

**MINUTES**  
**JAMES CITY COUNTY BOARD OF SUPERVISORS**  
**WORK SESSION**  
**County Government Center Board Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**September 24, 2019**  
**3:30 PM**

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**A. CALL TO ORDER**

**B. ROLL CALL**

Michael J. Hipple, Vice Chairman, Powhatan District  
Ruth M. Larson, Berkeley District  
P. Sue Sadler, Stonehouse District  
John J. McGlennon, Roberts District  
James O. Icenhour, Jr., Chairman, Jamestown District

Scott A. Stevens, County Administrator  
Adam R. Kinsman, County Attorney

**ADOPTED**

**NOV 12 2019**

**Board of Supervisors  
James City County, VA**

**C. BOARD DISCUSSIONS**

Mr. Icenhour noted a second item had been added to the Closed Session agenda which took place prior to the Work Session.

1. Closed Session: The Discussion of Plans Related to the Security of any Governmental Facility, Building, or Structure, or the Safety of Persons Using Such Facility, Building, or Structure, Pursuant to Section 2.2-3711(A)(19) of the Code of Virginia

A motion to Enter a Closed Session was made by Ruth Larson, the motion result was Passed.  
AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0  
Ayes: Hipple, Icenhour Jr, Larson, McGlennon, Sadler

2. Closed Session: Discussion Concerning a Prospective Business or Industry or the Expansion of an Existing Business or Industry Where no Previous Announcement has Been Made of the Business' or Industry's Interest in Locating or Expanding its Facilities in the Community, Pursuant to Section 2.2-3711(A)(5) of the Code of Virginia

A motion to Enter a Closed Session was made by Michael Hipple, the motion result was Passed.  
AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0  
Ayes: Hipple, Icenhour Jr, Larson, McGlennon, Sadler

A motion to Certify the Board spoke about those items indicated that it would speak about in Closed Session was made by John McGlennon, the motion result was Passed.  
AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0  
Ayes: Hipple, Larson, Sadler, McGlennon, Icenhour, Jr.

At approximately 4:09 p.m., Mr. Icenhour recessed the Board of Supervisors for the James City Service Authority Board of Directors meeting.

At approximately 4:11 p.m., Mr. Icenhour reconvened the Board of Supervisors for the work session.

3. 911 Center Consolidation Discussion

Fire Chief Ryan Ashe and Police Chief Brad Rinehimer were in attendance.

Mr. Stevens opened the discussion noting there had been previous mention regarding possible consolidation of the 911 center. He noted Mr. Bill Porter, former Interim County Administrator, as well as Chief Ashe, had spoken to him about the possible consolidation, but that it had not reached the Board level at that time. Mr. Stevens added that last fall there had been discussion on the Police Records Management System (RMS) and software update to the Computer Aided Dispatch (CAD) system. He noted the RMS vendor had indicated future enhancements would not be available. Mr. Stevens further noted with those updates needed in upcoming years, it seemed prudent to discuss the financial impact and the best way to provide the service, either in the County or at a consolidated center. Mr. Stevens said a lot of time had gone into talking with dispatchers, police officers, and firefighters. He added the chart that Chief Ashe had passed out to the Board was confusing, but it represented a starting point. Mr. Stevens noted concern for employees regarding what was the best solution if consolidation was the answer and taking care of employees. He stated he and Chief Ashe had met with all shifts and involved parties in early August to gather information. He noted it had been emotional but he expressed his appreciation for the input and the professionalism of everyone involved, while still providing the best service to the community.

Chief Ashe addressed the Board with an overview in a PowerPoint presentation. He focused on the challenges facing both the Police and Fire Departments included staffing, reliable connectivity to automatic aid partners, wireless call routing and transfers, and technology upgrades. Chief Ashe highlighted staffing levels noting a limited number of viable applicants, as well as the high percentage of applicants who failed background checks for both Police and Fire positions. He noted this was something felt strongly about by both departments.

Ms. Larson asked what would be something on a background check that would raise concern.

Chief Ashe noted undetected crimes as well as misinformation on an application that arose during polygraph testing. He highlighted some internal prequalification factors that assist both departments. Chief Ashe noted a significant turnover during the training process. He further noted this was not indicative of the County, but an industry trend. He commented on minimum staffing and noted while staffing had improved, it was not at the level the department wanted. He noted the response timeline from call received through dispatch and travel time in his presentation. Chief Ashe continued the PowerPoint presentation noting a third-party connection between the James City County (JCC) CAD and the York-Poquoson-Williamsburg (YPW) CAD and technology problems with that third-party connection involving call transfers and unit status. He noted reliability challenges with the connection involved situational awareness and delays associated with incorrect unit dispatching with the intermeshed geographic boundaries with York County and the City of Williamsburg. Chief Ashe noted the limitations within the current cell technology. He stated Federal Communications Commission (FCC) guidelines now mandated cellphone 911 call transfers be routed within six seconds. He noted the GPS location was generally available between 15-30 seconds, but further noted the cell call could not be routed based on the GPS location of the phone since the call routing had already occurred before the GPS location was available. Chief Ashe stated to fix that the call routing would need to be delayed until the location was available or the GPS location must be available within five seconds. Chief Ashe stated that today all

wireless cellphone call routing was done at the wireless carrier cell tower equipment and completely out of any 911 centers' control. He noted the Association of Public Safety Communications Officials (APCO) International and the National Emergency Number Association (NENA), both national public safety communication organizations, as well as the International Association of Chiefs of Police and International Association of Fire Chiefs, have been working with the FCC and cell carriers on the routing issues. He noted this was not a unique problem for the County, but the intermeshed geographic boundaries affected the County. Chief Ashe highlighted the number of misrouted calls in the PowerPoint presentation. He noted the Next Generation 911 (NG911) system, which Verizon was now using with a move from older copper wires to an IP Cloud-based solution. He further noted this would not solve the wireless call misrouting, but would allow the transmission of the GPS location once that technology caught up to allow the transfer. Chief Ashe stated the NG911 was being funded as a one-time cost in which the state intended to fund the additional costs, approximately double a monthly service, for the first 24 months and then the County would be responsible for covering the additional cost after that time. Chief Ashe then addressed the technology upgrades and the County's CAD system in the PowerPoint presentation. He noted the vendor had merged, and while support would be available to the current system, no upgrades or enhancements would be available to the County's current system. Chief Ashe further noted the Police RMS, which currently used the same vendor, was also requiring an upgrade in the next three to five years. He continued the presentation highlighting the shared 911 phone system with York County and the migration into the NG911 system, the regional radio system lifecycle with upgrades, and other redundancies. He cited a recent relocation to York County when there was a generator issue. Chief Ashe highlighted three options in the PowerPoint presentation: 1) maintain standalone Emergency Communications Center (ECC) in the County; 2) maintain standalone ECC in the County with a shared CAD system with YPW center; and 3) consolidate the JCC ECC with YPW ECC. He noted over the past weeks that feedback from the County Administrator, Fire Chief, and Departments had been reviewed and was presented in color-coded slides of the PowerPoint presentation. He further noted how the options reviewed addressed the challenges, service to citizens, and staff impact if they were to become York County employees. Chief Ashe noted the evaluation was still evolving. He continued the presentation with three options as the next steps. He noted Option No. 1, maintaining the standalone ECC in the County, was not the right option as response delays would continue. He further noted Option No. 2, maintaining the standalone ECC in JCC with a shared CAD system with the YPW center, and highlighted four key points for improvements as part of that option. Chief Ashe noted Option No. 3, consolidate ECC with YPW ECC, required further investigation into the color-coded criteria chart, hold public meetings for citizen input, and possible outside assistance for evaluation of criteria and technical requirements.

Mr. Stevens asked the Board for direction and noted more evaluation was needed. He noted some form of Option No. 2 was viable with Motorola as a strong contender in the CAD area in addition to solving a significant part of the concern with the delayed response.

Ms. Sadler asked if Option No. 2 with the shared CAD meant switching to Motorola.

Chief Ashe noted YPW used Motorola while the County used the third-party option.

Ms. Sadler asked if other vendors could be reviewed during the evaluation.

Chief Ashe said yes, there would be the opportunity to evaluate options that addressed Police and Fire needs as well as the connection piece.

Ms. Sadler asked about call history.

Chief Ashe noted the history over the past 15 years as well as significant call types within the

past two to three years. He further noted the possibility of data conversion, but cited expense and data reliability as areas to address during the evaluation process.

Police Chief Brad Rinehimer noted the major concern of loss of call history. He further noted that area would be considered during the evaluation.

Chief Ashe spoke of options for the call history that involved maintenance in the system for name searching or converting the database.

Mr. McGlennon asked about the additional salary number of approximately \$350,000. He questioned if that was a net or gross number and its relation to savings with employee turnover.

Chief Ashe confirmed salary savings would cover upgraded salary positions or added positions, but he could check numbers with Finance. He noted that number reflected future budgets for additional positions.

Mr. Stevens noted some employees were both trainers and dispatchers, though their particular jobs were not trainers or recruiters. He added that the additional training was instrumental in "helping to find new employees instead of waiting for people to find us."

Mr. Hipple noted three areas: staffing, Fire and EMS, and Police. He cited his position as a volunteer firefighter and knowing many of the people involved. He further noted the staffing and 911 center needed to be a dedicated position with leadership within the County.

Ms. Larson asked if this request was in addition.

Mr. Stevens confirmed this was included in the three to five position range.

Mr. Hipple noted an initial investment in an additional person "of that caliber", which should reduce turnover. He further noted "fixing the reason" for turnovers, savings for overtime with new hires, and possibly a shared CAD system. Mr. Hipple stated he felt Option No. 2 was the best and he was not leaning toward Option No. 3.

Ms. Larson asked about the investment and York County's involvement with the interface and its impact to James City County.

Chief Ashe noted if the various counties made changes, then something had to change in the interface. He further noted relying on a third-party vendor as well as Cox Communications connection had the potential for multi-point failure.

Mr. Stevens asked if York County changed software, what happened if James City County went that way and then York County changed its decision.

Mr. Hipple asked if the two Boards could meet and create a Standard Operating Procedure (SOP) that noted changes to either system and allowed for an SOP to be followed to keep Fire and Police notified.

Ms. Sadler questioned if this was for later in the evaluation.

Chief Ashe said yes. He addressed Ms. Larson's earlier question noting if York County used Motorola CAD today, and James City County bought its own Motorola CAD, then any changes would need to take place within both counties. He noted the opportunity to share a CAD system. He stated particular agencies could be partitioned off, but main site licenses would be shared, and the County would maintain its own backups and servers. Chief Ashe further noted with this shared system, if an upgrade occurred, then "it's all upgraded".

Mr. McGlennon noted Option No. 2 looked best for both counties and presented potential cost savings.

Chief Ashe noted benefits to Fire and Police with a shared system for both counties.

Ms. Larson asked about the projected \$1 million cost.

Mr. Stevens noted if the centers were put together, the CAD system and the Police RMS could be shared, but that was still being evaluated. He further noted the long-term savings was in the people. Mr. Stevens said the primary point of evaluation focused on service to the community and the first responders as areas of improvement. He noted the shared CAD system improved the dispatching piece without disadvantaging the first responders.

Ms. Larson asked if Option No. 2 was chosen and the savings from salaries was determined, what would be the forward plan for the costs.

Mr. Stevens noted he would talk with Ms. Sharon Day, Director of Financial and Management Services, about the budget as needed.

Mr. Hipple asked about those basic positions existing in prior years. He noted more calls required more people. He further noted rising costs for salaries and several missed opportunities for hiring people due to that point. Mr. Hipple noted employees asking where "can I go next" and building "a ladder of success" for all employees within the organization.

Mr. Stevens noted more positions for dispatchers, as an integral part of the organization, were in the budget planning process over the next few years as the County's population grew.

Ms. Sadler asked who would be involved in the evaluation.

Chief Ashe noted staff from Fire, Police, 911 dispatch, Information Resources Management/IT, as well as YPW staff, would be part of the evaluation team.

Ms. Sadler noted she was not in favor of consolidation. She added Option No. 2 was agreeable to her, but wanted to be certain that both Fire and Police had what they needed for call history.

Chief Rinehimer noted that was also a top priority. He added that while a shared CAD was beneficial, it also created a concern.

Mr. McGlennon noted it was important to get direction. He said he felt Option No. 2 was the way to go and that it allowed for an opportunity to change the system without the disruption of consolidation.

Ms. Larson asked for communication during the process of potential roadblocks.

Mr. Stevens noted that would be the process. He further noted the Board's preference for Option No. 2. Mr. Stevens stated the process was still evolving and that if other vendors besides Motorola were considered then that information would be shared. He noted "your decision or direction today is not the final decision without the Board having some input at a future time".

Mr. Hipple noted some vendors, while providing cost savings, were not in business after several years or had merged. He further noted looking at some "who have been around forever and are going to stay". Mr. Hipple asked Chief Rinehimer if he had additional

comments from the Police side.

Chief Rinehimer noted Chief Ashe had done a great job. He further noted his opinion from the start had been that the consolidation would not be beneficial and Option No. 2 was a better choice. He noted it solved many of the Fire Department's issues and that the Police Department would address any issues as they arose as the Department still needed new CAD and RMS systems. Chief Rinehimer stated a shared CAD was the best option, but he noted when evaluating vendors, the question of how the interface communicated with the RMS was a focal point for Police.

Chief Ashe noted the call history was a focal point and would need to be addressed in the next three to five years. He added some conversion of data would still be needed.

Mr. Hipple asked about patterns or comments from other fire and police chiefs that might be helpful.

Chief Rinehimer noted the frustration with vendors, mergers of companies, and the impact of such a big move. He further noted "the level of confidence will never be real high" due to changes with companies and what the next stages entailed.

The Board thanked Chief Rinehimer and Chief Ashe.

Mr. Icenhour noted the Board's consensus to pursue Option No. 2. He asked what was the recruitment focus in terms of age (high school versus college) and background for entry-level positions.

Chief Ashe noted if an individual was to enter one of the shifts at the 911 center, he or she would see a variety of age ranges. He further noted some employees were right out of college, others "stumbled upon it", and some even came not thinking they would be interested and were still working the job 20 years later. Chief Ashe stated it was difficult targeting specific groups for the position because there was no set type of person right for the job.

Ms. Larson noted that sometimes one call was enough to have an employee leave the job due to traumatic situations.

Mr. Icenhour agreed.

Chief Ashe confirmed that point also.

At approximately 5:02 p.m., the Board of Supervisors recessed for a short break.

Ms. Sadler left the Work Session at approximately 5:02 p.m.

At approximately 5:08 p.m., the Board of Supervisors reconvened.

#### 4. Part-Time Employees

Mr. Patrick Teague, Director of Human Resources, addressed the Board regarding benefits for part-time employees and a possible migration of some of the temporary workforce to part-time positions. He detailed the various position types of the County workforce: full-time regular, part-time regular, temporary, and on-call in a PowerPoint presentation. He provided a workforce snapshot with the number of positions in these four categories and their respective benefit eligibility. Mr. Teague noted a temporary staff member had questioned the use of temporary, which initiated a legal review of how temporary employees were categorized. He

further noted, based on the review, some employees were functioning as part-time regular rather than temporary. He noted Human Resources was currently working with departments to review the approximately 442 temporary/on-call employees to determine their correct classifications.

Ms. Larson questioned if the positions or the employees were being reviewed.

Mr. Teague noted that was interesting as it was a "bit of both" and related mainly to how the person in that position was being utilized. He further noted a three-year compilation of payroll data from those positions to determine if there was a consistency from year to year within departments based on those individuals. Mr. Teague stated all the employees were classed in a job, and those jobs matched current full-time positions, but were temporary. He noted an analysis to determine how many hours those positions should work, and if converted, how many would that equate to as part-time regular.

Ms. Larson questioned if those same people would fill that position or possibly an advertised position.

Mr. Teague said that would be addressed later.

Mr. Stevens noted the County's policy aligned with others that when 15 regularly scheduled hours a week were obtained then that triggered becoming a part-time regular. He further noted those were then presented to the Board during the budget process for approval, the position was created and posted, and in most cases, the person who had been performing that job was the most qualified applicant. Mr. Stevens said there was a process in place.

Mr. Teague continued his presentation with recommendations on the position types and adjustments to the benefits. He recommended the benefit be raised from 780 hours per year (15 hours per week) to a threshold of 20 hours (1,040 hours per year).

Mr. Stevens explained that the benefits Mr. Teague referenced did not include health insurance. He noted full-time employees received health insurance, but part-time employees did not. He further noted it primarily referenced paid time off of some sort.

Mr. Teague highlighted the current part-time benefits in his PowerPoint presentation. He highlighted changes and noted if an employee worked 30 or more hours per week, health care benefits must be provided per the Affordable Care Act. He continued with statistics on why the County offered benefits to part-time employees. Mr. Teague noted the longest tenured part-time regular employee in the County had 31 years of service. He added at exit interviews, liking co-workers and benefits ranked first and second, respectively. He showed the results of a market survey of benefits in comparison to York County and Newport News and also compared to private employers. Mr. Teague highlighted the number of current part-time positions based on hours in his presentation with a total of 90 positions. He noted disruption encompassed administrative/operational changes, increased turnover, and reduced employee morale. Mr. Teague noted these disruptions would be the measures used to say which options were more or less appealing. He noted "we would prefer to grandfather existing employees rather than removing any benefits they may have become used to in their employment". Mr. Teague continued with the three options:

- 1) No Change
  - least disruptive
  - did not follow the area market
- 2) Remove Benefits
  - most disruptive

-did not follow market (no area competitors without some level of benefits to part-time employees

3) Adjust the 780 Hours to 1,040 Hours (20 Hours Per Week)

-some disruption

-followed the market

Mr. Teague recommended meeting again in January 2020 and readdressing moving some temporary/on-call employees who may be misclassified to part-time regular positions, which would allow those people to be slotted into those positions upon creation without a recruitment process. He added certain skillsets existed with some of these existing employees, and for ease of operation, those people would move to the 1,040 position. He noted some employees may not want the change. He also recommended an annual increase would apply to all full-time and part-time regular positions as well as current part-time employees being grandfathered. Mr. Teague noted the following caveats: 1) any regular positions had the grievance rights which allowed employees to contest any time they were removed or some disciplinary action was taken on their position; and 2) annual increase would be addressed during the budget process to possibly extend to the temporary workforce to maintain consistency with the market salary rate. Mr. Teague highlighted the process and timeframe which included revision of Chapter 5 of the Personnel Policies and Procedures Manual, the Board's review and adoption of changes at its November 12, 2019 meeting, and a temporary workforce analysis with initial recommendation for classification changes for the Board's January 2020 meeting.

Mr. Stevens noted, in legal's opinion, if a position was used year after year regardless of the number of hours, then the position was not temporary. He further noted some recommendations for moving positions in reclassification would occur, but evaluation on paid time off would be considered and discussed with departments, primarily Parks and Recreation as well as the Williamsburg Regional Library. Mr. Stevens questioned the threshold of 20 hours.

Mr. Icenhour asked about a temporary position that had extended over time. He noted a specific timeline was what he had in mind for a temporary position and was surprised at the number of years of employment in a temporary position. He further noted if that was the goal in reviewing and rectifying the situation, then that was important.

Mr. Stevens said yes.

Mr. Icenhour noted the need for on-call and seasonal in particular to the swimming season, but added temporary and on-call needed clearer definition.

Mr. Hipple noted some temporary positions were grant funded. He further noted with grant renewal things kept going. He questioned if these reclassifications were implemented would that affect obtaining grants.

Mr. Teague stated no. He noted there were several methods in practice. He further noted typically in the first year of the grant, a request for a temporary position was made. Mr. Teague explained if the grant was reauthorized then a limited duration position was established. He noted that position could be full-time with benefits and it was scheduled to end when the funding ended. Mr. Teague noted this type of position had no separation rights, and this would not displace another employee.

Discussion ensued.

Mr. Hipple asked about direct cost.



Mr. Teague responded there would be a limited amount at separation based on leave accumulation, but no direct cost to this transition.

Mr. Stevens noted similar pay rate, but further noted the temporary positions did not receive paid time off, where part-time regulars did.

Mr. Hipple asked about that cost in regard to planning future budgets when those positions transitioned.

Mr. Stevens noted staff would get that information for the Board after the departmental evaluation from Human Resources.

Mr. McGlennon questioned the 12 positions and the 780 hours range. He asked if these positions were grandfathered.

Mr. Teague noted currently there were no positions under 780 so those positions were between 780 and 1,040 hours and were primarily on-call shelver clerk positions at the library.

Mr. McGlennon questioned if the opportunity to increase hours to 1,040 would be made available to these employees.

Mr. Teague responded yes if regular positions were created and to ask the Board to grandfather these positions to retain benefits they currently received.

Mr. Stevens noted these 12 positions currently received paid time off working at least 15 hours a week but less than 20 hours. He asked the Board to consider allowing these current positions to stay at that schedule, but any replacements would work no less than 20 hours a week with no paid time off.

Mr. Hipple asked if these employees could work 20 hours.

Mr. Stevens noted that would be a departmental decision depending on individual schedules, department needs, and other factors.

Ms. Larson asked if this meant an automatic increase in the hours for these 12 positions.

Mr. Stevens noted no. He further noted the information in this evaluation will determine as the need may not be there.

Ms. Larson asked if a shelver clerk working 10 hours a week received paid time off.

Mr. Teague responded no; the employee had to work a minimum of 15 hours a week.

Mr. Stevens noted the recommendation of moving the 10-hour per week position to part-time with no paid time off.

Mr. McGlennon asked if there were any employees under 15 hours a week.

Mr. Stevens noted yes that those positions were under the temporary category. He further noted the use of seasonal personnel, summer camp counselors, and year-round temporary employees.

Mr. Teague noted the on-call group fell into the less than 15 hours group. He further noted on-call positions did not meet the regular position definition so those positions would likely remain

on-call in a temporary capacity.

Mr. Hipple asked if the goal was to remove the temporary positions.

Mr. Teague confirmed the goal was to determine a finite number of temporary positions that should become part-time regular.

Mr. Stevens noted while some will still be temporary, the correct categorization of other employees as being part-time regular, no paid time off, and less than 20 hours a week.

Mr. McGlennon asked about feedback from the employees in these temporary positions.

Mr. Teague said while there had been no specific discussion, there had been communication with a variety of staff in the temporary workforce on the annual use basis. He noted there had been no survey of the part-time regular staff. He added that would "hold everyone harmless in moving that benefit threshold up."

Mr. Stevens noted concerns in the Parks and Recreation part-time staff who were on-call or temporary and increases in time worked. He further noted additional discussion in that area.

Discussion ensued.

Mr. Icenhour asked if there was consensus to move forward on this point.

The Board concurred.

The Board thanked Mr. Teague for his presentation.

5. Update on Shaping Our Shores Master Plan

Ms. Carla Brittle, Community Centers Administrator, and Mr. Alister Perkinson, Parks Administrator, both of Parks and Recreation, were present to update the Board. Ms. Brittle noted the Master Plan was created in 2009 and it served as a guide for the development of the three waterfront properties in the County, which included Chickahominy Riverfront Park (CRP), James City County Marina, and Jamestown Beach Event Park. Ms. Brittle noted the Master Plan was very comprehensive, but further noted it was time to update it due to age and new park amenities. She stated a James City County-wide employee team comprised of Parks and Recreation, James City Service Authority (JCSA), Economic Development Authority, Planning, and Capital Projects staff had been created in the fall of last year. Ms. Brittle noted these particular parks had water issues, economic drivers, and environmental factors that required a diverse group of staff to assist in the update for the Shaping Our Shores Master Plan. She highlighted the goals for the update included: 1) confirm and evaluate the success of the existing amenities in the parks and if they met current needs of citizens; 2) identifying unmet needs and opportunities for expansion if needed; and 3) evaluate maintenance and longevity of the park features as well as amenities. Ms. Brittle noted evaluation of community future needs at the parks. She stated the team completed site visits with current needs at each park. She referenced the original conceptual map for each park and the team's proposed Master Plan update in her PowerPoint presentation. Ms. Brittle provided some background on CRP and noted updated resurfacing the pool, addition of the Splash Pad, and additional projects. She highlighted revenue and visitor statistics as well as various programs such as rowing, which she added the College of William & Mary's row team used the facility. Ms. Brittle noted additions and subtractions to the Master Plan included a proposed JCSA water treatment plant with intake and outtake lines.

Mr. McGlennon noted the area designated for the water treatment plant was a large area.

Ms. Brittle confirmed that. She noted the gas utility delineation and the limitation for development within this park. She also noted relocation of the Recreational Vehicle (RV)/boat storage to the front of the park as another revision to the Master Plan.

Mr. McGlennon asked if long-term RV was overnights or storage.

Ms. Brittle confirmed it was for storage. She also noted removal of the second park entrance, a road in the middle of the park to divert traffic, relocation of the camper store with propane filling station, more laundry facilities to bathhouses, recreational/environmental education room at the store, and relocation of the pump-out station for the RVs.

Mr. Stevens noted this information was for the Board to evaluate and review as public meetings would be held. He noted if the Board had questions now was a good time to ask them.

Ms. Brittle confirmed this was a conceptual plan and welcomed feedback and/or questions from the Board before presenting it to the public.

Mr. Hipple asked if an additional fishing pier could be included.

Discussion ensued on location, charge to fish, and other points.

Mr. McGlennon asked what drove the majority of the increased revenue.

Ms. Brittle noted camping and fishing tournaments.

Mr. Perkinson noted an increase in RV camping.

Mr. Hipple asked about additional camping sites.

Mr. Perkinson addressed redesignation of existing campgrounds based on people's needs.

Discussion ensued on boathouses and involvement with local organizations.

Ms. Brittle next addressed the James City County Marina and the history of the County's involvement with the facility. She noted the Billsburg Brewery leased its location at the marina. She cited population and revenue as well as boat storage and kayak rentals. Ms. Brittle noted significant changes to the original 2009 Master Plan with changes due to the floodplain. She further noted the wetlands issues that warranted removal of original structures. Ms. Brittle stated additional daily boat parking, a second entrance, relocation of the fuel dock, a semi-permanent tent structure for events among the proposed changes. She added that this revised plan eliminated the second proposed boat ramp and dry stack storage.

Mr. Hipple asked about the dry stack storage and the rebuild there for the covered area.

Ms. Brittle noted covered and uncovered areas on the map with a total of 108 boat slips from 75 slips.

Mr. Perkinson noted the covered slips were slightly larger.

Mr. Hipple asked if the slip rental costs would cover the cost of the covered boat area.

Ms. Brittle noted it would take 20 years to cover the cost and particularly with the current cost

of steel.

Ms. Larson asked about the dredging in that area.

Ms. Brittle confirmed the dredging was part of the upcoming year projects.

Mr. Perkinson noted it was part of the Fiscal Year 2020 Capital Improvements Program for the first phase. He further noted the dredging was a two-phase process. He added the first phase focused on most of the uncovered slips and the channel coming in and out. Mr. Perkinson said the second phase would involve the covered slips in the several years. He added the drawings for the dredge spoils were not available yet, but they were part of the site plan currently in process.

Mr. Icenhour asked if the area across the road was for the proposed dredge flows.

Ms. Brittle and Mr. Perkinson confirmed that.

Mr. Icenhour questioned a bulkhead with a transient area on the map.

Ms. Brittle noted those were uncovered rental slips.

Mr. Perkinson noted most of those were monthly with some transiency depending on demand.

Ms. Larson asked what kind of demand was currently in place. She noted she had arrived via jet ski for lunch and that was simple, but there had been some issues.

Mr. Perkinson highlighted a tie-up area to visit Billsburg for such occasions.

Discussion ensued on additional elements.

Mr. Perkinson noted the popularity of the paddlecraft rentals. He further noted the relocation of those rentals "to the cove" away from the motorboats.

Mr. Icenhour noted the boat ramp would be relocated.

Ms. Brittle confirmed that as well as relocating it away from the gas pump.

Mr. McGlennon inquired if Parks and Recreation handled all the support of the boating in the marina.

Ms. Brittle noted the department rented kayaks, collected boat slip fees, and handled fuel, but did not handle the ringer care service, which was under a contractor.

Mr. McGlennon questioned a tasting room location and the restaurant facility.

Ms. Brittle confirmed the building would be removed and the facility relocated. She continued her presentation highlighting the Jamestown Beach Event Park and proposed changes. She noted that since 2009, a significant amount of work had been done there as well the creation of beach areas where none had previously existed. Ms. Brittle noted an accessible concrete walkway, expanded parking, concession area, and as well as the paddle launch site. She cited this park was revenue negative, but noted revenue was derived from parking fees and other sources. Ms. Brittle noted development on the property was severely limited due to the historical sites uncovered in addition to the restrictive covenants that went with the grants that were used to purchase the property. She added there were two grants with easements and highlighted them on the map in the PowerPoint presentation. Ms. Brittle noted the first item to

address involved relocating items in those highlighted areas that were not permitted. She further noted removal of cabins and camping and keeping all camping at CRP with resource consolidation, relocation of the fishing pier, additional restrooms and event parking, and other items. She stated some items would include coordination with the Virginia Department of Transportation (VDOT). Ms. Brittle referenced working with VDOT regarding changes to Jamestown Road. She recommended additional VDOT coordination with the Greensprings Road and Jamestown Road intersection.

Mr. McGlennon expressed concern about the traffic at that intersection.

Mr. Icenhour asked about the gates and the opening/closing of them.

Ms. Larson noted the gate on Greensprings Road was never open.

Discussion ensued regarding traffic and gate options.

Ms. Larson noted no camping would be available for multi-day music festivals and stated her discouragement that the field would serve as boat storage instead of a camping area. She asked to readdress the grant restrictions.

Ms. Brittle highlighted one of the two covenant areas where recreational use would be permitted and that encompassed camping. She noted unsolicited contact regarding a possible venture with a private company to initially build 25 camping cabins in a public-private partnership and asked the Board if it would be willing to entertain the notion. She added if yes, then a Request for Proposal would be initiated as an option.

Ms. Larson noted it was an expense, but camping also allowed for maximum usage of tourist value for the area and the park.

Ms. Brittle asked the Board if that was something it wanted to pursue with the public-private partnership as received or if it wanted Parks and Recreation to operate.

Mr. Icenhour referenced CPR and the maximum capacity ratio of primitive versus RV sites.

Mr. Perkinson noted over 100 sites were in the park, but some were group sites.

Mr. Icenhour asked for a cost and benefit of regular camping sites versus RV sites and cabins.

Discussion ensued on options regarding camping or cabins, bathhouses, and staffing.

Ms. Larson suggested a more comprehensive use of the park for events or possibly moving events to CPR for a maximum experience.

Ms. Brittle added a running center proposal, previously discussed for Warhill Sports Complex, to be located at Jamestown Beach Event Park. She noted the center would include community racing events as well as Parks and Recreation staff offices. She further noted that was presented by a private foundation as part of the Build-A-Building program.

Mr. McGlennon asked if the foundation was interested in pursuing this now.

Ms. Brittle confirmed yes and noted this site hosted many racing events.

Mr. Hipple noted previously there had been concern for a banquet with alcohol on the premises and the proximity to schools.

Ms. Brittle stated that was allowed on this site. She added alcohol was permitted as this site hosted concerts.

Ms. Larson noted conversation about the race route and the impact on neighboring subdivisions.

Ms. Brittle highlighted the area on the map with an open field. Discussion ensued on the running area including the Capital Trail, the Colonial Parkway, and routes as well as restrooms and parking.

Ms. Larson stressed talking about the routes so “citizens are not pushed out” from their use of these routes.

Ms. Brittle noted the next steps, based on the Board’s feedback, involved adjustments to the maps, starting the public process which included a public comment section on the website, and hosting a minimum of two meetings; a daytime and an evening meeting for public input. She further noted the next step would be the formal approval process which will go through the Parks and Recreation Advisory Commission, then the Planning Commission prior to the Board’s final approval.

The Board thanked Ms. Brittle and Mr. Perkinson for the presentation.

Ms. Larson asked if the maps had been done inhouse.

Ms. Brittle replied yes, thanks to Mapping.

#### 6. Workforce Housing Task Force - Findings and Recommendations

Mr. Paul Holt, Director of Community Development and Planning, and Ms. Rebecca Vinroot, Director of Social Services, addressed the Board in a collaboration regarding the Workforce Housing Task Force with an overview from January 2018 to January 2019. Mr. Holt highlighted the definition of “workforce housing” and noted a review of data showed the greatest need was on working households with incomes between 30% and 100% of the area median income. He noted the reasons for the importance of affordable housing within the County as indicated in the Agenda Packet. Mr. Holt noted the workforce housing strategy recommendations included: 1) housing preservation; 2) housing production; 3) housing access; and 4) funding. He noted funding was usually discussed during budget talks. Mr. Holt noted in the PowerPoint Presentation a toolkit of potential strategies, both short- and long-range as well as funding from the County.

Ms. Vinroot noted an analysis of all the recommendations was in the Board’s Agenda Packet. She further noted the feasibility and resources had been evaluated on all of those recommendations. Ms. Vinroot stated items were selected that did not require additional staffing or budgetary resources.

Mr. Holt noted these recommendations were in the Agenda Packet and if there were questions or concerns from the Board, he and Ms. Vinroot would address them. Mr. Holt further noted the County had received a \$350,000 award from the Virginia Department of Housing and Community Development (DHCD) toward rehabilitating up to 10 homes. Mr. Holt noted that work had been completed. He added that the DHCD had also awarded the County a \$1 million Community Development Block Grant which allowed the County to undertake a two-year, Scattered Site Housing Rehabilitation project. He said the goal was to rehabilitate 16 homes. Mr. Holt highlighted additional grant funding for septic system upgrades.

Mr. McGlennon stressed affordable housing on a regional basis and how the County can work with the City of Williamsburg and/or York County for additional opportunities. He cited work along Government Road where York County and James City County came together. Mr. McGlennon highlighted tensions in the accessory apartments in the recommendations. He noted covenants and possible conflicts. He further noted concern for accessory apartments that could be purchased and subdivided as a potential undermining for affordable housing. He cautioned about regulations regarding short-term rentals and competition with other housing options within the community. Mr. McGlennon questioned the amount of community energy to potentially acquire a manufactured home or travel park as a more stable affordable housing. He noted the need to have cooperation between local government, nonprofit institutions, and other groups.

Mr. Hipple noted Habitat for Humanity had reached out with the trailer park and turning the area into homes. He further noted this partnership would assist the community.

Ms. Larson asked about protected land or property for development. She noted the "tough road to walk" with accessory apartments and development. She further noted the details in the report and options with rehabilitation of existing areas already set up. Ms. Larson asked if the Workforce Housing Task Force felt progress was forthcoming.

Ms. Vinroot said yes; she noted the "appetite to do something" and she felt the analysis process had been beneficial. Ms. Vinroot highlighted Neighborhood Development and the Housing Unit collaboration was important. She noted the process "kept the momentum going" and showed the focus where gains can be made without jumping too far ahead. Ms. Vinroot stressed the importance of educating everyone to possibilities. She noted some possible regional opportunities to "take the lead" in navigating people through housing opportunities such as rental versus buying as well as first-time buyers.

Ms. Larson agreed in taking the lead. She said "we're far ahead", but noted the City of Williamsburg was starting with a task force, but she was not sure about York County.

Mr. Hipple noted that was a question for area leaders about regional work.

Mr. Holt stated the regional aspect was a big piece. He noted the Board was correct in the County being ahead. Mr. Holt further noted the Housing Navigation piece, resources, and tying that in to first-time home buyers. He said that was a feasible option to start in the County and replicate with inclusion of other parts of the Historic Triangle. Mr. Holt noted it would show early successes on which to build momentum.

Mr. Icenhour noted questions from concerned people that the study results would be put in a notebook and filed away on a shelf. He further noted "it's a tough issue and won't solve this overnight" so the incremental approach was helpful. Mr. Icenhour suggested periodic updates, possibly one during the budget cycle. He noted discussion about "how to keep housing affordable". He further noted the City of Williamsburg had several motels that been converted to apartments by private owners. Mr. Icenhour stated the zoning issues for that type of use. He noted the use of the motel as viable and still feasible as a functional use for residents.

Discussion ensued.

Mr. Icenhour asked for staff input to address creative solutions or recommendations to help citizens in these cases. He thanked Mr. Holt and Ms. Vinroot for the update.

#### **D. BOARD REQUESTS AND DIRECTIVES**

Mr. Hipple noted "he was good".

Ms. Larson noted last week was busy with the Tourism Council and Business Council meetings as well as the School Liaison meeting. She further noted a joint December meeting. She also noted a letter received on the leftover fund money. Ms. Larson thanked everyone with the amount of information during the presentation. She noted the 911 call center discussion and the personal impact for people, but also the opportunity to review other options and processes. Ms. Larson reminded the Board, particularly in reference to workforce housing, to continue "looking for employers who will come in and pay a living wage." She noted the County was an expensive area to live, but stressed the Board do its part to help pay the citizens. Ms. Larson also commented on no sitting areas at bus stops and asked for benches and shelter for waiting passengers.

Mr. McGlennon noted he and Ms. Larson went to the Peninsula Food Bank for Elected Officials Day where they packed lunch bags and broke down boxes.

Ms. Larson noted 1,900 bags were packed, which equated to over 4,000 lunches of which many benefitted Williamsburg-James City County (WJCC) School students.

Mr. McGlennon added he had attended a local school at the suggestion of the WJCC School Board. He attended Clara Byrd Baker Elementary School with the Honorable City of Williamsburg Councilman Benny Zang, Ms. Lisa Ownby, Chair of WJCC School Board, and Ms. Kyra Cook, WJCC School Board. He noted the opportunity to view programs, Bright Beginnings classrooms, and space needs. Mr. McGlennon further noted his recent attendance at The Arc reception, which received a \$50,000 check from Bank of America. He stated the receipt of several buses to assist Arc clients with transportation to work. Mr. McGlennon noted area employers' involvement in creating job opportunities for clients of The Arc. He congratulated the organization and Mr. Kinsman, who served on The Arc's Board of Directors.

Mr. Icenhour noted he would present information to the Board's consideration concerning retaining walls. He further noted previous communication from a constituent in New Town regarding Best Management Practices (BMPs) and retaining walls there. Mr. Icenhour remembered the issue and visited the New Town site. He noted within 30-40 feet of residential buildings and sidewalks, the BMPs had 40-50-foot drops and broken fences. He also referenced a huge BMP retaining wall that impacted JCSA in Colonial Heritage. Mr. Icenhour noted the stabilizing cables impacted the JCSA easement. He further noted no developer restrictions but over time the potential impact to the homeowners associations when responsibilities changed or structure failures occurred. Mr. Icenhour addressed a possible Ordinance on retaining walls planned in excess of 12 feet in height within 150 feet of residence or walking path which would require Board approval and "not an automatic type of thing". He noted he "would not want my kids playing around near that, it could be a lethal combination". Mr. Icenhour further noted he had Mr. Kinsman draft some language regarding this point, and requested additional research on the number and locations in the County.

Both Ms. Larson and Mr. Hipple noted they knew of areas in the County where the retaining walls were an issue.

Mr. Hipple noted that at each eight-inch lift, compaction was required. Mr. Hipple noted the Board's review and consideration of material he would leave with Mr. Stevens regarding a possible bridge naming.

Mr. Icenhour asked Mr. Stevens if he had additional comments.

Mr. Stevens had none.



**E. CLOSED SESSION**

See Section C.

**F. ADJOURNMENT**

1. Adjourn until 5 p.m. on October 8, 2019, for the Regular Meeting

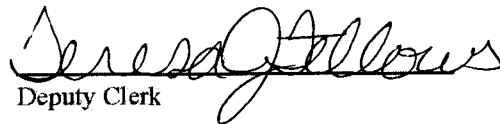
A motion to Adjourn was made by Michael Hipple, the motion result was Passed.

AYES: 4 NAYS: 0 ABSTAIN: 0 ABSENT: 1

Ayes: Hipple, Icenhour Jr, Larson, McGlennon

Absent: Sadler

At approximately 7:05 p.m., Mr. Icenhour adjourned the Board of Supervisors.

  
Deputy Clerk