

MINUTES
JAMES CITY COUNTY BOARD OF SUPERVISORS
BUSINESS MEETING
COUNTY GOVERNMENT CENTER BOARD ROOM
101 MOUNTS BAY ROAD, WILLIAMSBURG, VA 23185

January 27, 2026

1:00 PM

A. CALL TO ORDER

ADOPTED

B. ROLL CALL

FEB 24 2026

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

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

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

C. PRESENTATION(S)

1. VDOT Quarterly Update

Mr. Rossie Carroll, Williamsburg Residency Administrator for the Virginia Department of Transportation (VDOT), addressed the Board to present the VDOT Quarterly Update. He reported that between October 1 and December 31, staff completed 436 of the 499 maintenance work orders received, resulting in an 87.4% completion rate for the quarter. He noted that the largest categories of maintenance work orders involved pothole patching, dead animal removal, sign repairs, and debris removal. He further stated that 97.4% of work orders entered by staff, along with 84.3% of those submitted through the customer service center were completed, for a combined completion rate of 87.4%. Mr. Carroll reported that staff responded to two snow events during the quarter, on December 8 and December 14. He stated that primary and major secondary roads were completed; however, some subdivision streets were inaccessible due to vehicles parked along inclines, creating hazardous conditions for staff and heavy equipment. He encouraged residents to park in driveways during winter weather events to allow larger equipment to access roadways safely. He stated that primary litter pickup for the County was scheduled to begin on February 2, followed by secondary litter pickup on February 20. He also noted that the first primary mowing cycle for the County was scheduled for April 2 and would continue monthly through October. Mr. Carroll then discussed VDOT projects in the design phase. He first referenced the Longhill Road shared-use path project, with a projected award date of April 5, 2027. He went on to discuss Mooretown Road/Richmond Road improvements, noting that it was a Smart Scale project shared between James City County (JCC) and York County, with a project award date of July 8, 2030. Additional projects included the Jamestown High School sidewalk and crosswalk design, along with right-in/right-out improvements at Route 5 and Centerville Road, and Route 30 at Old Stage Road/School House Lane. He stated that the project had been advertised and a bid was received, but the bid was deemed non-responsive; he noted that the project would be advertised again the following month in hopes of

receiving responsive proposals. He also discussed the Pocahontas Trail widening and complete street project (Phase One), projected for award on March 29, 2028, and a cross-drainpipe replacement project, noting that completion was planned for June of the current year. He noted that due to site constraints, pipe replacement work would be performed under traffic. Mr. Carroll proceeded to review projects under construction. He first mentioned the guardrail contract, noting that five of five hits were replaced during the second term. He then discussed the Croaker Road widening project, which carried a fixed completion date of November 18, 2027. He explained that roadway grading and drainage features, along with installation of cross drains and drainage structures, would continue throughout the project. Upcoming activities included placing base rock, preparing for roadway paving, and shifting traffic at apartment entrances. He reported that the hydraulic lifting system for the Jamestown Transfer Bridge had been completed, though the project had not yet been closed out due to remaining cleanup work. He also discussed the Revenue Sharing project involving signal installation at Centerville Road and Jolly Pond Road, noting that the project had been awarded on November 10, 2025, remained under construction, and was awaiting delivery of materials needed for the signal installation. Mr. Carroll then reviewed upcoming paving projects, noting that several projects were scheduled for the summer. One such project involved marking and striping the Croaker Road Park and Ride. He also referenced a paving contract covering specific areas along Route 5, Route 60 eastbound, and Route 60 westbound. Another project, in which he identified it as PM5R, had evolved over time; originally planned to include portions of Kingspoint, it was modified due to sewer and water work planned by the James City Service Authority. As a result, the paving focus shifted to Powhatan Shores, Springhill, and Monticello Woods. He further discussed a project along Route 60 near Anderson's Corner extending toward the New Kent County line. He noted that an unbonded concrete overlay had been advertised, but no bids met the estimate. A revised approach was selected for the upcoming summer: patching the westbound concrete near Anderson's Corner and the eastbound concrete section from New Kent County. These areas would be patched during the summer, followed by an asphalt overlay at a later time. Mr. Carroll then addressed the Interstate 64 Gap Segment C design-build project, noting that it remained under construction with an estimated completion date of April 20, 2027. He reported that Fiscal Year (FY) 2026 funding for County safety and improvement projects had been fully expended, with completed work including pipe lining, curb and gutter repairs, and sidewalk repairs. He continued with a summary of quarterly traffic studies, including a speed limit review for Monticello Avenue, which resulted in the limit remaining at 45 mph. He also discussed a safety review of Route 661 (Jackson Drive) and Adams Road intersection. He noted that stop signs and yield signs had been installed or replaced as needed. He reported on a "no turn on red" evaluation at Monticello Avenue and Casey Boulevard, which resulted in no recommended changes. Following a recommendation, a work order was submitted to install double yellow lines at the Route 30 crossover to separate traffic lanes. He also noted that a speed limit review on Greensprings Plantation Drive resulted in a reduced limit and updated signage. Mr. Carroll concluded by outlining current studies, including a completed roadway safety analysis for Route 30, a project pipeline study for Centerville Road/Richmond Road and Route 199, and the ongoing Surry Crossing Study, which was expected to be completed by late November 2026. He concluded his remarks and invited comments or questions from the Board.

Mr. McGlennon conveyed his appreciation to Mr. Carroll for providing periodic updates and indicated his interest in establishing a schedule for additional updates throughout the remainder of the year.

Ms. Null asked for clarification regarding the meaning of the acronym RSA.

Mr. Carroll clarified that RSA stood for Roadway Safety Analysis.

Mr. Icenhour noted that he had questions regarding the ongoing study for a potential crosswalk at Old News Road and requested additional details about what was anticipated as part of the study.

Mr. Carroll stated that the study for Old News Road had been completed and that he expected to receive information within the next 60 days or more regarding the other crossing projects previously discussed. He noted that the crosswalk near Old News Road would be addressed and that VDOT and the County would partner to complete the project.

Mr. Icenhour noted that the crosswalk was frequently used and stated that concerns had increased after a pedestrian was struck. He further stated that when entering Route 199 westbound near Longhill Road, the pavement beyond the curb was rough. He suggested that the area be patched again and asked whether temporary patching could be provided.

Mr. Carroll noted that the area would be patched again and that it was currently included in the 2027 schedule.

Mr. Icenhour went on to state that the pavement along the edges of News Road was crumbling and that several potholes were present. He asked Mr. Carroll to review a few of those patches as well. He then congratulated VDOT staff and expressed his appreciation for the excellent work the Department had done in clearing the roads.

Ms. Larson stated that the pretreatment had been highly effective. She also thanked VDOT staff and expressed her appreciation to Mr. Carroll for attending the Board meeting. She also clarified that the award date for the Jamestown High School sidewalk crosswalk project was December 2027.

Mr. Carroll confirmed December 29, 2027.

Ms. Larson then confirmed that readvertisement was required for this project.

Mr. Carroll confirmed that readvertisement would be done next month.

Ms. Larson thanked the Department for having the contractor add the new pavement markings at the location previously discussed and expressed her appreciation to the JCC Police Department for its efforts to address illegal turning activity occurring there.

Mr. Carroll noted that follow-up studies completed in other areas indicated a 30%-40% reduction over the past four years.

Ms. Larson noted that she imagined a similar reduction had occurred in the area discussed and believed the change had been beneficial. She noted that the current traffic pattern was intended to promote safety.

Ms. Larson asked for clarification regarding the follow-up process that VDOT used when staff were unable to access roads because of street parking.

Mr. Carroll noted that this was typically not an issue during most snowstorms; however, when ice was present, staff must be mindful of the hazard. He added that calls were not made to each homeowners association due to time constraints, but by identifying the risk areas during such events, staff could avoid being placed in unsafe situations.

Ms. Larson expressed that the information shared was helpful, noting that there were areas in the County with extremely narrow streets and that she could see how access could become an issue.

Mr. Carroll noted that typically extensive maintenance was not performed on subdivision roads, though efforts were made to treat them as needed.

Ms. Larson then discussed pedestrian safety and asked what was required to implement

crosswalk enhancements that would alert drivers when a pedestrian was crossing a road.

Mr. Carroll explained that this was implemented in areas with high pedestrian and traffic volumes and noted that rectangular rapid flashing beacons were used at mid-block crossings. He added that these devices were not appropriate for every situation and were typically installed only when conditions warrant it. He then identified the roads where these installations were already in place to illustrate current use.

Ms. Larson concluded her remarks by thanking Mr. Carroll for following up on the questions she had received from citizens and reminded him to look into another concern submitted by a resident when time permitted.

Mr. McGlennon again congratulated VDOT staff on their strong performance during the storm, noting that the ice had made conditions particularly challenging. He then discussed the condition of roads in the Grove Community, referencing a recent stormwater project and observing that the roadway conditions both before and after the project had been difficult. He asked whether the pavement in this area could be upgraded.

Mr. Carroll stated that he had reviewed the pavement evaluations for 2027 and noted that the Composite Condition Index for the Grove area was not below the 60% threshold. He noted that this evaluation was completed prior to the drainage project. He stated that he would investigate the matter further and prepare a cost estimate for paving the entire community.

Mr. McGlennon expressed that the area tended to be overlooked.

Mr. Carroll stated that a preventative overlay was completed approximately seven years ago, which was generally the expected lifespan of such work.

Mr. McGlennon thanked Mr. Carroll for his attention to the issue discussed.

Ms. Null asked about the status of pavement markings on Route 60, noting that the work had not yet been completed.

Mr. Carroll confirmed the work request had been submitted but stated that he would follow up on the request. He also noted that the previous snow event involved wet, heavy snow and significant ice. He stated that a few mailboxes were damaged during snow-removal operations and explained that residents who replaced their mailboxes for this reason may submit a tort claim.

Ms. Larson asked where residents could find information on submitting a tort claim.

Mr. Carroll stated that the information was available on the VDOT website at www.vdot.virginia.gov/policies/tort-claims/.

Mr. McGlennon then discussed the ongoing challenges related to Lake Powell Road, noting that a resident had been struck by a vehicle while checking her mail. He expressed appreciation for the improved signage that had since been installed in the area.

2. James City Clean County Commission 2025 Annual Report (Postponed to a later date)

Mr. McGlennon noted that Ms. Peg Boarman, Chair of the JCC Clean County Commission, was unable to attend due to a death in her family, and that her presentation would be rescheduled for a future meeting.

D. CONSENT CALENDAR

Mr. McGlennon asked whether any Board member wished to pull an item from the Agenda. Ms. Larson moved approval of the Consent Agenda but noted that she would appreciate additional information regarding Item 2, *Contract Award - \$1,161,272 - Replacement Fire Pumper*.

1. Grant Award - \$24,992 - Litter Prevention and Recycling Program

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

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

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

2. Contract Award - \$1,161,272 - Replacement Fire Pumper

Fire Chief Ryan Ashe addressed the Board. He noted that the replacement fire pumper was included in the department's Capital Improvement Program (CIP) budget and was an integral component of the department's long-range apparatus replacement plan. He reported that the contract had been awarded to Atlantic Emergency Solutions, noting that the department had previously procured fire trucks from the same vendor. He further indicated that the design would mirror that of a recently delivered unit and that an additional apparatus was already on order. Chief Ashe explained that, in prior years, the department had budgeted for an apparatus and completed its replacement within the same fiscal year, when delivery times for a fire pumper averaged approximately nine months. He noted that current delivery times had extended to roughly 48 months. He also stated that apparatus replacements generally occurred on a 20-year cycle, consistent with recommendations issued by the National Fire Protection Association.

Mr. McGlennon inquired whether the contract had been issued through the Houston-Galveston Area Council and, if so, whether it contained a provision permitting other fire departments to utilize the same pricing.

Chief Ashe explained that the department had relied on this contract for approximately 15-18 years, using it to purchase both fire apparatus and ambulances. He added that the equipment's design and customization were guided by the specifications laid out in the cooperative contract.

Ms. Larson inquired as to how the department determined the appropriate station or location for placement of the apparatus.

Chief Ashe stated that the department would remove the oldest truck and would assign the new truck to front-line service at one of the fire stations based on the mileage, maintenance history, and overall condition of the other vehicles in the fleet.

3. 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: Icenhour Jr, Larson, McGlennon, Null, Wainwright

The Minutes Approved for Adoption included the following meetings:

- December 9, 2025, Business Meeting
- December 9, 2025, Regular Meeting
- January 13, 2026, Organizational Meeting

E. BOARD DISCUSSIONS

1. WATA Update

Mr. Matthew Scalia, Executive Director of the Williamsburg Area Transit Authority (WATA), addressed the Board to provide an organizational update. He expressed appreciation to Mr. Carroll and VDOT staff for their strong performance during the recent winter storm, which enabled WATA to resume operations with only a brief delay of a few hours. He also thanked the Board for the opportunity to present information on WATA's services and its plans for future growth within the community. He began with a brief overview of his agenda, delivered through a PowerPoint presentation. He reviewed FY25 highlights, noting that WATA surpassed its 2019 pre-COVID-19 Pandemic benchmark ridership numbers, excluding Route 15 Colonial ridership. He clarified that the figures shown in the presentation reflected standard core route numbers and emphasized that the increase occurred despite not operating the same service hours as before. He stated that the data demonstrated the continued need for WATA's services and the ongoing value placed on public transit. He then discussed FY26 year-to-date performance, noting a slight decrease in ridership, which he believed reflected that the core group of riders with essential transportation needs had reached a stable maximum. Turning to Operations and Fleet, he reported that operator staffing levels were at approximately 100%. He referenced WATA's participation in the JCC compensation study conducted years earlier, noting that while the study indicated compensation was fair, WATA recognized the need for improvement. He explained that WATA adopted the 60% compensation target to better attract and retain operators, which had proven successful. As a result, WATA experienced steady employee retention over the past six to nine months, enabling the agency to maintain reliable service even during inclement weather. He continued with a fleet update, reporting that six new buses were scheduled for delivery in April-four powered by compressed natural gas and two by clean diesel. He concluded with an overview of the Operating budget, noting that 65% of WATA's funding came from federal and state grants. He acknowledged that the budget had increased over time but emphasized that WATA continued to maintain the lowest operating cost in the region. He continued by discussing customer experience improvements, noting initiatives such as mobile ticketing, bus stop enhancements, and the development of a North Transit Center that would replace the current transfer location in the Walmart parking lot. He stated that the project was targeted for completion in August 2026. Mr. Scalia then reviewed WATA's Strategic Plan, outlining its purpose, key elements, and anticipated benefits. He emphasized goals such as serving more residents, improving access, and increasing system usefulness. He also discussed WATA's Phase Three initiatives, which included increased service frequency on several routes. He provided examples of how these improvements would be particularly beneficial during the upcoming 250th commemoration. He noted that the increased frequency would also expand access for residents, offering approximately 97% more access to jobs, entertainment, and other essential destinations. He reported that the FY27 budget reflected an increase to support Phase One implementation. He expressed his belief that JCC was on the verge of significant service enhancements and that WATA was becoming a stable and reliable service for the broader community. He concluded by thanking JCC for 49 years of partnership and ongoing support.

Ms. Larson conveyed her gratitude to Mr. Scalia for the significant improvements made to the bus stops, noting that their previous condition-particularly the absence of seating and the lack of shelter from the weather had been a longstanding concern for her on behalf of residents who rely on public transportation. She expressed her appreciation for WATA's efforts as reflected in the Strategic Plan.

Mr. Scalia thanked Ms. Larson and emphasized that the improvements would not have been possible without JCC's financial support and active involvement. He explained that the QR code shown in the PowerPoint presentation was part of an initiative launched by the Williamsburg Community Foundation. He noted that the Greater Williamsburg Transportation Assistance Fund would help support small-scale bus stop enhancements, such as lighting or fold-down seating, and added that the funding may also be accessed by the Department of Social Services and nonprofit organizations to purchase transit tickets for their clients.

Ms. Wainwright thanked Mr. Scalia for providing her with a thorough overview of WATA, including his vision for the agency's future, as well as a brief tour of the facility and one of the buses.

Mr. McGlennon stated that it was exciting to see the growth in service, particularly the increase in frequency. He asked about the possibility of bidirectional bus routes, noting that such routes appeared to help shorten travel times for many riders.

Mr. Scalia explained that increasing frequency would require adding another bus to the existing routes. However, depending on where a particular stop was located, riders might benefit from the added service, though not to the extent suggested in Mr. McGlennon's inquiry.

Mr. McGlennon acknowledged the cost associated with the proposal but added that, when considering the difference between a convenience rider and someone who must rely on the bus to reach their job, he believed the change would attract additional riders.

Mr. Scalia stated that, as WATA prepared for its next Strategic Plan, the organization intended to take a much closer and more comprehensive look at the network as a whole.

Mr. McGlennon acknowledged Mr. Scalia's presence at numerous events and offered a compliment, noting that he consistently delivered strong presentations and clearly conveyed that the County had a dynamic bus system meeting an important community need.

Mr. Scalia acknowledged Mr. McGlennon's remarks.

Mr. McGlennon highlighted the new North Terminal and the shared cost being carried by local governments being less than 4%, observing that federal and state funding covered much of the expense. He added that several bills before the legislature this session could significantly increase transit funding.

Mr. Scalia noted that WATA had been keeping a close watch on the issue.

Ms. Null stated that she looked forward to seeing the transit station, noting her own observations of the disruption that occurred during previous service changes.

Mr. Scalia stated that Board members would receive an invitation to the grand opening, which remained on schedule for the summer.

The Board thanked Mr. Scalia.

2. Popular Annual Financial Report

Ms. Cheryl Holland, Budget Manager, addressed the Board to present the Popular Annual Financial Report. She explained that, in addition to managing the County's daily financial operations, Financial and Management Services (FMS) prepared two major annual reports: the Annual Comprehensive Financial Report (ACFR) and the County's budget. She noted that the budget document was forward-looking, outlining the revenues the County expected to receive, and the costs anticipated in providing services to residents in the upcoming fiscal year, while the ACFR provided a detailed, retrospective review of the County's finances for the prior fiscal year. She emphasized that both documents followed established financial reporting standards and best practices for local governments and that each exceeded 100 pages, offering a complete picture of the County's financial position. She added that FMS continually sought ways to make complex financial information more accessible and transparent so that citizens could better understand the County's financial operations. She stated that for FY25, FMS had prepared the County's first Popular Annual Financial Report (PAFR), a concise 12-page document designed to supplement, not replace, the ACFR by providing a clearer, more approachable overview of

the County's audited financial statements. She explained that while the ACFR remained the source of the information, the PAFR was streamlined and avoided the technical terminology and complexity of the full report. She noted that the PAFR highlighted key insights about the County, its recent financial performance, and long-term financial trends. She then presented the report through a PowerPoint presentation, briefly reviewing the introductory pages, which described the ACFR and its contents, reiterating points she had previously discussed. She followed this with high-level information about the County and its departments for FY25, including links for readers seeking additional details. She addressed page five, which presented the County's FY25 financial information. She explained that the next two pages focused on the General Fund-where the County's primary activities occurred-providing revenue and expenditure details along with key highlights and trend data. She stated that the PAFR then described the Capital Projects Fund, summarizing major project costs and funding sources for FY25. The following two pages outlined the County's fund balance, offering a breakdown of assets, liabilities, and fund balance, followed by a page illustrating changes over time for the General Fund, Capital Projects Fund, and other governmental funds. She noted that page 10 presented the County's FY25 Net Position, including trend information for the prior two fiscal years and an explanation of the differences between net position and fund balance. She emphasized that while the PAFR avoided the technical aspects of governmental accounting, it still provided enough context to help readers understand how the County's finances operated. She added that page 11 included trend information and other County highlights, and page 12 offered a short quiz allowing readers to test their understanding, along with links to additional resources. She concluded by stating that the purpose of the PAFR was to serve as a resource for citizens. She noted that FMS planned to prepare the report annually and hoped readers would find it useful. She added that the PAFR was available on the County's website www.jamescitycountyva.gov and expressed her willingness to answer any questions from the Board.

Mr. Icenhour stated that he believed the PAFR was an excellent document, capturing essential information in one place.

Mr. McGlennon added that it was outstanding work and that he felt it would be a valuable resource for anyone seeking to better understand the County's finances.

3. CIP Discussion

Ms. Holland continued with a discussion of the County's CIP, outlining the requests submitted for FY27-31. She explained that the spreadsheet reflected the cost and timing of capital projects and maintenance needs as presented in each department's original submission. She emphasized that the amounts and timelines shown in the PowerPoint presentation were subject to change based on available resources and the priorities established during the FY27-28 budget process. She noted that her remarks would serve as an overview, with a more detailed review planned for the Board's Retreat next month. She added that she and her team would be glad to provide additional information, including summary-level materials. Referring to a spreadsheet provided to the Board, she explained that the summary section listed each requesting department, the request type (capital project or maintenance), the project title and description, the department's priority ranking, the projected timeline, the annual cost across the five-year CIP, and the total estimated cost. She reiterated that these figures represented departmental requests and remained subject to adjustment. She noted that new capital project requests for the year were highlighted in pale blue, while new maintenance requests appeared in aqua. She added that each department had a single summary line, shown in light green, reflecting total requested amounts by year and across the five-year period, and that gray shading indicated planned amounts included in last year's CIP for FY27-30. She began with Community Development and directed Board members to the printed spreadsheet. She explained that the department's requests included ongoing transportation match funding, along with maintenance requests for open space match, transit stop improvements, and drainage improvements within VDOT rights-of-way. She then reviewed the Fire Department's requests, which included the replacement of Fire Station 3 and

the construction of a new Fire Station 6. Maintenance requests included medic unit replacements, Advanced Life Support equipment replacement, fire vehicle replacements, fire engine replacements, and self-contained breathing apparatus replacement, as well as a new fire engine and medic unit for Station 6. She noted that the distinction between capital project requests and maintenance requests generally reflected the scale of the items, though all met the CIP threshold. She next addressed the General Administration category, which included a capital project request for a consolidated government center and a capital maintenance request for replacement of voting equipment for the Office of Elections. She then described the Information Resources Management requests, all of which were software-related capital requests, including replacement of the human resources/payroll system, the human resources Learning Management System, and real estate software.

Ms. Larson asked when the software had last been replaced.

Ms. Holland responded that she did not have that specific information available but would prepare it for the upcoming Board of Supervisors (BOS) Retreat. She continued with an overview of Parks & Recreation's capital project requests, which included improvements across several parks such as Grove Community Park and Chickahominy Riverfront Park, along with projects like Brickyard Landing improvements and Phase Two improvements at Veterans Park. She noted that the department's maintenance requests included items such as playground replacements, recreation center renovations, pool resurfacing, and the purchase of a wheelchair-accessible bus. She added that each department would be present at the BOS Retreat to provide additional detail on their requests. She next outlined the Police Department's capital project requests, which included prefabricated classrooms at the firing range, covered parking for specialized vehicles, drone first responder launch sites, and an expansion of the Law Enforcement Center. Capital maintenance requests included drone replacements, new integrated technology systems, storage area remodeling, and replacement of rigid-hull inflatable boats. She then reviewed Public Works' requests, noting that the department (formerly known as General Services) had several capital projects, including continued work on its new administration building, stormwater watershed management projects, and a warehouse facility to meet County storage needs. She explained that, for the warehouse request, an alternative had been identified: renovating existing property on Tewning Road rather than constructing a new facility. She stated that both options had advantages and disadvantages, and the department wished to present both for consideration. She added that Public Works' capital maintenance requests included building and HVAC improvements, stormwater maintenance, and asphalt and concrete repairs. She also noted a new request for maintenance at the transfer station located at the Jolly Pond Convenience Center. She continued with the Williamsburg Regional Library's requests, which included a project for a new library at the consolidated government center and a new facility in the Grove area. For capital maintenance, she noted a request to replace the monument sign at the Croaker Road entrance and to complete additional refurbishments at that location. Regarding the Williamsburg/James City County (WJCC) Courthouse, she explained that both capital and maintenance costs were shared between the County and the City of Williamsburg based on population. The spreadsheet reflected the full project and maintenance costs, with the County expected to receive reimbursement from the City of Williamsburg for approximately 16-17%, depending on final population figures for the fiscal year. She stated that the courthouse project involved a 30,000-square-foot expansion and that the amount shown represented design costs only; construction funding would be needed beyond FY31. She noted that the department had also offered an alternative option: delaying the expansion until 2038 and temporarily relocating staff from the Commonwealth's Attorney's Office to a nearby County property that would be vacated once the government center was complete. She added that the courthouse maintenance requests included repairs and refurbishments. She concluded with the WJCC School Division's requests, explaining that under the revised agreement, the County would fund 100% of capital costs for school facilities located in JCC and would pay its proportional share-based on enrollment for shared facilities and division-wide needs such as buses. She noted that schools had submitted numerous maintenance requests, including HVAC replacements, roof replacements, and interior refurbishments. Project requests for County school facilities included

replacement of bus canopies, expansion for additional Career and Technical Education (CTE) classrooms, renovations to the School Board's Central Office, and a centralized storage facility to be located on Jolly Pond Road. She clarified that the joint-facility costs shown on the spreadsheet reflected only the County's share, an estimated 90.03% of total capital costs. She concluded by stating that her presentation provided a brief overview of all CIP requests submitted for FY27-31 and asked whether Board members had any questions about the summary.

Mr. Stevens noted that the information presented reflected all departmental requests rather than recommendations. He explained that the purpose of the presentation was to give the Board a clear view of what departments had submitted, adding that he would be surprised if every project could be funded, as it was difficult to accommodate all requests. He stated that, during the Board's Retreat, members would be asked to help prioritize projects based on available funding. He emphasized that this was a routine part of the process, one in which the Board had participated the previous year, and that he wanted the Board to be similarly engaged this year so that prioritization occurred ahead of budget development and the release of the proposed budget at the end of March. He added that supporting documentation for each project was available and that staff could answer questions regarding operating costs or other details for any specific request.

Mr. Icenhour stated that he was particularly interested in the storage facility request, noting that the cost per square foot appeared high. He expressed a desire to understand what factors were driving those costs and whether additional options were available to keep the square footage within a more appropriate cost range. He added that he wanted a clearer understanding of what contributed to the overall square-footage cost.

Mr. Stevens stated that the information could be provided and would be made available.

Ms. Larson raised several questions regarding the canopies. She recalled that during her time on the School Board, canopies had been removed from project plans due to cost, but she noted that they were consistently added later because of safety and weather concerns. She asked whether canopies were included on the new Pre-Kindergarten buildings under construction and, if not, what the future cost would be to add them. She also asked whether Norge Elementary School and Lois S. Hornsby Middle School were the last two schools without canopies and inquired about the cost difference between incorporating a canopy during construction versus installing one afterward. Echoing Mr. Icenhour's earlier comments, she also asked whether alternatives existed to constructing new storage facilities, specifically referring to the \$6 million project proposed for Jolly Pond Road. She acknowledged the need for additional storage, noting that current space was inadequate. She added that it was difficult to evaluate the proposed CTE classroom expansion without more information. She concluded by expressing her appreciation for the information presented at the meeting.

Mr. McGlennon thanked Ms. Holland and remarked that the presentation gave the Board useful material to consider as it prepared for the BOS Retreat.

4. Busch Gardens Tax Appeal

Mr. Stevens explained that discussions had taken place regarding a refund owed to Busch Gardens Amusement Park following the organization's appeal to reclassify most of its rides from personal property to real property. He noted that a team had been assembled to address the matter, involving staff from the Commissioner of the Revenue's Office, the Treasurer's Office, and FMS. He stated that the presentation would begin with the Commissioner of the Revenue providing background on the process and the tax appeal, followed by the Treasurer offering an overview of the refund amounts, and FMS outlining next steps.

Mr. Richard Bradshaw, Commissioner of the Revenue, stated that there was an established

process for appealing the evaluation and classification of property for taxation. In early 2021, Busch Gardens (the taxpayer) filed an appeal seeking to reclassify much of its property from personal property to real property. The appeal covered tax years 2017 through 2020. He explained that his office was required to respond to the appeal either by making adjustments or by providing justification for the existing classifications. He noted that the response issued by his office was appealed to the state, and the state initially rejected the submission, requiring the organization to resubmit its request. He stated that in late 2024, the state issued its opinion, siding with the taxpayer and requiring the County to reclassify the identified items as real property. Due to the timing of the state's decision, some tax years could not be reassessed as real property because of statutory limitations. He added that the state's ruling mandated the reclassification, and the affected items were now being assessed by the Real Estate Assessments Division.

Mr. Stevens sought clarification from Mr. Bradshaw, confirming that the County had learned of the state's ruling last fall. He acknowledged that the matter had been in progress for some time, but the final decision had been issued during that period.

Mr. Bradshaw explained that once the appeal was received, his office immediately began coordinating with the County Attorney's Office and FMS to determine the appropriate process. He noted that no further action could be taken until the state issued its ruling on the matter.

Ms. Larson asked Mr. Bradshaw whether the state had taken an unusually long time to issue its ruling on the appeal.

Mr. Bradshaw stated that the state did take some time to rule on the appeal. He explained that the state initially rejected the submission, determining that the wording in the original filing did not constitute a formal appeal but rather a request for consideration, which required the organization to resubmit its appeal.

Ms. Larson asked whether the County had responded in a timely manner.

Mr. Bradshaw confirmed that it had.

Mr. Icenhour sought clarification regarding the state tax commissioner's agreement with the taxpayer concerning a refund for taxes paid from 2017 through 2024. He asked whether the refund represented the amount of personal property taxes that would otherwise have been due and whether the County's inability to retroactively reclassify earlier tax years meant that the taxpayer was effectively receiving a complete pass on taxes for a three- to three-and-a-half-year period.

Mr. Bradshaw confirmed that this was correct.

Mr. Icenhour then asked which year the County could first reassess the property as real estate.

Mr. Bradshaw explained that FY21 was the first year available for reassessment. He noted that personal property taxes were assessed on a calendar-year basis, while real estate taxes followed a fiscal-year cycle, meaning that FY21 included the latter half of calendar year 2020.

Ms. Jennifer Tomes, Treasurer, addressed the Board to review the taxes and interest owed and to provide an overview of the refund process. She explained that the Code of Virginia required localities to pay interest on any tax refund at the same rate charged for tax delinquencies. For the County, that rate was 10% annually. Based on the amount of tax abated and the applicable interest, she stated that the total amount owed to the corporation was approximately \$15.1 million. She further explained that once the appealed property was reassessed as real estate, the corporation incurred an additional \$12.4 million in real estate taxes. This amount offset a portion of the refund, leaving a remaining balance of \$2.9 million owed to the corporation. She

noted that a check for this amount was issued in December 2025.

Ms. Larson asked whether the corporation had initiated the change from personal property to real property.

Ms. Tomes confirmed that it had.

Mr. McGlennon then asked about the implications moving forward.

Ms. Sharon McCarthy, Director of FMS, addressed the Board and introduced Mr. Dayle Gallagher, Director of Real Estate Assessments. She then outlined the impacts of the corporation's reclassification from personal property to real property going forward. She explained that under the Business Tangible Personal Property (BTPP) classification, the County applied a 75% upfront depreciation in accordance with federal tax guidelines. The remaining 25% of the property's value was retained until it was sold or otherwise disposed of. She noted that the tax rate under this classification was four dollars per \$100 of assessed value. To illustrate, she offered an example: if a computer costs \$400, the assessed value under BTPP would be \$100 after the 75% depreciation. At a tax rate of four dollars per \$100 of assessed value, the tax owed on that \$400 computer would be four dollars. She contrasted this with real estate taxation, where property was assessed at 100% of fair market value. She noted the real estate tax rate was \$0.83 per \$100 of assessed value. She also explained that under the BTPP approach, the Commissioner of the Revenue was responsible for assessments, whereas under the real estate classification, the Real Estate Assessments Division assumed that responsibility. Given the specialized nature of the taxpayer's industry, she stated that the County had engaged a professional firm with nationwide experience evaluating hospitality-related properties, including work for neighboring localities. She referenced a chart in the PowerPoint presentation that compared taxes paid under both classifications and showed that, moving forward, the net impact on property tax revenue was projected to be an increase of approximately \$2.6 million. She concluded her remarks by stating that she would be happy to answer any questions the Board might have.

Mr. McGlennon asked how the real estate value was determined.

Mr. Gallagher explained that the assessment involved reviewing comparable parks across the state and examining how other localities valued amusement parks, with particular attention to the income the park generated.

Mr. McGlennon then asked whether a specialist had been engaged to conduct the assessment.

Mr. Gallagher confirmed that a specialist had been engaged and that all three standard assessment approaches were used, noting that the income approach proved to be the most appropriate for this type of property.

Mr. Stevens stated that conversations were still ongoing, but it was his understanding that the matter was largely resolved. He emphasized the importance of sharing this information with the Board and noted that discussions with the taxpayer continued. He expressed the belief that the outcome was fair and intended to settle the issue, adding that any additional information received in the future would be brought back to the Board.

F. BOARD CONSIDERATION(S)

1. Amend the Board's adopted meeting calendar to add a Board Retreat on February 12, 2026, at 1 pm at the James City County Office of Elections, 4095 Ironbound Road, Williamsburg, VA.

A motion to Amend the Board's adopted meeting calendar to add a Board Retreat on February 12, 2026, at 1 p.m. at the James City County Office of Elections, 4095 Ironbound Road, Williamsburg, VA was made by James Icenhour, the motion result was Passed.

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

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

G. BOARD REQUESTS AND DIRECTIVES

Ms. Wainwright stated that she had no specific requests but wished to echo the comments made regarding VDOT. She noted that she lived in a rural area and had been pleasantly surprised to see plow trucks come through late the previous day. She also shared that she attended *The Great American Birthday Quilt Project* event at the College of William & Mary in honor of the nation's 250th birthday, describing the presentation as interesting and the event itself as enjoyable. She believed there would be additional opportunities for citizens to participate in the quilt-making process. She reported attending her first Agricultural and Forestal District Advisory Committee meeting, the groundbreaking ceremony for Kongsberg Defence & Aerospace, Inc., and a tour of the Greater Williamsburg Sports and Events Center. She also attended her first Virginia Peninsula Regional Jail Board meeting and tour. She stated that she was impressed with both the Jail and the Merrimac Detention Center, noting the cleanliness of the facilities, the professionalism of their operations, and the hospitality she received during her visit. She added that she had also participated in Virginia Association of Counties (VACo) trainings.

Ms. Null stated that she, too, had the opportunity to tour the sports center and described it as phenomenal. She also attended the ribbon cutting for the grand opening of SYNERGY HomeCare and expressed how pleased she was to see more facilities of this kind in the community, noting the continued need for such services. She added that during the Board's Retreat, she would like the County's landscaping Ordinances to be discussed, as she believed they were overly burdensome for both businesses and residents. She requested that this topic be added to the Retreat's Agenda.

Mr. Icenhour stated that the Kongsberg Defence & Aerospace, Inc. groundbreaking ceremony was impressive, and he expressed that he looked forward to construction beginning and the operation becoming fully established. He also noted that he attended the Greater Williamsburg National Day of Racial Healing, describing the program as interesting, motivating, and inspiring. He expressed his appreciation for the strong Board representation at the event, acknowledging the presence of Mr. McGlennon and Ms. Larson, and emphasized the importance of the event to the community.

Ms. Larson expressed her appreciation for Mr. Icenhour's service, as well as the service of his son and his father. She stated that the Kongsberg groundbreaking ceremony was remarkable and thanked Economic Development and Parks & Recreation for the extensive coordination involved. She also recognized Ms. Sue Sadler for her efforts and thanked all partners who contributed to bringing Kongsberg to the community, including the Hampton Roads Alliance. She noted that she attended a Hampton Roads Alliance meeting the previous Friday, where representatives discussed a potential trip to Norway in the coming years to explore opportunities for additional Kongsberg colleagues to locate in the region, given the organization's growing defense-related work. She shared that she had been practicing weekly for *Dancing with the Williamsburg Stars*, acknowledging that it was outside her comfort zone but benefited two important community organizations-Literacy for Life and Big Brothers Big Sisters. She mentioned that during her Williamsburg Tourism Council meeting the previous Tuesday, she spoke with Ms. Denise Kellogg, Director of Development for the Jamestown Rediscovery Foundation, who shared the personal impact the Big Brothers Big Sisters program had on her and her sister. Ms. Larson encouraged citizens to support *Dancing with the Williamsburg Stars* and to donate to participants, noting that Mr. Christopher Williams, Video Production Administrator, was also competing. She reported that the Williamsburg Tourism Council was

heavily focused on the 250th commemoration, which would continue through 2031 and conclude with the Yorktown surrender commemoration. She noted that on May 15, the third hour of the *Today* show would broadcast from the area, likely in front of the Governor's Palace in Colonial Williamsburg, and that producers would be scouting additional locations, ultimately selecting seven sites across Greater Williamsburg for additional segments. She shared that she had been invited to speak at the Kiwanis Club at the Williamsburg Lodge to provide an update on JCC and expressed her appreciation for the invitation. She also represented the County at a Greater Williamsburg Chamber of Commerce meeting where Dr. Daniel Keever, Superintendent of WJCC Schools, presented his Superintendent Transition Plan. She acknowledged Mr. Icenhour's earlier mention of the National Day of Racial Healing.

Mr. McGlennon added that the most effective way for the state to support localities was by offering incentives rather than directing what must be done. He noted that when the state had provided opportunities and programs, the County had taken full advantage of them, specifically citing the Community Development Block Grant program and projects such as Neighbors Drive and Forest Heights. He explained that these initiatives not only allowed the County to improve neighborhood infrastructure, such as widening roads to accommodate school buses and emergency vehicles, but also created additional lots for Habitat for Humanity, which led to the construction of more homes, including what he believed to be the first owner-occupied 3D-printed house in the United States, and possibly the world. He also highlighted the Community Land Trust as another meaningful tool that had expanded affordable housing options in the County. He emphasized that JCC had its own unique characteristics, challenges, and opportunities, and that the County worked diligently to maintain a balanced community for those who work, retire, and raise families here. He referenced a piece of legislation scheduled for consideration that day as an example of why certain mandates should not be imposed on localities. He noted that discussions with legislators would take place in the coming days. Mr. McGlennon went on to share that two days after being elected Chair, he attended the Hampton Roads Planning District Commission and Hampton Roads Transportation Planning Organization meetings, where he heard about the impacts of federal budget cuts, particularly employment reductions in Hampton Roads, and the potential effects on the broader community. He stressed the importance of monitoring these developments and ensuring that the state met its obligations. He noted that he and Mr. Stevens joined Ms. Null at the SYNERGY HomeCare grand opening, where they welcomed the organization and expressed appreciation for the much-needed services it would provide. On January 16, he attended the Kongsberg groundbreaking ceremony, which he described as representing more than \$100 million in investment and more than 180 well-paid, benefited jobs. He spoke about the company's long history and its role in national security and defense, and he acknowledged the presence of company presidents, ambassadors, state officials, and members of the JCC Board at the event. He added that the company was particularly pleased with the facility's address, which corresponded to the year the company was founded.

H. REPORTS OF THE COUNTY ADMINISTRATOR

Mr. Stevens began by discussing JCC's storm preparation and response. He noted that the storm over the past weekend was less severe than anticipated, resulting in limited power outages and few accidents. He thanked staff, including first responders, the Emergency Manager, General Services, the Law Enforcement Center, the Communications Division, Parks & Recreation staff, and many others who were willing to step in wherever needed. He emphasized the high level of coordination and teamwork involved and expressed his appreciation for the time and effort staff devoted to both preparation and response. He reminded everyone to remain mindful of changing conditions, noting that although the storm had passed, cold temperatures persisted. He stated that he was proud of staff for their commitment to serving the community, even when much of their work went unseen. He then provided an update on the consolidated Government Center. He reported that site work was ongoing and described several components currently underway. He noted that MBP, the Construction Management firm, had been awarded the contract in December. He stated that 100% of construction documents were expected by the end of

February, which should lead to a final agreement coming before the Board for approval in April or May. That agreement would include the guaranteed maximum price for the project. He added that current estimates remained lower than previously projected, at approximately \$178-179 million, and expressed hope that the figure might improve further, though the guaranteed maximum price would be finalized in the spring. He noted that Mr. Bradley Rinehimer, Assistant County Administrator, would return in February to provide the regularly scheduled project update. Mr. Stevens concluded by highlighting JCC's plans for America's 250th birthday. He noted that many events would take place across Virginia and shared that the County's VA250 Committee had planned a Revolutionary Rhythms concert series for April 17 and 18. He briefly described the scheduled performances and the planned drone show. He stated that tickets were currently on sale for County residents and would become available to both residents and non-residents on January 31. He added that ticket information could be found on the County's website jamescitycountyva.gov or by searching "Revolutionary Rhythms concert."

Ms. Larson informed Mr. McGlennon that a calendar adjustment would be needed, as she, Ms. Wainwright, and Mr. Icenhour were scheduled to hold a Town Hall in April at Ford's Colony.

I. CLOSED SESSION

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: Icenhour Jr, Larson, McGlennon, Null, Wainwright

At approximately 2:51 p.m., the Board entered Closed Session.

At approximately 2:58 p.m., the Board re-entered Open Session.

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

1. Consideration of a personnel matter, the appointment of individuals to County Boards and/or Commissions, pursuant to Section 2.2-3711 (A)(1) of the Code of Virginia

A motion for the following Appointments was made by James Icenhour, the motion result was Passed.
AYES: 5 NAYS: 0 ABSTAIN: 0 ABSENT: 0
Ayes: Icenhour Jr, Larson, McGlennon, Null, Wainwright

- a. Appointment to the Historic Triangle Bicycle Advisory Committee

Mr. Icenhour noted Appointment of Ms. Beth Tremblay for a term starting January 1, 2026, expiring December 31, 2027.

- b. Planning Commission Appointments

Mr. Icenhour noted Appointment of Mr. Jack Haldeman At Large, Mr. Vincent Passero for the Powhatan District Representative, and Mr. Frank Polster for the Jamestown District Representative on the Planning Commission for a term starting February 1, 2026, expiring January 31, 2030.

2. Certification of Closed Session

J. ADJOURNMENT

1. Adjourn until 8:30 am on February 6, 2026 for the Joint Meeting with WJCC School Board and the Williamsburg City Council at the Stryker Center, 412 N Boundary Street, Williamsburg, VA

A motion to Adjourn was made by James Icenhour, the motion result was Passed.

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

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

At approximately 3 p.m., Mr. McGlennon adjourned the Board of Supervisors.

Teresa J. Saeed

Deputy Clerk