

A G E N D A
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

A. CALL TO ORDER

B. ROLL CALL

C. BOARD DISCUSSIONS

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
2. 911 Center Consolidation Discussion
3. Part-Time Employees
4. Update on Shaping Our Shores Master Plan
5. Workforce Housing Task Force – Findings and Recommendations

D. BOARD REQUESTS AND DIRECTIVES

E. CLOSED SESSION

F. ADJOURNMENT

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

ITEM SUMMARY

DATE: 9/24/2019

TO: The Board of Supervisors

FROM: Scott A. Stevens, County Administrator

SUBJECT: 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

REVIEWERS:

Department	Reviewer	Action	Date
Board Secretary	Fellows, Teresa	Approved	9/16/2019 - 1:07 PM

ITEM SUMMARY

DATE: 9/24/2019

TO: The Board of Supervisors

FROM: Scott A. Stevens, County Administrator

SUBJECT: 911 Center Consolidation Discussion

ATTACHMENTS:

	Description	Type
	Presentation	Presentation

REVIEWERS:

Department	Reviewer	Action	Date
Board Secretary	Fellows, Teresa	Approved	9/16/2019 - 2:38 PM



Emergency Communications Center Update

September 24, 2019

Overview



- Challenges
 - Staffing
 - Reliable Connectivity to Automatic Aid Partners
 - Wireless Call Routing and Transfers
 - Technology Upgrades
- Proposed Solutions
 - Maintain Standalone Center in JCC
 - Implement Shared Computer Aided Dispatch (CAD) system
 - Consolidate Center with York-Poquoson-Williamsburg

Staffing



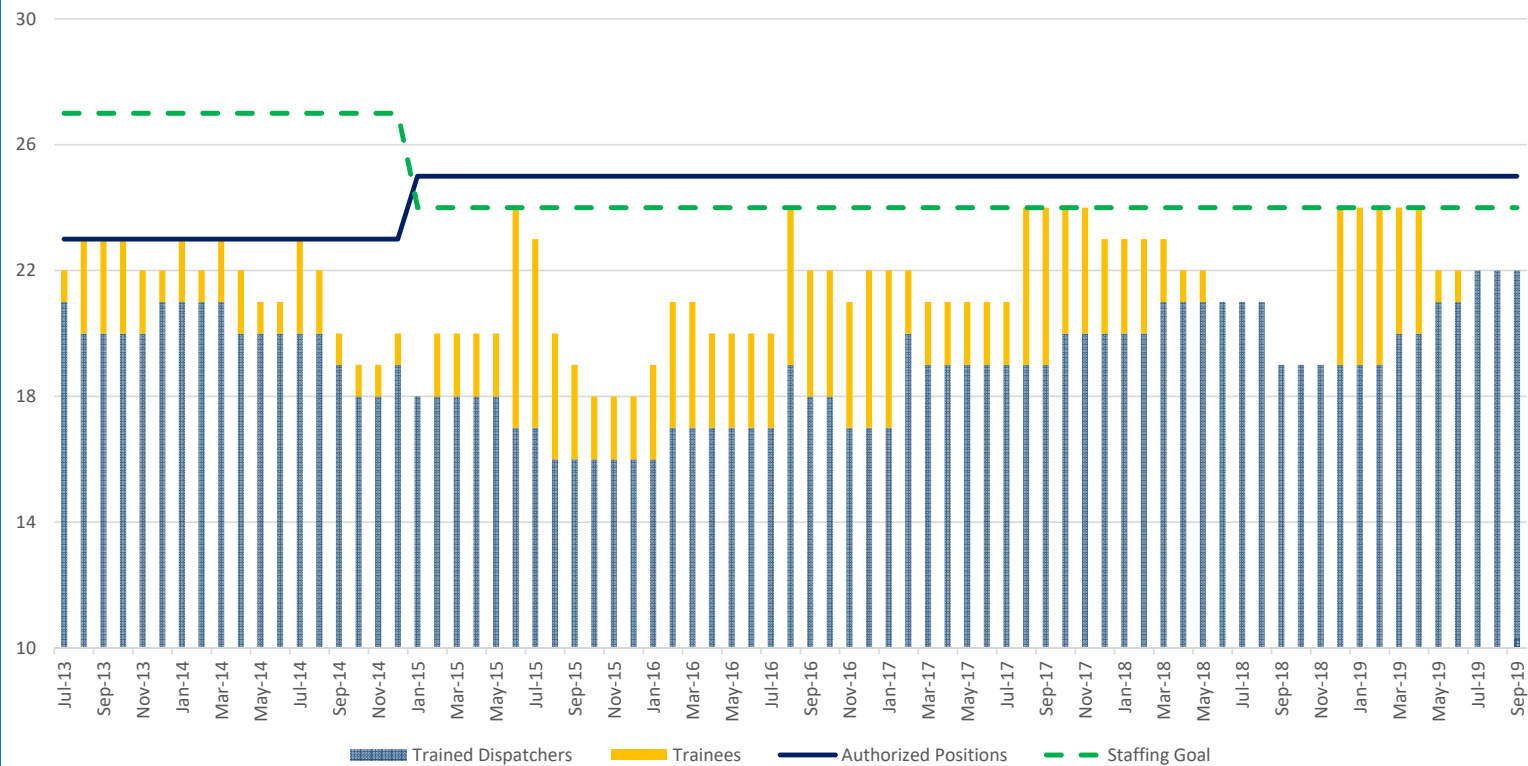
- Staffing – 28 authorized – 4 vacant
 - Limited number of viable applicants
 - Significant turnover during training process
 - Operating at minimum staffing levels
 - Staffing levels have improved but are below our goal

Fiscal Year	Turnover Retirement	Turnover Introductory Period	Turnover Other	Turnover Total	Turnover %
FY2019	0	4	0	4	14.29%
FY 2018	0	5	0	5	17.24%
FY 2017	0	2	4	6	20.69%
FY 2016	2	5	1	8	27.59%
FY 2015	2	2	1	5	17.24%
FY 2014	1	3	1	5	19.23%

Staffing



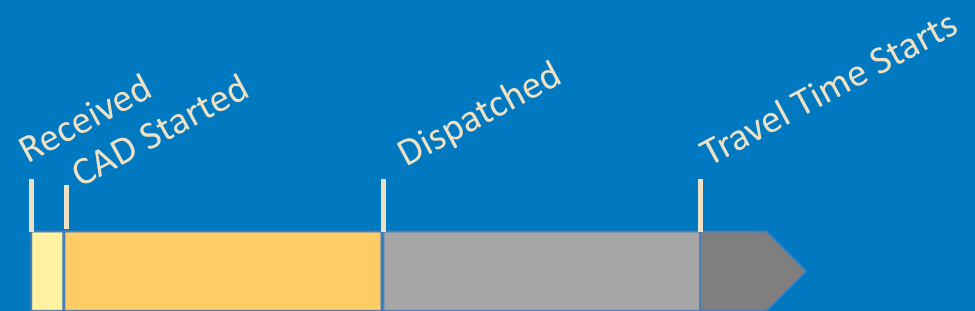
Emergency Communications Center Staffing History FY 2014 - present



Connection to Partners



- Third-Party Connection between dissimilar JCC CAD and YPW CAD
 - Call Transfer
 - Unit Status
- Reliability Challenges with Connection
 - Situational Awareness
 - Delay associated with incorrect unit dispatching



Wireless 911 Call Transfers



- Intermeshed geographic boundaries
- Limitations in current cell location technology
- Approximately 235 911 calls per month are misrouted between JCC and YPW
 - Causes delay in call processing sequence
- Next Generation 911 (NG911)

FY 2019 Call Transfers		
Transfer PSAP Name	Transfer to James City Emergency Communications from	Transfer from James City Emergency Communications to
Charles City County Sheriff	4	10
Chesapeake Police Communications	3	4
Fauquier County Sheriffs Department	0	1
Gloucester County Sheriff	1	0
Hampton Police Communications	2	0
Isle Of Wight County Sheriffs Office	4	1
New Kent County Sheriffs Office	11	10
Newport News Police	109	134
Norfolk City Emergency Services	1	0
Surry County Sheriff	53	3
York Poquoson Williamsburg Emergency Communications Center	1424	1404
Total	1612	1567

Technology Upgrades



- Computer Aided Dispatch
 - Current system last upgraded in 2003
 - Vendor has merged with other vendors
 - No longer advertising current product as flagship
- Police Records Management System
 - Requires upgrade in 3-5 years
- 9-1-1 Phone System
 - Next Generation 911 migration
- Regional Radio System Lifecycle
 - Upgrades to radio consoles
- JCC ECC Redundancy
 - Evaluation of options for extra redundancy (generators, etc.)

Addressing the Challenges



- Option 1- Maintain standalone ECC in JCC
 - Continued focus on addressing staffing
 - CAD, RMS, other technology still needs to be upgraded
- Option 2- Maintain standalone ECC in JCC with shared CAD system
 - Continued focus on addressing staffing
 - Shared system improves automatic aid responses with regional partners
 - Increased situational awareness for dispatchers and responders
 - Continued evaluation for RMS connectivity
- Option 3- Consolidate ECC with York-Poquoson-Williamsburg ECC
 - Feasibility Study in FY 2018
 - Feedback from Emergency Communications, Fire, Police

Feedback from Departments



County Administrator and Fire Chief					Evaluation Criteria	Department					
Notes	James City County		York-Poquoson-Williamsburg Consolidation			James City County		York-Poquoson-Williamsburg Consolidation		Notes	
	Separate CAD	Shared CAD	Short Term	Long Term		Separate CAD	Shared CAD	Short Term	Long Term		
					Challenges						
					Staffing						
Turnover is nationwide challenge					Turnover during training					Options do not address turnover (nationwide problem)	
Want to move to minimum of 5 on duty					Operating at minimum staffing					Would be operating at minimum in either center	
					Support staff positions needed					Have CAD and Training now	
CAD expected to change in 2 - 5 years					CAD Upgrade Needed					Updates always needed	
RMS expected to change in 2 - 5 years					RMS Upgrade Needed					Interoperability between CAD/RMS is a safety issue	
					CAD-to-CAD Interface not reliable						
Unit status not reliable results in incorrect unit recommendations					Unit status					Shared CAD would improve	
					Delays in processing Automatic aid request					Shared CAD would improve	
					911 Phone transfers						
200+ calls transferred to or from YPW					Transfers between JCC and YPW PSAP's					Would not have to transfer with shared CAD	
Transfers to other PSAP's remain the same					Transfers to other PSAP's					Still receive calls from other jurisdictions	
					Future Technology						
					Service to Citizens/Visitors						
Landline 911 calls remain the same					Landline 911 calls						
Wireless 911 call routing					Wireless 911 calls					Still receive calls from other jurisdictions	
Still reviewing backup options					Backup Service						
several options exist and NG911 will allow more options					911 Phone Backup						
					Radio Backup						
					CAD Backup						
					Backup Facility						
					Emergency Medical Dispatch (EMD)					YPW EMD not same level of questioning	
					Administrative calls						

Feedback from Departments



County Administrator and Fire Chief					Evaluation Criteria	Department				
Notes	James City County		York-Poquoson-Williamsburg Consolidation			James City County		York-Poquoson-Williamsburg Consolidation		Notes
	Separate CAD	Shared CAD	Short Term	Long Term		Separate CAD	Shared CAD	Short Term	Long Term	
					Service to Internal Customers					
Some loss of control is expected with consolidation					Control of Emergency Communications Center					Loss of control unless JCC oversight defined in the agreement
					Police					
Using shared RMS or a reliable interface could turn these green					MFR/MCT/CAD Interoperability/Functionality					greater impact on Police; officers would toggle between 2 programs
Using shared RMS or a reliable interface could turn these green					Automatic alerts between RMS & CAD					RMS officer safety info would no longer auto-populate in CAD calls
Call history may not be available in short term unless data is converted					Call history availability					15 yrs of call history would no longer generate CAD alerts
Call log would include more than a single agency					Active call log					JCC calls would be listed among other jurisdictions
Color is dependent on CAD/RMS vendor selected and available modules					Speciality modules & applications					thousands of dollars spent on specialty modules would no longer
VCIN allows faxing and could turn these green					Paperwork sharing w/ ECC					would require JCC officer to be unavailable for up to 60 mins several
Some loss of agency specific policies can be expected					Agency policies					loss of department-specific policies & procedures for calls
					Fire					
Color is dependent on CAD vendor selected and response plan options					Unit assignments by location/hazard type					
App availability depends on CAD selected					Response plan by nature code					
Shared CAD provides situational awareness for automatic aid units					Mobile Data Terminal (MDT)/App					
AVL for JCC units only on current CAD.					Automatic aid unit availability status					
Shared CAD provides situational awareness for automatic aid units					Automatic Vehicle Location (AVL)					
Potential for common dispatch channel for Fire units					Automatic aid unit location					
Existing RMS interface for JCC and YPW					Tactical channel monitoring					
					ImageTrend RMS interface					
					Text/paging					
					I am Responding interface for JCBVFD					
					Sheriff					
					Animal Control					
					JCSA					
					Social Services					
					On call staff notifications					
					General Services					
					After hours facility calls					
					On call staff notifications					

Feedback from Departments



County Administrator and Fire Chief					Evaluation Criteria	Department				
Notes	James City County		York-Poquoson-Williamsburg Consolidation			James City County		York-Poquoson-Williamsburg Consolidation		Notes
	Separate CAD	Shared CAD	Short Term	Long Term		Separate CAD	Shared CAD	Short Term	Long Term	
					Impacts on JCC Staff					
Pay would be the same or better					Pay					Do not know for sure that pay will be the same
VRS retirement same with either locality					Retirement					
					401K/457K employer contributions					
Both localities have Cigna Plans, but evaluating differences					Health Insurance					
Time worked with JCC would could towards York accrual					Leave Accrual (vac/sick/PTO)					Not guaranteed
York has 13 holidays and JCC currently has 11 holidays					Holiday					YPW does not give comp time for holidays
					Other Benefits (life insurance, sick leave payout etc)					
JCC tuition assistance is higher					Tuition Assistance					
JCC has 4 steps; YPW has 3 steps; evaluating differences					Career Ladder					
More advancement opportunity at York center					Promotion Opportunities					More employees for promotion
1/3 emp have shorter ; 1/3 have 30 minute additional					Commute to work					58% of employees will drive further
CAD/RMS will be changing and will require learning new technology					Learn new technology					
larger geographic area, some common border					Area familiarization					
					Cost					
CAD cost would be shared					CAD upgrade					
Cost could be shared depending on RMS vendor selected					RMS upgrade					

Next Steps



- Option 1- Maintain standalone ECC in JCC
 - Not recommended due to continued delays in response
- Option 2- Maintain standalone ECC in JCC with shared CAD system
 - Share CAD with York-Poquoson-Williamsburg to improve high percentage of delays in response
 - Continue to improve staffing and turnover
 - Upgrade Emergency Communications Manager position and add additional 3-5 positions - \$370,000
 - Building Improvements - \$200,000
- Option 3- Consolidate ECC with York-Poquoson-Williamsburg ECC
 - Further investigate criteria chart
 - Hold public meetings for citizen input
 - Consider outside assistance for evaluation of criteria and technical requirements

Questions



ITEM SUMMARY

DATE: 9/24/2019

TO: The Board of Supervisors

FROM: Patrick O. Teague, Human Resource Director

SUBJECT: Discussion of Position Types for Employment and Benefits Associated with Each Type

ATTACHMENTS:

	Description	Type
	Presentation	Presentation

REVIEWERS:

Department	Reviewer	Action	Date
Human Resources	Teague, Patrick	Approved	9/10/2019 - 10:59 AM
Publication Management	Daniel, Martha	Approved	9/10/2019 - 12:03 PM
Legal Review	Kinsman, Adam	Approved	9/11/2019 - 10:22 AM
Board Secretary	Fellows, Teresa	Approved	9/16/2019 - 1:11 PM
Board Secretary	Purse, Jason	Approved	9/17/2019 - 4:40 PM
Board Secretary	Fellows, Teresa	Approved	9/17/2019 - 4:41 PM

Part-Time Employees

Board Work Session

Patrick O. Teague
Director, Human Resources

September 24, 2019

Background: Workforce Snapshot



Workforce is comprised of several position types:

- Full-Time Regular Position (FR)
- Part-Time Regular Position (PR)
- Temporary Position
 - Seasonal, position returns each year during the season
 - Full-Time temporary/Part-Time temporary
- On-Call Position
 - Operational needs, absences or peak work times

Background: Workforce Snapshot



Position Type	# of Positions	Benefit Eligibility	Description
Full-Time Regular (FR)	787	Full Benefits	Minimum of 40 hours
Part-Time Regular (PR)	48	Partial Benefits	Less than 30 hours
Temporary	391	No Benefits	Non-Regular schedule or specific end date
On-Call	51	No Benefits	Scheduled as needed, no end date

Discussion



- A temporary staff member questioned the category of temporary which initiated a legal review of the use of temporary employees
- Based on this review, we feel that some employees should likely be classified as part-time versus temporary.
- HR currently is working with Departments to review the 442 temporary/on-call employees to determine their correct classification

Recommendation - Position Type



Position Type	Current # of Positions	Benefit Eligibility	Description
Full-Time Regular	787	Full benefits	Minimum of 40 hours
Part-Time Regular	47	Partial benefits	Less than 30 hours
Part-Time Regular	1	No benefits, but provide annual raise	Less than 20 hours
Temporary	391	No benefits	Non-Regular schedule or specific end date
On-Call	51	No benefits	Scheduled as needed, no end date

Current Part-Time Benefits

- Required: Social Security, Worker's Comp, etc.
- Leave:
 - Leave benefits for part-time regular employees are pro-rated based upon the hours worked, beginning at 780 hours per year (15 hours per week)
- 11 paid Holidays
- Tuition Assistance
- Deferred Compensation
- Employee Assistance Program
- Annual Pay Increase if Authorized

Current Part-Time Regular Benefits



Current Position Hours	Benefits	Proposed Hours
Less than 780 annual. 15 per week.	No Benefits	Less than 1,040 annual. 20 hours per week.
Greater than 780 to 1,508. 16 to 29 per week.	Tuition Assistance, Deferred Compensation, Annual Raise, Leave, Holidays	1,040 to 1,508 annual. 20 to 29 per week.
Greater Than 1,560 30 or greater per week.	Same as above, plus health care	No Change

Why Offer Benefits



Employee Recruitment & Retention:

- Virginia unemployment rate in July 2019 = 2.9%
- More open jobs than unemployed active job seekers-13 months
- Average tenure of part-time staff with benefits: 7 years
- Longest tenured part-time employee: 31 years
- Exit Interviews: #1 Co-Workers, #2 Benefits

Why Offer Benefits



Company	Annual Hours	Weekly Hours	Leave	Holiday	Retirement	Other
York County	1,040	20	Yes	Yes	No	None
Newport News	Up to 1,508	29	Yes	No	457	Savings Bond, EAP
James City County	780 to 1,508	15-29	Yes	Yes	457	Rec Center, Tuition Assistance

Why Offer Benefits



Company	Annual Hours	Weekly Hours	Leave	Holiday	Retirement	Other
WJCC Schools	1,040	20	Yes	Yes	Yes	Health Insurance, Tuition, Life Insurance
Great Wolf Lodge	No Minimum	0	No	Yes	401K	Life, Discounts, Free Entry
Busch Gardens	1,248-1,508	24-29	Yes	Yes	401K	Tuition, Park Admission, Free Tickets
William & Mary	1,000	19.23	Yes	Yes	457	EAP, Discounts, Free Tuition

Current Part-Time Workforce



Position Hours	Number of Positions
Less Than 1,040	12
1,040-1,299	47
1,300-1,559	27
Greater Than 1,560	4 * May Require Health Care Per Federal Law
Total	90

- Current Employees would retain their current benefit status until employment separation or change in status (Grandfathered)
- Disruption is both administrative/operational changes, increased turnover, reduced employee morale

Options



1. No Change, least disruptive, does not follow the market
2. Remove benefits, most disruptive, does not follow market
3. Adjust part-time regular benefit threshold from 780 hours to 1,040 hours (20 hours per week), some disruption, follows the market

Recommendation



- Move temporary/on-call employees that are misclassified to part-time positions without a requirement to compete for part-time position
- Adjust the benefit threshold for part-time employees from 780 minimum annual hours (15 per week) to 1,040 minimum annual hours (20 per week)
- Annual increase would apply to all full-time and part-time regular positions
- Current part-time employees would be grandfathered

Process and Timeframe



- Human Resources would revise Chapter 5 of the Personnel Policies and Procedures Manual
- Board of Supervisors would review and adopt changes at its Nov. 12, 2019 meeting
- Human Resources will complete temporary workforce analysis and will bring initial recommendations for classification changes to the January Board meeting

Questions?

ITEM SUMMARY

DATE: 9/6/2019

TO: The Board of Supervisors

FROM: Carla Brittle, Community Centers Administrator

SUBJECT: Update on Shaping Our Shores Master Plan

ATTACHMENTS:

	Description	Type
▣	UpdShapeShoresMP	Cover Memo
▣	NarrativeUpdShapeShoresMP	Backup Material

REVIEWERS:

Department	Reviewer	Action	Date
Parks & Recreation	Carnifax, John	Approved	9/9/2019 - 8:16 AM
Publication Management	Burcham, Nan	Approved	9/9/2019 - 8:28 AM
Legal Review	Kinsman, Adam	Approved	9/9/2019 - 8:33 AM
Board Secretary	Fellows, Teresa	Approved	9/16/2019 - 1:11 PM
Board Secretary	Purse, Jason	Approved	9/17/2019 - 4:40 PM
Board Secretary	Fellows, Teresa	Approved	9/17/2019 - 4:42 PM

MEMORANDUM

DATE: September 24, 2019

TO: The Board of Supervisors

FROM: Carla T. Brittle, Centers Administrator of Parks & Recreation

SUBJECT: Briefing on the Update of the County's 2009 Adopted Shaping Our Shores Master Plan

Staff will brief and receive feedback from the Board of Supervisors on the progress associated with the update of the County's 2009 Shaping Our Shores Master Plan. To date, an in-house Phase I review and update has occurred. The internal review team consisted of:

Planning

Jose Ribeiro

James City Service Authority (JCSA)

Michael Vergakis

Economic Development

Chris Johnson

Laura Messer

General Services

Shawn Gordon

Darryl Cook

Parks & Recreation

Alister Perkinson

Alex Holloway

Carla Brittle (Chair)

The preliminary drafts of the Marina and Jamestown Beach sites have also been reviewed and discussed with the National Park staff and the Jamestown-Yorktown Foundation staff, and both organizations support the revised concept plans. I have also briefed and received feedback from the Parks & Recreation Director and the County Administrator.

CTB/md

UpdShapeShoresMP-mem

Attachments:

1. SOS Master Plan Update Phase I
2. Map of Chickahominy Riverfront Park
3. Map of James City County Marina
4. Map of Jamestown Beach Event Park

Shaping Our Shores Master Plan Update Phase I, September 2019

Background

In 2009, James City County (JCC) created the Shaping Our Shores (SOS) Master Plan to guide the revitalization of three waterfront park facilities. This plan was crafted from extensive public input to incorporate the needs identified by citizens, businesses, the James City County Office of Economic Development and the Department of Parks & Recreation. The JCC Board of Supervisors (BOS) approved the comprehensive plan with minimal exceptions, and it has been used to guide the development and Capital Improvement Budgets for the JCC Marina, Chickahominy Riverfront Park and Jamestown Beach Event Park.

Since 2009, each park has made improvements to amenities and infrastructure. As expected, with these improvements, the use of each park has grown. During the summer, every holiday weekend at the campground at Chickahominy Riverfront Park is fully booked. All water slips are currently rented at the JCC Marina and there is a waiting list. The Jamestown Beach Event Park parking area also reaches capacity on busy summer holidays and weekends. The table below illustrates these trends:

	FY17 Attendance	FY19 Attendance	FY17 Revenue	FY19 Revenue
Chickahominy Riverfront Park	319,980	336,684	\$341,000	\$425,000
Jamestown Beach Event Park	265,388	296,996	\$64,100	\$91,000
James City County Marina	118,008	313,892	\$232,000	\$217,000*

*loss of revenue due to loss of rental boat slips from condemnation



Families enjoying a summer day at Jamestown Beach Event Park

Plan Update Phase I

The addition of new amenities and the age of the SOS Master Plan led to the decision to review and update the 2009 approved document. In October 2018, a cross-departmental JCC employee team was created with the task of updating the plan. Employees were selected based on their area of expertise to ensure that the final product would be inclusive of amenities that were important to the many different stakeholders within the County as well as the citizens they serve. Members were tasked with creating a

plan that complied with County planning and environmental requirements, enhanced revenue opportunities and complemented the existing infrastructure and surrounding community. The team, led by the Department of Parks & Recreation, also included members from the Office of Economic Development, Planning, James City Service Authority and General Services.

The three parks that comprise the plan have become celebrated treasures to James City County and its citizens over the past 10 years. For this reason, the update to the Shaping Our Shores Master Plan was not about having to re-create or fix the old plan. Instead, the team approached the update to the plan with these goals:

- Evaluate and confirm where existing park amenities are successfully meeting community needs
- Identify unmet needs or opportunities and challenges to improve upon existing amenities
- Evaluate maintenance/conditions and longevity of park features
- Learn from the community if facilities in the plan are no longer needed, feasible, or should be built in other parks
- Create an updated master plan to guide development for the next decade and beyond

The team began by reviewing the 2009 SOS Master Plan and the recommendations for future development. The group also conducted a site visit to each park that was facilitated by the Department of Parks & Recreation Parks Administrator. After those tours, the team agreed there were some modifications and changes needed to the plan for the future at all three park locations. Specifically, decisions needed to be reviewed as they related to water restrictions, grant easements, environmental concerns, resource protection areas issues, zoning, building codes, new trends and patron requests. The tour highlighted that many of these issues were not taken into account when the first SOS Master Plan was designed, and more realistic development plans were needed to guide future amenities and budget requests.

After the initial review, the team met for several of months to update the maps of the three parks that were located in the 2009 SOS Master Plan. Each park was reviewed separately, and new amenities and changes since 2009 were added to the maps. Each map was then reviewed to see if the 2009 proposed amenities were feasible taking into account environmental, zoning and code issues. Use patterns, Parks & Recreation tracked patron requests and other changes that have occurred since 2009 were also incorporated. Based on these factors the following changes were made to the existing maps.

Master Plan Updates

Unlike site plans that are exact engineered drawings to show building footprints, utilities, drainage and water layouts prior to construction, master plans are crafted to serve as long-term planning documents. These maps provide a conceptual layout to guide the future growth of each park and are adaptable to changes. While consideration was given to incorporate building codes, environmental and zoning requirements, it should be noted that the elements in the maps are not drawn to scale nor located in their exact future position. Specifics such as those will be determined in the future by the available funding, and determined in the field while the required site plans are drafted prior to construction.

1. Chickahominy Riverfront Park (CRP)

Since 2009, several facility improvements have been made at Chickahominy Riverfront Park. These include resurfacing the pool, paving and improvements to the recreation vehicle loop, replacing the water main, removal of smaller pool, addition of the splash pad and the addition of the William & Mary Boathouse. The general concepts that appeared on the 2009 map were kept in the new version with minimal relocations.

The team also is recommending the following additional map updates:

- Add the proposed JCSA Water Treatment Plant
- Relocate long-term trailer parking to the front corner of the park
- Removal of second entrance
- Addition of camper amenities to include propane filling station, laundry rooms, environmental education/recreation room, bath houses and a relocated pump-out station
- Addition of second rowing building due to growth of the sport



Family camping at Chickahominy Riverfront Park

Chickahominy Riverfront Park



2. James City County Marina (JCCM)

Since the past plan, the Department of Parks & Recreation assumed daily operations of the Marina from a private contractor. Staff was hired, the Marina was brought into the County's financial and computer systems and operation manuals and procedures were created. The BOS leased 10 acres to the Economic Development Authority (EDA) in September 2015 and then the EDA leased their parcel to Billsburg Brewery and a production building and tasting room were constructed. The Office of Economic Development and EDA are also actively pursuing food service/restaurant options on the EDA's parcel to serve park patrons and be a complimentary feature to the existing brewery. Contracts have been issued for engineering services for Marina improvements and work is going to commence in fall 2019.

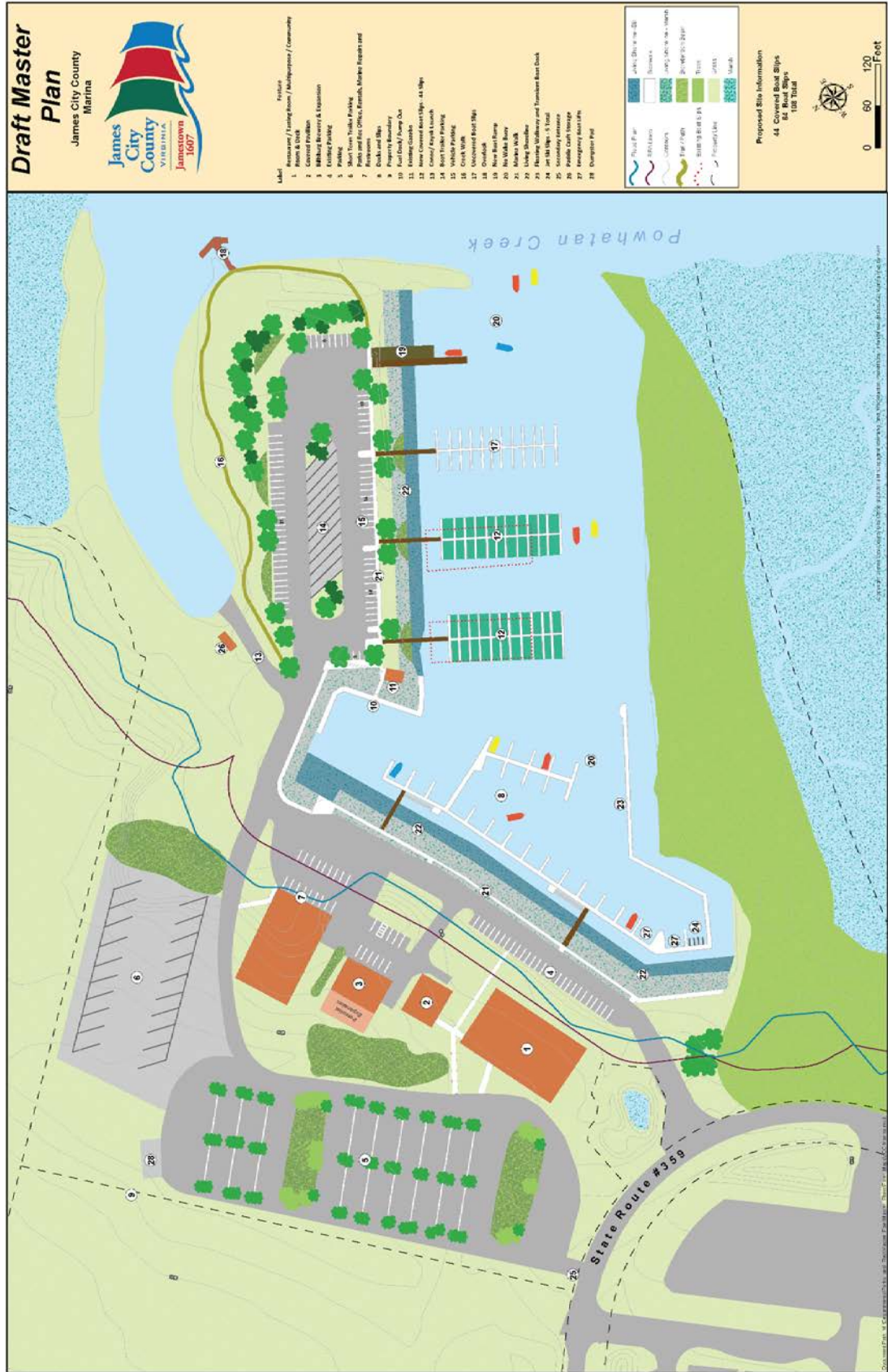
There were some substantial changes made to this park map. In particular, some items were removed based on their location in flood plains and RPAs. Changes include:

- Eliminate the parking peninsula and new ramp due to wetlands
- Removal of condos, hotel and retail shops – these items were not endorsed by the BOS in the first plan and the size of the property does not support their development
- Relocate Marina office building out of flood plain
- Remove dry stack storage due to flood plain and lack of alternative space
- Add additional short term trailer parking
- Move long-term boat storage to JBEP due to lack of space
- Addition of a second entrance into new parking lot
- Add semi-permanent event tent
- Relocate the proposed restaurant/food service area
- Relocate boat ramp and fuel dock



Interpretive Paddle program at James City County Marina

James City County Marina



3. Jamestown Beach Event Park (JBEP)

Since 2009, several grants have been obtained to make improvements to the beach. A \$100,000 Chesapeake Bay Trust grant was awarded to assist with removing the concrete rubble that littered the shoreline, the creation of three beach areas and the installation of shoreline grasses. A \$152,049 grant from the Land and Water Conservation Funds was received to upgrade the parking and entrance way, create an accessible paved walkway and to construct the restroom building. A \$147,499 grant was also awarded to upgrade the water and sewer system for the bathroom. Lastly, a paddle craft launch site was created.

Changes and modifications to the JBEP map are severely limited by identified archeological and historic sites and the restrictive covenants of the two grants that were used to purchase the property in 2007. The committee re-aligned some amenities and recommends the following changes to the map:

- Remove the cabins/camping area with ropes course – decision made to keep all camping exclusively at CRP
- Relocate fishing pier off VDOT property to far end of beach
- Add additional restrooms and parking for events and beach patrons
- Addition of event tent for use with the Amblers House
- Re-align the park entrance along Jamestown Road to intersect with the road leading to the Marina
- Close the section of Greensprings Road that runs in front of the park – align it to meet Jamestown Road
- Addition of long-term boat storage to support revenue development and the Marina
- Addition of a public/private Running Center to support community racing, events and provide work spaces for Parks & Recreation staff

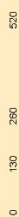


Jamestown Beach Event Park drone photo from July 4, 2019

The map shows the James River Waterfront Park area, including the James River, Jamestown Road, Greensprings Road, and various park zones labeled with letters and numbers. The map includes a legend for 'VDOT ACQUISITION' and 'JNF'.



Label	Feature
A	New Entrance
B	Bioretention Basins
C	Boat Storage
D	Beach Parking
E	Deed Material from Marina
F	Event Tents
G	Amblers House Events, Parking, and Overflow
H	Formal Gardens
I	Great Lawn/Venue Parking
J	Maintenance Building
K	Storage Facility
L	New Roadway
M	Overflow Parking Lot
N	Parking Booth
O	Performance Venue
P	Pier
Q	Playground
R	Preserved Viewshed
S	Restroom
T	Running Center and Outdoor Restrooms
U	Second Entrance
V	Beach Access / Picnic Area
W	Parking
X	Amblers House Restored
Y	Dumpster Pad
Z	Puddle Craft Launch



Next Steps

Once the JCC BOS endorses the concepts in the updated master plan maps, the SOS Committee will complete a public input phase. Extensive “best practice” methods will be employed to ensure citizen opinions are gathered from a representative cross-section of stakeholders. A minimum of two public meetings will be advertised and held, and the citizens will be digitally engaged through social media and a website to capture online feedback.

After public feedback is collected and incorporated into the SOS updated maps, the updated SOS Master Plan will be brought before the JCC Parks & Recreation Advisory Committee, JCC Planning Commission and the BOS for consideration and approval. Once approved, a prioritized action plan will be developed that sets forth goals and recommendations to implement and guide the Capital Improvement Process. It will also provide the community with a strategic long-range vision for the future of these County parks, and provide a foundation for further support of future budget funding.



Family renting bikes at James City County Marina

ITEM SUMMARY

DATE: 9/24/2019

TO: The Board of Supervisors

FROM: Rebecca Vinroot, Director of Social Services and Paul Holt, Director of Community Development

SUBJECT: Workforce Housing Task Force – Findings and Recommendations

ATTACHMENTS:

	Description	Type
☐	Memorandum	Cover Memo
☐	1. Staff's Summary of the Task Force Recommendations	Exhibit
☐	Presentation PowerPoint	Exhibit

REVIEWERS:

Department	Reviewer	Action	Date
Development Management	Holt, Paul	Approved	9/10/2019 - 7:41 AM
Publication Management	Burcham, Nan	Approved	9/10/2019 - 7:45 AM
Legal Review	Kinsman, Adam	Approved	9/10/2019 - 7:55 AM
Board Secretary	Fellows, Teresa	Approved	9/16/2019 - 1:11 PM
Board Secretary	Purse, Jason	Approved	9/17/2019 - 4:40 PM
Board Secretary	Fellows, Teresa	Approved	9/17/2019 - 4:42 PM

MEMORANDUM

DATE: September 24, 2019

TO: The Board of Supervisors

FROM: Rebecca Vinroot, Director of Social Services
Paul D. Holt, III, Director of Community Development and Planning

SUBJECT: Workforce Housing Task Force – Findings and Recommendations

On January 22, 2019, the Board of Supervisors reviewed the draft *James City County Workforce Housing Task Force: Findings and Recommendations* report that was the result of a 13-month, citizen-driven process that brought together representatives from a broad spectrum of the community.

Based on input and feedback that was received at the time, the Task Force concluded its work and adopted its final report on February 19, 2019. A link to the final report can be found listed in the attachments.

Per the final report, the Workforce Housing Task Force “developed a set of recommendations that are designed to address current and future workforce housing needs in the community and be consistent with the Task Force’s Vision and Principles. There is no one, single initiative or policy that can solve the workforce housing challenge. Rather, the County should adopt a range of approaches - and make available the necessary resources - to have a comprehensive workforce housing strategy.”

The report and recommendations of the Task Force were intended to provide the Board information and guidance so that steps could be taken to put the work of the Task Force into action. During the January 22, 2019 work session, the Board requested further information from staff as to the timeline and resources that may be needed to implement the recommendations.

Staff has spent time compiling the information requested by the Board for the recommendations contained in the Task Force Report. A summary of staff’s findings can be found in Attachment No. 1. It should be noted that staff did not provide a summary on the recommendations regarding the Housing Trust Fund and the Property Tax Exemption/Abatement recommendations as these types of discussions typically occur during the Board’s Budget deliberations.

The Board may recall the recommendations of the Task Force are organized into four categories:

- A. **Housing Preservation:** Strategies to rehabilitate, restore, and preserve existing housing in the County.
- B. **Housing Production:** Strategies to facilitate the private-sector production of new workforce housing in the County.
- C. **Housing Access:** Strategies to connect James City County workers with affordable housing in the County.
- D. **Funding:** Strategies for expanding funding sources to support workforce housing initiatives.

The recommendations from the report include specific **Priority Recommendations** and **Additional Recommendations**. From the perspective of the Task Force at the time, Priority recommendations were those items recommended in the near-term because they build on existing programs or policies, address an urgent need, and/or require no immediate major public investment.

Since the Task Force concluded its work, several significant items have been accomplished that support the category of Housing Preservation:

- The Virginia Department of Housing and Community Development (DHCD) awarded James City County \$350,000 towards rehabilitating up to 10 homes (i.e., the Rural Homeowner Rehabilitation Grant). This grant is providing funding to assist with the rehabilitation of homes owned by low-income residents.
- DHCD has awarded the County a \$1.0 million Community Development Block Grant (CDBG). Along with a local contribution, the grant will allow the County to undertake a two-year, Scattered Site Housing Rehabilitation project throughout the County, that is expected to benefit 32 persons in 19 households, all of whom are low- and moderate-income. As the name suggests, the project area for this funding is the entire County and it is not limited to any specific area or neighborhood.
- Staff is also working on applying for two additional grant funding opportunities:
 - o The Virginia Department of Health's Virginia Environmental Endowment Septic System Repair Cost Share Program; and
 - o The Virginia Department of Housing and Community Development's Acquire, Renovate, and Sell Program.
- Habitat for Humanity has planned a Rehab Blitz for the Forest Glen community that occurred on September 7, 2019 (this was a priority recommendation of the Task Force).

The purpose of this work session item is to receive additional discussion and guidance from the Board on its priorities. As noted on the attached spreadsheet, there are many items which would not require additional staffing or budgetary resources.

For the items which do not require additional staffing or budgetary resources, staff recommends beginning with those items that can be accomplished in the short term and that are highly feasible. For items which do require additional staffing and budgetary resources, after receiving input and direction from the Board, staff will prepare additional information for the Board to consider as part of its Fiscal Year 21-22 budget process.

RV/PDH/nb

WHTF-FindRec-mem

Attachments:

1. Staff's Summary of the Task Force Recommendations
2. Presentation PowerPoint
3. Link to the Task Force Report:
<https://jamescitycountyva.gov/DocumentCenter/View/21386/Workforce-Housing-Task-Force-Report-Findings--Recommendations-PDF?bidId=>

Task Force Recommendation	Feasibility	Resources Needed	Timeline
A-1. Housing Rehabilitation: • Continue to refine the process for selecting deteriorating single-family homes that can be rehabilitated with state and local funding. Set a goal of rehabbing 10 single-family homes annually. With additional resources and staffing, rehabbing up to 25 single-family homes annually should be the ultimate goal	Goal of 10/year: High Goal of 25/year: Moderate	Goal of 10/year: Funding needed for the construction work; can be done with existing staff resources. Goal of 25/year: Funding needed for the construction work; additional staff needed	Goal of 10/year: Short Goal of 25/year: Long
A-1. Housing Rehabilitation: • Establish and maintain a resource list of reliable, vetted contractors with experience in specific services (e.g., historic homes, home modification, home accessibility, etc.). This list will not only be a resource for homeowners directly, but will also assist County-initiated rehabilitation efforts. This resource could be part of the Housing Resource Navigation tool	High	No additional resources needed	Short (1-3 years)
A-1. Housing Rehabilitation: • Plan a “Rehab Blitz” day modeled after Habitat for Humanity’s Blitz day. Partner with Habitat and other local/area nonprofits to target rehab activities in a particular neighborhood	High	No additional resources needed	Short (1-3 years)
A-2. Preservation and/or Redevelopment of Manufactured /Mobile Home Parks: • Assess the opportunities for improving current mobile home parks	Moderate	No additional resources needed	Medium (3-5 years)
A-2. Preservation and/or Redevelopment of Manufactured /Mobile Home Parks: • Look for opportunities that either attempt to head off loss of mobile homes and/or promote responsible redevelopment of the mobile home parks with the goal of protecting current residents	Moderate	Can be done with current staffing levels; but additional funding needed for additional resources	Medium (3-5 years)

Task Force Recommendation	Feasibility	Resources Needed	Timeline
A-3. Redevelopment/Revitalization Areas: • County staff should review the Housing Conditions study, CDBG funding areas and other recent plans to define specific redevelopment/revitalization areas. Staff should consult with key stakeholders during the Comprehensive Plan review process regarding the establishment of these areas	High	Can be done with current staffing levels; but additional funding needed for additional resources	Short (1-3 years)
A-3. Redevelopment/Revitalization Areas: • Once the redevelopment/revitalization areas are established, build partnerships with developers that focus primarily on workforce housing products (e.g., single-family detached homes on small lots priced for specific income ranges, small multifamily buildings with rent subsidies)	Low	No additional resources needed	Long (> 5 years)
B-1. Mixed-Use, Moderate-Density Zoning Districts: • Support land use changes within the Primary Service Area (PSA) that would promote more moderate-density and mixed-use development. Review recent projects in the County to define their density in the context of the Comprehensive Plan land use designation and zoning district. This information will inform staff as they identify areas of the County where medium-density zoning would be appropriate	Moderate	Can be done with current staffing levels; but additional funding needed for additional resources	Short (1-3 years)
B-1. Mixed-Use, Moderate-Density Zoning Districts: • Review the use lists for existing zoning districts and delete, add and/or modify uses as appropriate to reflect the current types of establishments and uses in the County and to ensure that diverse housing types are specifically included in use lists in zoning districts where housing is permitted	Moderate	No additional resources needed	Medium (3-5 years)

Task Force Recommendation	Feasibility	Resources Needed	Timeline
B-2. Adaptive Reuse: • Create an inventory of potential adaptive reuse and conversion sites within the County. This inventory should include locations, conditions, ownership, zoning and other information about the properties. This inventory will provide staff and developers critical information for establishing priorities, processes and guidelines for adaptive reuse projects in the County	Moderate	No additional resources needed	Medium (3-5 years)
B-2. Adaptive Reuse: • Identify Virginia-based builders/developers with experience in adaptive reuse and convene a public meeting to discuss and better understand the challenges and opportunities with adaptive reuse	Moderate	No additional resources needed	Medium (3-5 years)
B-2. Adaptive Reuse: • Review the use lists for all zones in the County and modify to encourage residential/mixed-use developments along specific corridors, with the goal of facilitating adaptive reuse opportunities in existing commercial areas	Moderate	Can be done with current staffing levels; but additional funding needed for additional resources	Medium (3-5 years)
B-2. Adaptive Reuse: • Investigate resources that could support adaptive reuse such as the Low Income Housing Tax Credit, historic tax credits or programs to support housing for residents experiencing homelessness	Moderate	No additional resources needed	Medium (3-5 years)
B-2. Adaptive Reuse: • Engage owners of properties that are good candidates for redevelopment or adaptive reuse. Facilitate connections among property owners and developers, and identify resources that could be employed	Moderate	No additional resources needed	Long (> 5 years)

Task Force Recommendation	Feasibility	Resources Needed	Timeline
B-3. Purchase of Development Rights (PDR) Program: • The County should identify land that can be purchased for open space to preserve existing rural areas and buffers when increasing development in parts of the PSA to allow for workforce housing	Moderate	Funding needed for the acquisition; additional staff needed	Short (1-3 years)
B-4. Accessory Apartment Policy: • Develop a pattern book, training sessions and other technical assistance documentation to help home owners construct accessory units	High	Can be done with current staffing levels; but additional funding needed for additional resources	Medium (3-5 years)
B-4. Accessory Apartment Policy: • Revise ordinances related to accessory apartments to increase the maximum size of detached accessory units so that accessory apartments can be large enough to accommodate a “reasonably-sized” one-bedroom unit (e.g., up to 750 square feet)	High	No additional resources needed	Medium (3-5 years)
B-4. Accessory Apartment Policy: • Revise ordinances related to accessory apartments to modify set-back, parking and/or other requirements to make it easier to build an accessory apartment	High	No additional resources needed	Medium (3-5 years)
B-5. Expedited Permitting: • Establish the income threshold necessary for a project to qualify for an expedited review. The following are recommended: 1) rental housing affordable to households with incomes between 30 and 60% of AMI and 2) homeownership housing affordable to households between 60 and 100% of AMI	Moderate	New staffing resources would be required	Short (1-3 years)

Task Force Recommendation	Feasibility	Resources Needed	Timeline
B-6. Public Land: • Develop a comprehensive inventory of publicly-owned sites, including an assessment of whether sites are vacant or whether there is underutilized development capacity	High	No additional resources needed	Medium (3-5 years)
B-6. Public Land: • Identify which public land sites would be suitable for workforce housing. As part of the process, develop criteria for evaluating sites' appropriateness, prioritizing characteristics such as proximity to transit infrastructure and employment areas	High	No additional resources needed	Medium (3-5 years)
B-6. Public Land: • Explore options for creating a housing land trust or land bank for public land that is vacant and/or underutilized and located near jobs and transit infrastructure. A land trust or land bank would be a mechanism for acquiring, holding and, ultimately, deploying public land specifically for workforce housing	High	Funding needed for the acquisition; additional staff needed	Long (> 5 years)
B-7. Voluntary Inclusionary Zoning: • Bring together community stakeholders and staff to make recommendations for a new incentive-based, voluntary inclusionary housing policy in the County. This group should include representatives from all stakeholders involved in residential development in the County, including, but not limited to, for-profit and nonprofit developers, financial institutions, land use attorneys and County staff	Moderate	No additional resources needed	Medium (3-5 years)
B-7. Voluntary Inclusionary Zoning: • Review the County's existing density bonus system in the zoning ordinance to determine if the provision of affordable/workforce housing can be prioritized or if it should be a requirement (rather than an option) for any developments proposed over the current baseline density	High	No additional resources needed	Medium (3-5 years)

Task Force Recommendation	Feasibility	Resources Needed	Timeline
C-1. Housing Resource Navigation: • Financially support the Hampton Roads Housing Resource Portal	High	Can be done with current staffing levels; but additional funding needed for additional resources	Short (1-3 years)
C-1. Housing Resource Navigation: • Explore how to link County resources to the regional portal	High	New staffing resources would be required	Short (1-3 years)
C-2. Homebuying Assistance: • Expand down payment and closing cost assistance to provide assistance to 50 income-qualified first-time homebuyers who work in James City County and want to purchase a home in the County	Low	Additional staffing and resources would be needed	Long (> 5 years)
C-3. Local Housing Voucher: • Conduct education and outreach with eligible households and landlords	High	New staffing resources would be required	Short (1-3 years)
C-3. Local Housing Voucher: • Research the experiences of other localities in Virginia that have such a program	High	No additional resources needed	Short (1-3 years)
C-3. Local Housing Voucher: • Establish a local housing voucher/rental subsidy program funded by dedicated housing Trust Fund resources. Define program rules and priorities. Set as a goal to serve 25 families annually through a local rental housing subsidy	Low	Additional staffing and resources would be needed	Long (> 5 years)



Workforce Housing Task Force

September 24, 2019

Department of Community Development
Department of Social Services

Workforce Housing Task Force



Conducting Community Outreach

Jan-Mar
2018

- Defining Workforce Housing
- Setting Vision and Principles

Apr-Jul
2018

- Assessing Workforce Housing Needs

Aug-Dec
2018

- Reviewing Best Practices
- Developing Strategy Recommendations

Jan 2019

- Finalizing Draft Workforce Housing Strategic Plan

September 24, 2019

Department of Community Development
Department of Social Services

What is “Workforce Housing”



For this strategic plan, we are defining “workforce housing” generally as the types of housing that we need here in James City County to ensure that we can attract and retain workers and continue to grow our local economy.

This definition includes all types of housing affordable to households in the workforce, though the emphasis is on working households with incomes between **30 and 100% of area median income** where the needs are the greatest.

Why Workforce Housing



Housing serves as a platform for **individual and family well-being**

Economic self-sufficiency and upward mobility

Student achievement and academic success

Physical and mental health and well-being

Housing is the basis for **inclusive and diverse communities**

Equitable access to opportunities and services, regardless of race and socioeconomic status

Communities in which everyone can prosper

Housing supports sustainable **local economic growth**

Housing opportunities to encourage people to both live and work in the community

Short commutes, easier to attract and retain workers

Communities that are great places to live, work and play

September 24, 2019

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Workforce Housing Task Force



- Adopted **Vision Statement**

- James City County will be a diverse community offering a high quality of life and quality affordable housing options in safe, well-maintained, and inclusive neighborhoods

September 24, 2019

Department of Community Development
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Workforce Housing Task Force



- Adopted **Principles**

- Workers in James City County should be able to afford to live in the County if they choose to do so.
- James City County should promote strategies that create and sustain mixed-income neighborhoods
- Creating a range of affordable housing options in James City County requires partnerships among the public, private and non-profit sectors
- James City County's solutions for workforce housing should be designed to respect the County's unique natural, historic and cultural resources

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Summary of Workforce Housing Needs



- There is a need for a more diverse housing stock in James City County in order to provide housing options for a range of working households.
- The biggest needs are for workers earning low- and moderate-wages, particularly those with incomes between 30 and 100% of AMI.
 - Higher-income households (100+% AMI) have more choices than do lower-income households.

Workforce Housing Strategy Recommendations



A. Housing Preservation: Strategies to rehabilitate, restore and preserve existing housing in the County.

B. Housing Production: Strategies to facilitate the private-sector production of new workforce housing in the County.

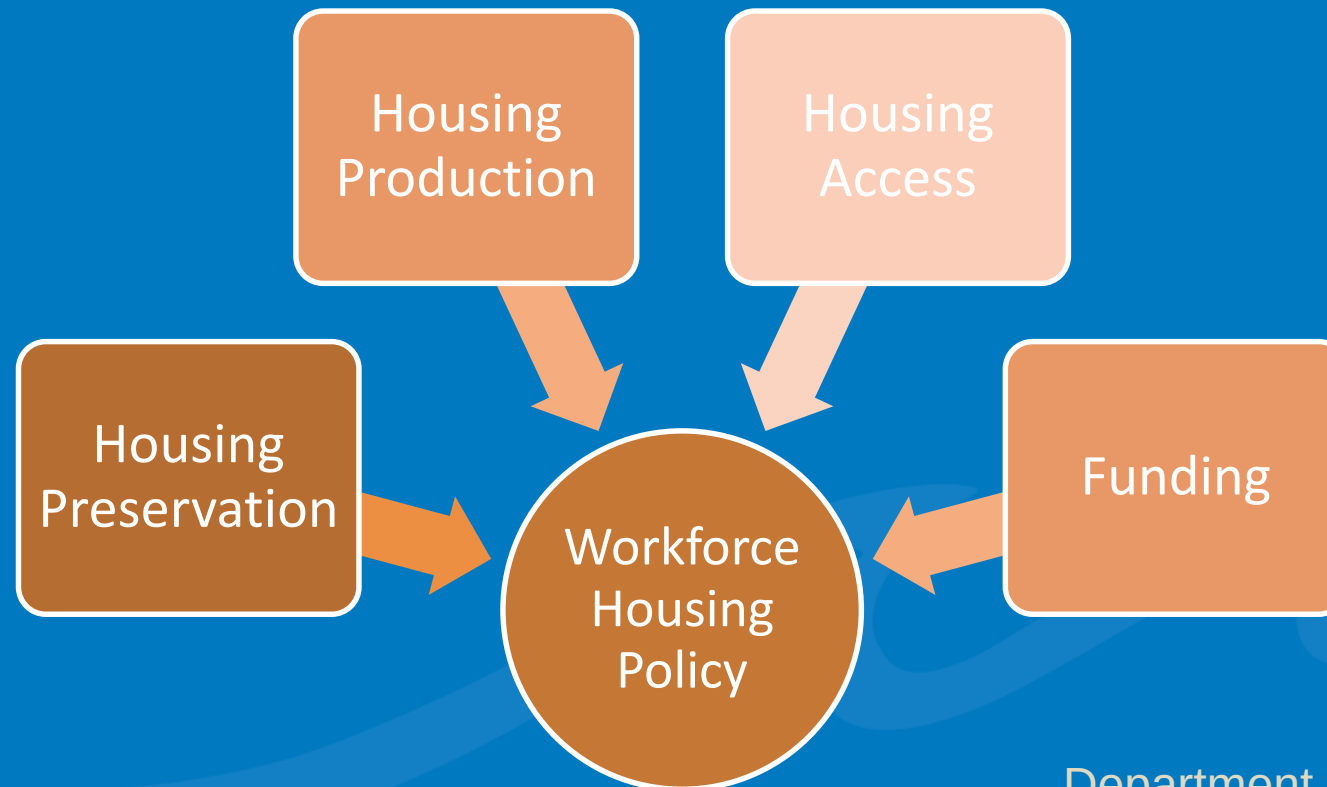
C. Housing Access: Strategies to connect James City County workers with affordable housing in the County.

D. Funding: Strategies for expanding funding sources to support the Workforce Housing Strategy Recommendations.

Workforce Housing Strategy Recommendations



A Toolkit of Potential Strategies to Expand Workforce Housing Options



September 24, 2019

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Department of Social Services

Workforce Housing Strategy Recommendations – Staff Analysis



Items which may serve as a starting point since they may not require additional staffing or budgetary resources

A-1. Housing Rehabilitation: • Establish and maintain a resource list of reliable, vetted contractors with experience in specific services (e.g., historic homes, home modification, home accessibility, etc.). This list will not only be a resource for homeowners directly, but will also assist County-initiated rehabilitation efforts. This resource could be part of the Housing Resource Navigation tool

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Workforce Housing Strategy Recommendations – Staff Analysis



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Workforce Housing Strategy Recommendations – Staff Analysis



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Workforce Housing Strategy Recommendations – Staff Analysis



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B-6. Public Land: • Develop a comprehensive inventory of publicly-owned sites, including an assessment of whether sites are vacant or whether there is underutilized development capacity

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September 24, 2019

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Workforce Housing Strategy Recommendations – Staff Analysis



Items which may serve as a starting point since they may not require additional staffing or budgetary resources

B-7. Voluntary Inclusionary Zoning: • Bring together community stakeholders and staff to make recommendations for a new incentive-based, voluntary inclusionary housing policy in the County. This group should include representatives from all stakeholders involved in residential development in the County, including, but not limited to, for-profit and nonprofit developers, financial institutions, land use attorneys and County staff

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September 24, 2019

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Workforce Housing Strategy Recommendations – Staff Analysis



Items which may serve as a starting point since they may not require additional staffing or budgetary resources

C-3. Local Housing Voucher: • Research the experiences of other localities in Virginia that have such a program

September 24, 2019

Department of Community Development
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Workforce Housing Task Force Accomplishments



Since the Task Force concluded its work, several significant items have been accomplished that support the category of Housing Preservation:

- The Virginia Department of Housing and Community Development (DHCD) awarded James City County \$350,000 towards rehabilitating up to 10 homes (i.e., the Rural Homeowner Rehabilitation Grant) owned by low-income residents.
- DHCD has awarded the County a \$1.0 million Community Development Block Grant (CDBG) that will allow the County to undertake a two-year, Scattered Site Housing Rehabilitation project throughout the County.

September 24, 2019

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- Staff is also working on applying for two additional grant funding opportunities:
 - VDH Environmental Endowment Septic System Repair Cost Share Program
 - DHCD Acquire, Renovate, and Sell Program
- On September 7, Habitat for Humanity held a Rehab Blitz in the Forest Glen neighborhood

September 24, 2019





September 24, 2019

Department of Community Development
Department of Social Services

ITEM SUMMARY

DATE: 9/24/2019

TO: The Board of Supervisors

FROM: Teresa J. Fellows, Deputy Clerk

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

REVIEWERS:

Department	Reviewer	Action	Date
Board Secretary	Fellows, Teresa	Approved	9/16/2019 - 1:08 PM