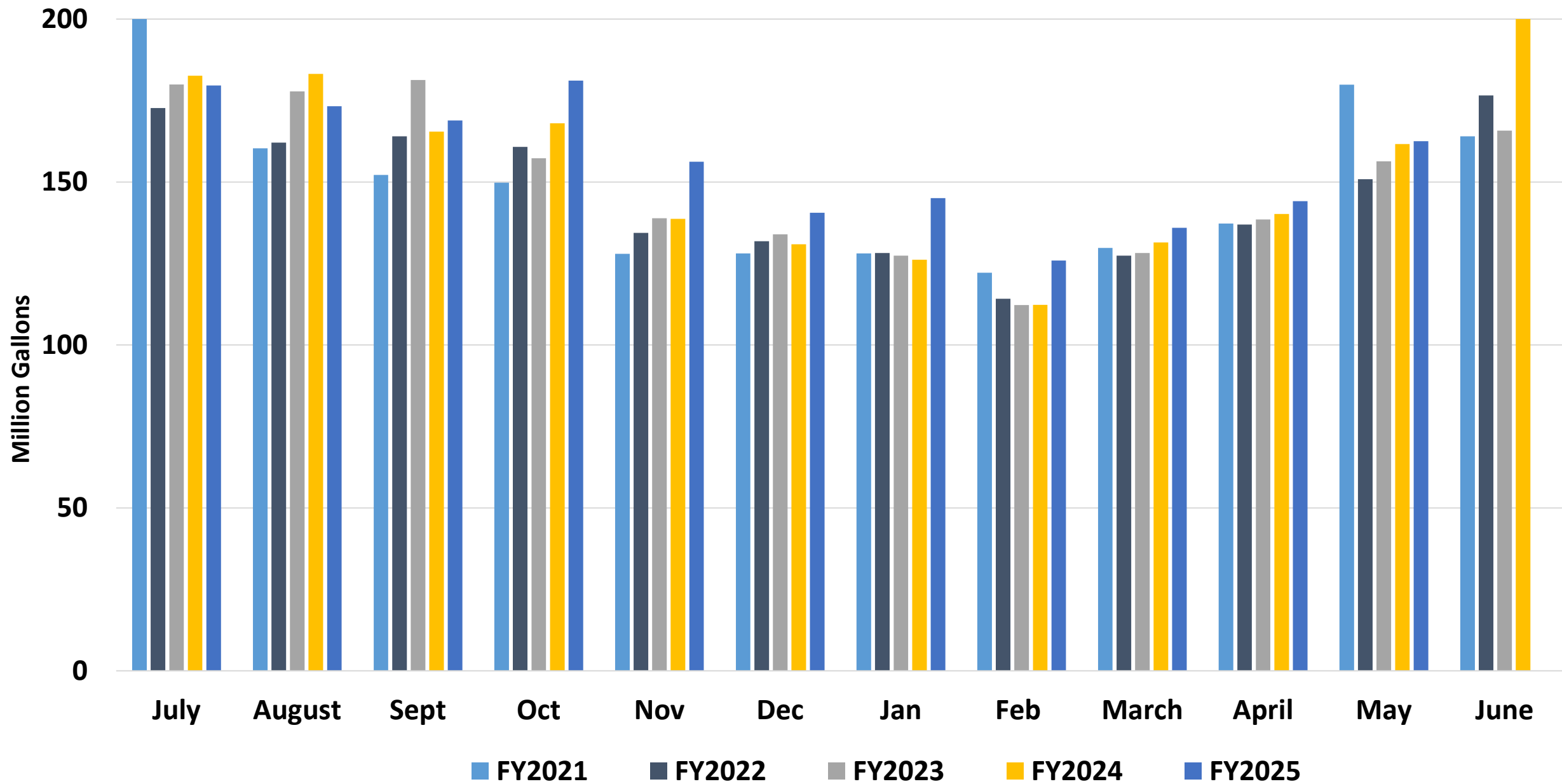
Sewer Tap Fees



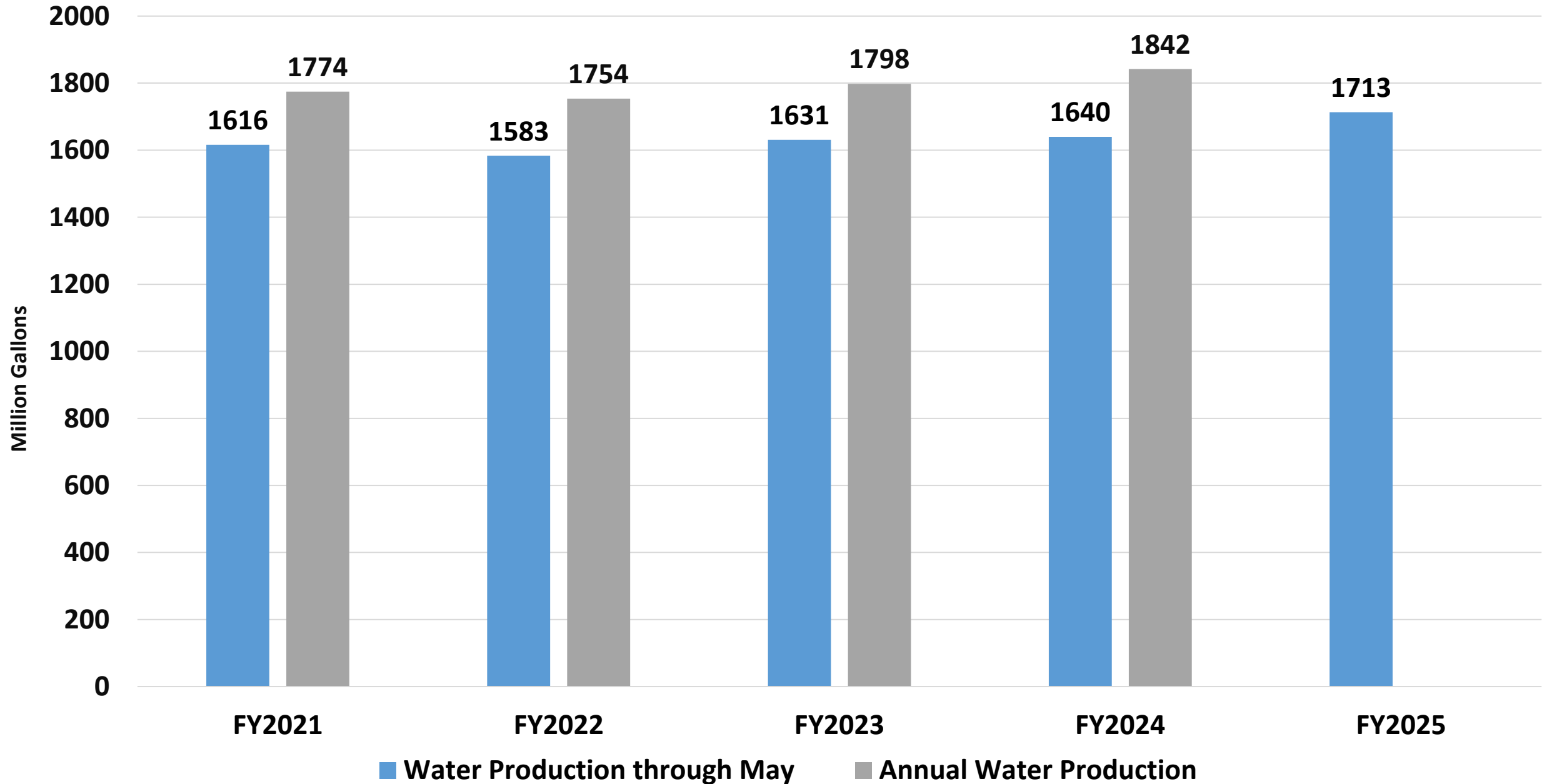
Sewer Tap Fees through May



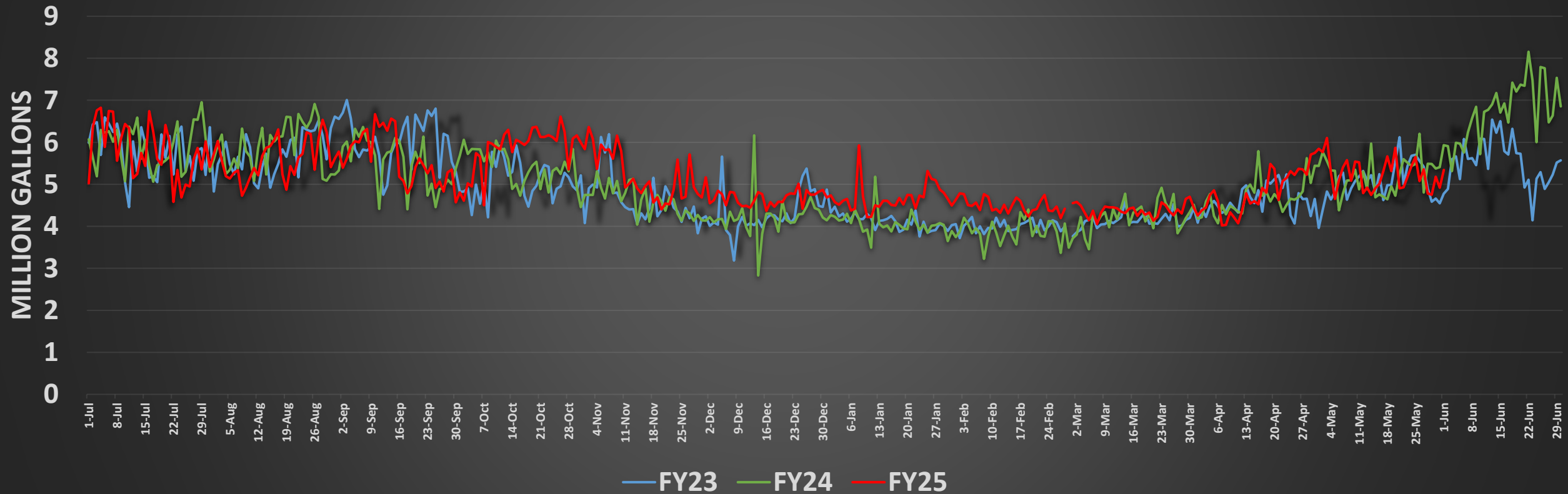
Monthly Water Production



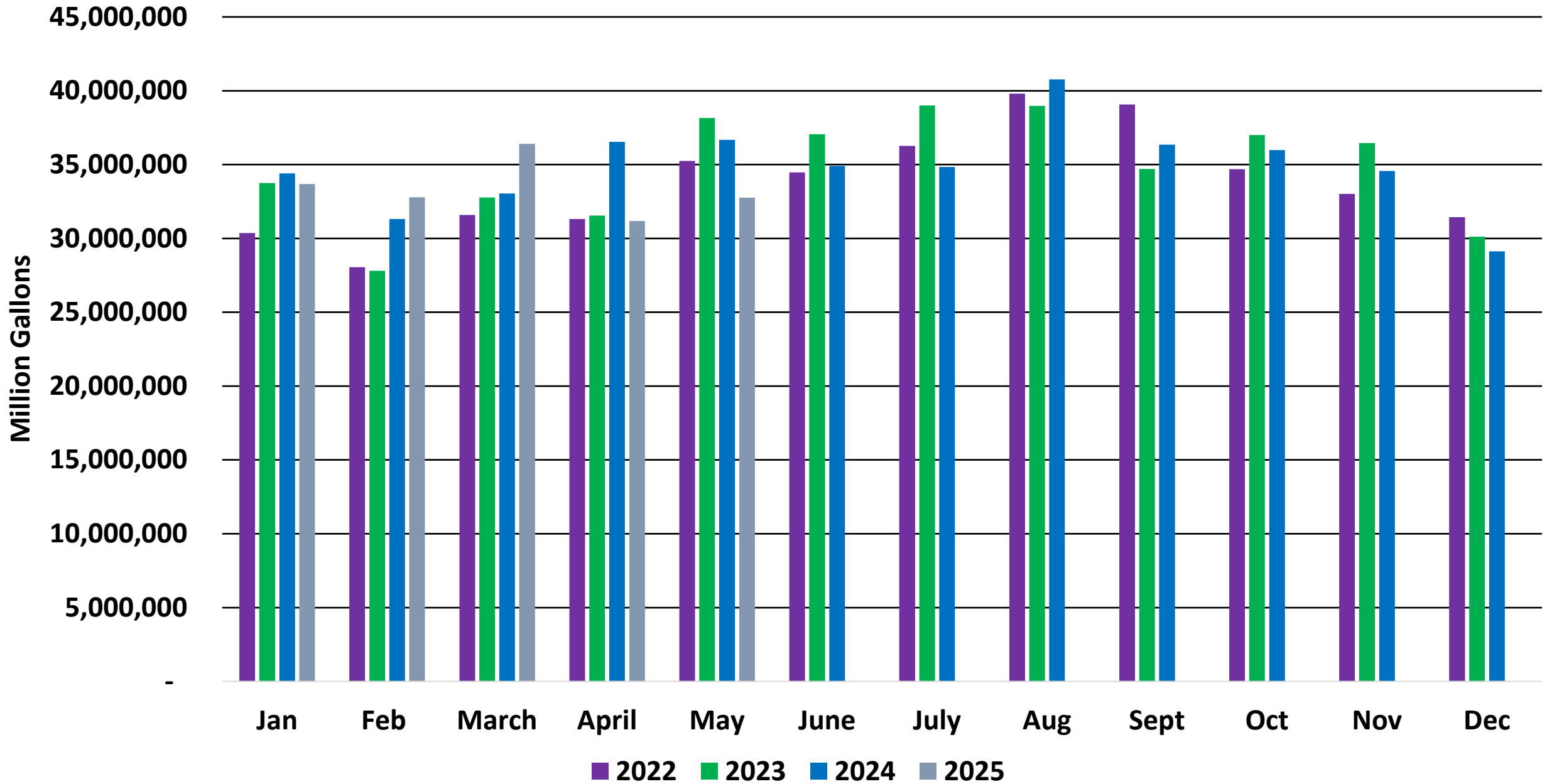
Water Production through May



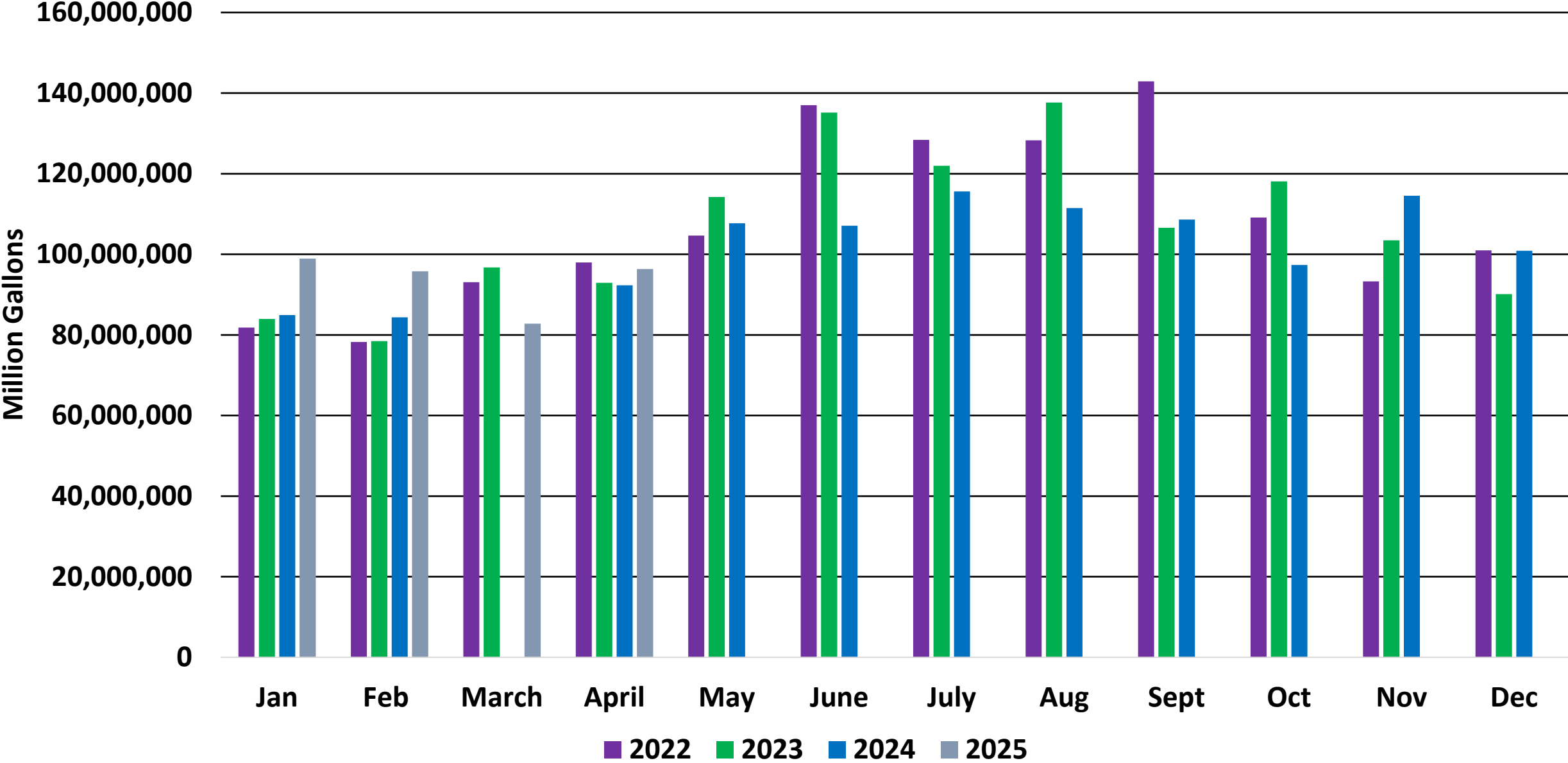
Daily Water Production



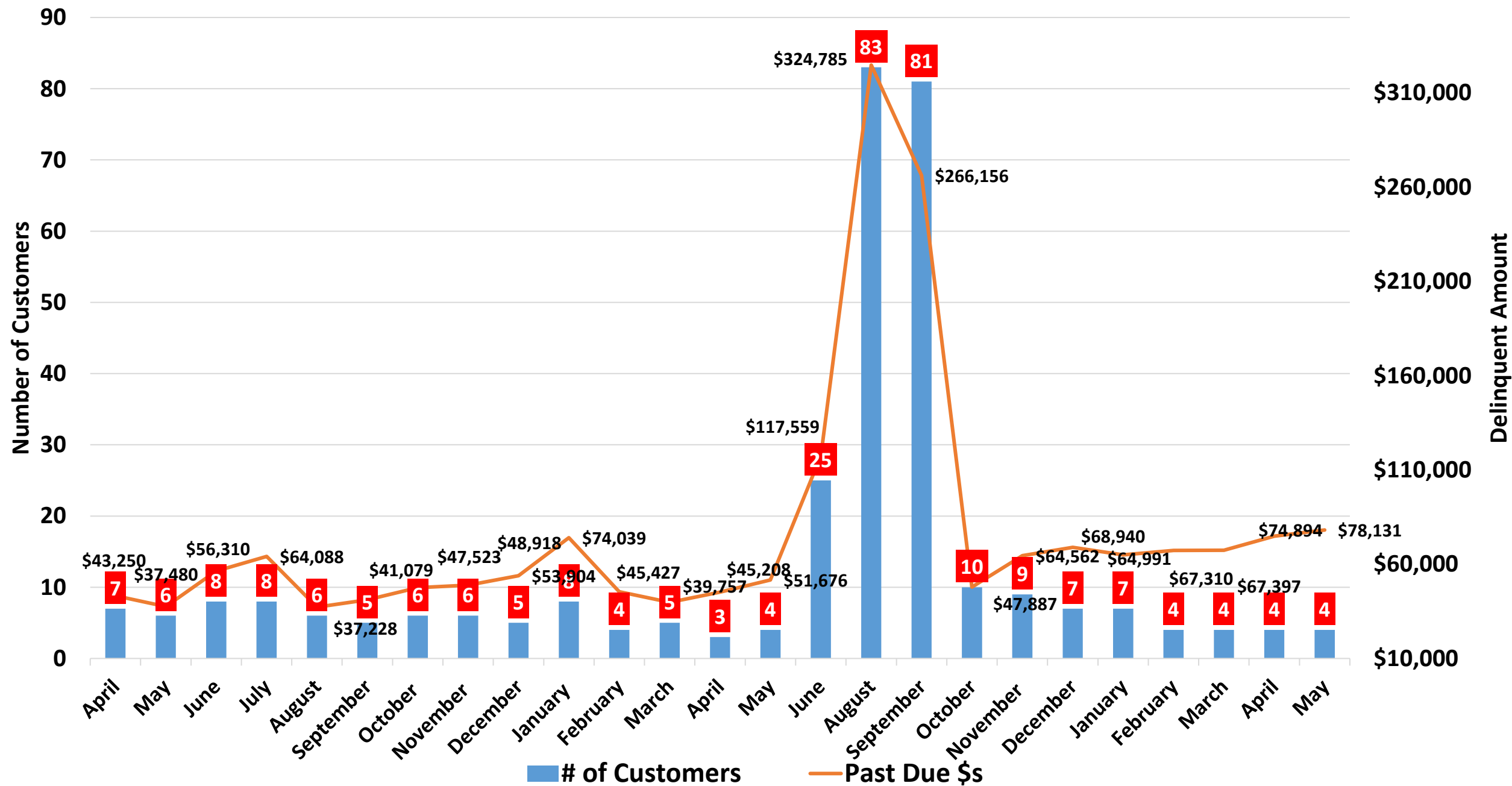
Commercial Consumption



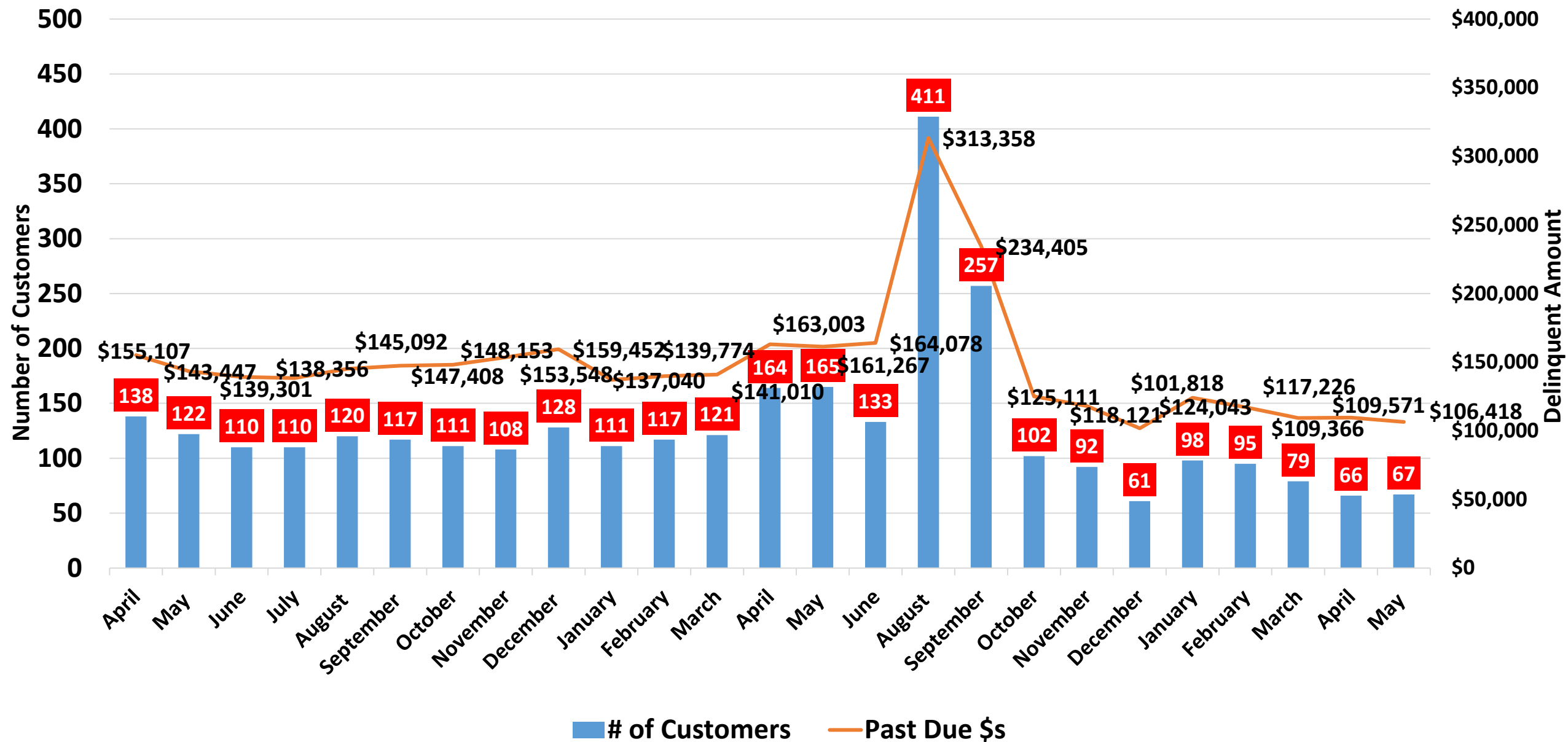
Residential Consumption



Delinquent Commercial Accounts Over \$500 and Over 90 Days



Delinquent Residential Accounts Over \$300 and Over 90 Days



Customer Service Call Volume

