



# PUBLIC FACILITIES

## TECHNICAL REPORT

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### 1. Introduction

This chapter provides an overview of the five major categories of *Public Facilities* which support the services and functions offered by James City County government or by James City County in coordination with other public and private agencies. These categories include **public education, public safety, public health, general county government, and public utilities.**

As the population grows, so does the need for services and the facilities from which they are provided. Demographic analyses show that the County's population increased by more than 28% between 2000 and 2006, making it the ninth fastest-growing locality in the Commonwealth, as reported by the *Weldon Cooper Center for Public Service* in January 2008. Staff projections foresee average annual growth rates in the County's population of over 3% between 2000 and 2010, with the population expected to grow from 48,102 in 2000 to more than 64,700 in 2010. With this growth comes an increasing demand on existing services, facilities, and functions, and the potential need for new services, facilities, and functions.

In planning for public facilities, it is important to consider not just the size of the County's current and future population, but also its composition and geographic distribution. For example, the population of James City County is aging faster than that of the Commonwealth or the United States as a whole. In 2006, 19% of the County's population was 65 years of age or older, compared to only 11% in both Virginia and the nation overall. The County's 65-years-or-older age group more than tripled in size between 1990 and 2006, climbing from nearly 4,000 to over 11,000 people. With the continued growth of age restricted and retirement communities, such as WindsorMeade and Colonial Heritage, the area is indeed becoming a retirement destination. This phenomenon may affect the types of services, facilities, and functions that will be needed as the County moves forward.

The *Public Facilities* element of the Comprehensive Plan recognizes that the level of public services enjoyed by County residents is a significant component of the overall quality of life in

James City County. Generally, citizens rate the services provided by the County quite favorably. In the 2007 *James City County Citizens Survey*, roughly 77% of respondents rated County services overall as either “excellent” or “good.” This is down slightly from the 2001 survey, where 84% of respondents offered this favorable rating. This illustrates the need to continue improving how the County provides services to its citizens, but it may also hint at the increased strain that County services and facilities have experienced with the locality’s rapidly expanding population growth.

There must be a continued balance between present and future facilities and community growth. Overall, the highest level of public services and facilities should be provided within areas designated for growth on the Comprehensive Plan. James City County will continue to strongly encourage the development of public facilities inside the Primary Service Area (PSA) in a fashion consistent with the overall Plan. The construction, operation, and maintenance of public facilities are very expensive. Directing development to areas where facilities are already available or planned allows such facilities to be more fully utilized. This results in lower public expenditure in service delivery and allows public facilities to be provided in a more cost effective and efficient manner. By contrast, scattered development increases the demand for public facilities and services over a broader area, increasing public costs especially for water, sewer, roads, police, fire, and transportation. New facilities should also be located where accessibility is maximized and neighborhood impact is minimized.

With these objectives in mind, it is the purpose of this chapter to provide guidance on specific criteria relative to the individual need, appropriate timing, and site requirements for Public Facilities. This will be accomplished through an analysis of existing and planned improvements, the updating of Public Facility Service Guidelines (Section 9 of this chapter) and the development of Goals, Strategies and Actions (Section 10 of this chapter).

The primary mechanism for applying these standards and using them to implement a balanced approach to actual County facility development is the Capital Improvements Program (CIP). The CIP document is published annually and proposes the development, modernization or replacement of physical public assets over a five-year time period. The CIP document also includes high-dollar maintenance items, such as a major roof repair job or the refinishing of a parking lot at a County facility. Projects identified in the CIP document are arranged in a sequential order based on a schedule of priorities, and each is listed with an estimated cost and anticipated method of funding necessary for implementation.

Programming capital facilities over time promotes better use of the County’s limited financial resources and assists in the coordination of public and private development. In addition, the programming process is a means of coordination among various County, regional and state agencies. This avoids a duplication of effort and takes advantage of joint planning and development of facilities where possible. By looking beyond the current fiscal year, capital programming also enables public bodies to maintain an effective level of service between the present and future population.

With guidance from other Comprehensive Plan text elements, such as *Land Use* and *Transportation*, the CIP is intended to implement the *Public Facilities* element of the Comprehensive Plan. With the current 2008-2009 Comprehensive Plan revision effort, a new

tool is being looked at that would be used to better bridge the Comprehensive Plan and the CIP process: the creation of a Public Facilities Master Plan (PFMP). This concept will be explored in greater detail in Section 8 of this chapter.

Following inclusion in the CIP, actual construction of public facilities becomes dependent on another set of variables. Specifically, projects are again evaluated on an annual basis through the County budget process to determine their individual viability in light of fiscal constraints and legislative mandate. Changes in services provided by the private sector and changes in federal and state policy, affect the construction of public facilities as well.

## **2. Organization of this Report**

This chapter consists of four elements. The first element is an updated inventory of the County's public facilities, with references to known planned future improvements, as contained in the FY 2009-FY 2013 CIP. The second element lists current and proposed updates to the Public Facility and Service Guidelines. The third element lists current and proposed updates to the Goals, Strategies, and Actions for the Public Facilities Section of the Comprehensive Plan. The final element consists of a series of Appendices related to this report. The public facilities covered herein include:

### **EDUCATION**

- a. Public Schools (*Williamsburg-James City County Public Schools*)
- b. Adult Education (*Thomas Nelson Community College - TNCC*)
- c. Career and Technical Education (*New Horizons Regional Education Center*)
- d. Library Services (*Williamsburg Regional Library*)

### **PUBLIC SAFETY**

- a. Fire Protection and Emergency Medical Services
- b. Emergency Communications Center (ECC) (formerly Central Dispatch)
- c. Emergency Operations Center (EOC)
- d. Law Enforcement and Corrections
  - 1) *Virginia Peninsula Regional Jail*
  - 2) *Merrimac (Middle Peninsula) Juvenile Detention Facility*
  - 3) *Crossroads Community Youth Home*
- e. Courts (*Williamsburg-James City County Courthouse and Court Services*)

### **PUBLIC HEALTH**

- a. Refuse Collection and Disposal (*Transfer Station and Convenience Centers*)
- b. Animal Shelter (*Heritage Humane Society*)

### **GENERAL COUNTY GOVERNMENT**

- a. County Government Offices
- b. Satellite Services Office
- c. Human Services Center (HSC)
- d. Maintenance Facility (Includes Transit Operations)
- e. Legacy Hall

- f. Norge Train Depot
- g. County Communications

### **PUBLIC UTILITIES**

- a. Water and Sewer (*James City Service Authority – JCSA*)

***Sustainable Future:*** Throughout the chapter, look for boxed text that addresses efforts being undertaken to help James City County plan for and work toward a sustainable future.

## **3. Education**

### **3a. Public Schools**

The school division operates as an independent regional system (Williamsburg-James City County City Schools) which serves students in both James City County and the City of Williamsburg; it is not a County department. The School Superintendent is responsible for the day-to-day operations, while the School Board sets policy and provides direction. The School Board is charged with the oversight and planning of school facilities for students in both localities, and is an independent political body with County members elected by County citizens and city members appointed by the City Council.

Funding for the schools is received from several sources: local appropriations, state aid, federal aid, and charges for certain services. The schools continue to be the single largest investment of County funds, consuming \$93,145,526 (55%) of total County Operating Budget in FY 2009, and an additional \$69,939,382 in the County Capital Improvements Program (CIP) budget, (representing approximately 93% of the total FY 09 CIP budget). This 55% figure is generally consistent with County school expenditures over the past decade.

Regarding education in James City County, the 2007 *James City County Citizens Survey* reported that more than six in ten (66%) respondents rate the public school buildings and facilities as either “excellent” or “good.” Approximately 28% of respondents indicated that they think the County currently does not spend enough on public schools (down from 41% in the 2001 Survey), while 44% of respondents indicate that they believe the County currently spends about the right amount on public schools in relation to other expenditures (up from 36% in the 2001 Survey). (The remaining 28% of respondents either felt that too much money was being spent on schools, or did not have an opinion.) A substantial majority (94%) of respondents report that they think it is important for the County to create more career training and technical education opportunities for youths that would prepare them for the workforce.

### **Existing Facilities**

Public Facilities Technical Report Map 1 shows the location of the eight elementary schools, three middle schools, and three high schools which the school system currently operates. Map 1 also shows the location of the school’s bus and maintenance facility (School Operations Center). Public Facilities Technical Report Map 3 shows the location of the James City County Government Complex, which includes the school system’s central administrative offices. Other

facilities not shown on the maps include offices on Strawberry Plains Road for student services, an alternative education facility at Eastern State Hospital, and preschool facilities at five of the eight elementary schools and at all three high schools.

Public Facilities Technical Report Data Sheet 1 illustrates that, when combined, the elementary schools of the school system can programmatically serve 4,995 students, the middle schools can serve 2,350 students, and the high schools can serve 3,963 students. Overall, this equates to a total effective capacity for the three divisions of 11,308 students. In addition to school capacities, Data Sheet 1 documents the actual enrollment history of the Williamsburg-James City County public school system from 2000 through 2008, and provides projections of enrollment out to 2013. Graphical representations of the enrollments and projected enrollments may be found by division in Public Facilities Technical Report Charts 1A, 1B, and 1C. Public Facilities Technical Report Data Sheet 2 further breaks down the enrollment and projected enrollment data by grade level. Chart 2 provides a graphical representation of the enrollment patterns and projections of all three divisions, which illustrates that enrollments at all three levels roughly mirror each other (generally rising and falling at similar times), and that enrollments at all three levels have been on the rise, overall. Chart 2A, which depicts total enrollment, rather than enrollment by division, mirrors this trend. It is interesting to note that, from 1994 to projected levels in 2013, the trend curve that better fits the data is an exponential one, rather than a linear one, indicating a very robust growth pattern over this time period. While the school system still expects enrollments to rise, they are anticipated to rise at much slower rates than they have in the recent past, and the enrollment projections at both the elementary and middle school levels will be impacted with the opening of a ninth elementary school and a fourth middle school in 2010, (see below).

It is interesting to note that the total student enrollment grew by a little more than 23% from 2000-2006, while the County population grew by more than 28% during the same time period. This supports the trend of the aging population of the County, as it suggests higher growth levels in age groups higher than school-aged cohorts. Some of this difference may also be explained by private school enrollments as well. It is also of interest that even with the leveling-out of the enrollment growth curves several of the schools are faced with enrollments higher than their effective capacities, or will be faced with such enrollments in the future. This concern currently affects D. J. Montague and Stonehouse Elementary Schools, Toano Middle School, and Jamestown High School. By 2013, it is expected that Matoaka Elementary School, and Berkeley and James Blair Middle Schools will join the ranks of over-capacity-enrollment schools, although substantial relief may come from the new elementary school and middle school currently under construction.

To supplement the data provided for Williamsburg-James City County Schools, the most recent five-year school enrollment projections report, beginning in the 2009-2010 school year and which was prepared by consultant DeJong-Healy in November 2008 for the school system, is attached to this report as Appendix II. Further, the newest 10-year enrollment projections report, beginning in the 2004-2005 school year and which was prepared by the schools, is attached to this report as Appendix III. The data sheets and tables related to the public schools found in this Technical Report are primarily based upon the five-year DeJong-Healy report.

In order to help prevent potential demand by new residential development that would exceed

the physical and programmatic capacity of the school system, the Board of Supervisors adopted the *Adequate Public Schools Facilities Test* policy in June 1998. This policy was recommended in the 1997 Comprehensive Plan and is used exclusively with residential rezoning and special use permit requests. Essentially, the policy determines a project's likelihood to generate additional school-aged children and evaluates the impacts on the capacity of the schools which would serve that development using current enrollment statistics. The results are taken into account by the Board when discussion on the project is undertaken during the public hearing process. More discussion of Adequate Public Facilities Ordinances is included in Section 8 of this report.

### Planned Facilities and Improvements

Since the adoption of the 2003 Comprehensive Plan, the Williamsburg-James City County (WJCC) Public Schools system has successfully opened its eighth elementary school (Matoaka) and its third high school (Warhill). Other large projects have included the expansion of the Toano Middle School and Norge Elementary School cafeterias, and adding six new classrooms to Stonehouse Elementary School.

Based on the current and projected future enrollment conditions within the school system, the School Board has recommended that a ninth elementary school and a fourth middle school be built. Thus far, a shared-location site for the two new schools has been selected, designs and layouts have been finalized, and construction has begun. The two new schools are slated to open in 2010. Additionally, the Schools will be bringing forth a proposal for a feasibility study to the Board of Supervisors in the early part of 2009. This study, if approved, would examine using James Blair Middle School as an administrative and special program center.

***Sustainable Future:*** Plans for the future ninth elementary school and a fourth middle school include geothermal HVAC (heating, ventilation, and air conditioning) systems, designs that can accommodate expansion, and energy efficient designs. The school system is also looking for ways to incorporate environmentally friendly materials and design standards into all construction efforts—both for new facilities and retrofits of old facilities. By looking at ways that school recreational and library facilities may be shared with Parks and Recreation Department facilities and public library facilities, the school system is hoping to reduce capital expenditure burdens on the County's taxpayers, as well as to reduce the physical footprint of school buildings and facilities on the County's landscape, and the associated impacts to the County's environment.

In addition to the planning, designing, and building of these new facilities, the WJCC Schools' annual CIP budget primarily focuses on maintenance of existing facilities, (including a rotating maintenance schedule for standard refurbishments for normal wear-and-tear items such as roof replacement, painting, carpet replacement, parking lot refinishing, and heating/cooling equipment replacement), functional upgrades (such as the addition of food courts to replace existing cafeteria facilities), and technology upgrades, (such as the installation of fiber optic networks and software upgrades). There are also security and emergency response upgrades in the CIP budget, such as the installation of Rapid Responder software which aids fire, police, and other emergency personnel who are responding to a crisis on school property.

It should be noted that the School Board maintains its own separate Capital Improvements Plan

(nonetheless, the County's FY 2009-2013 adopted CIP reflects the School Board's CIP for these budget years). For consistency, this James City County Comprehensive Plan technical report reflects the County's adopted budget. FY 2009-FY2013 Capital Improvements Program items relating to schools primarily consists of the following items:

***Elementary Schools:***

- Carpet/tile/paint refurbishment at DJ Montague, Stonehouse, and Matthew Whaley
- Parking lot refurbishments at Clara Byrd Baker and Norge; additional parking at DJ Montague
- Refurbishment of cupolas, repair of auditorium ceiling and installation of attic insulation at Matthew Whaley
- Installation of a fiber optic network, new bus canopy, and sports field lights at Stonehouse
- Roof replacement/repair at Clara Byrd Baker, DJ Montague, and James River
- HVAC replacement/repair at Clara Byrd Baker, DJ Montague, and James River
- Cooling tower replacement at James River
- Construction of a retaining wall at Clara Byrd Baker

***Middle Schools:***

- Carpet/tile/paint refurbishment at Berkeley, and James Blair
- HVAC replacement/repair at Berkeley, James Blair, and Toano
- Roof replacement/repair at Berkeley and Toano
- Replace, repair or refurbish: auditorium lights/sound, rest rooms, cooling tower (replacement), energy self-management system, and locker rooms at Berkeley
- Replace, repair or refurbish: grease trap/drain lines, fuel tanks (replacement), kitchen (renovation), hockey/soccer field irrigation, and bus parking area at James Blair
- Lighting, renovations, turf/field work at Cooley Field (James Blair)
- Outfall repair, parking lot expansion, and field lighting at Toano

***High Schools:***

- Carpet/tile/paint refurbishment at Jamestown and Lafayette
- Food Court at Jamestown and Lafayette
- Gym lighting, multi-purpose space, A/C in auditorium, enclose cafeteria food court, refurbish locker rooms, field lights at Jamestown
- Sewer replacement, walkway to Warhill, exterior painting, HVAC, refurbish practice field, science pavilions at Lafayette

*(It should be noted that this list does not include School Division items – only individual school items.)*

### **3b. Adult Education**

#### **Thomas Nelson Community College (TNCC)**

Thomas Nelson Community College (TNCC) offers credit and non-credit courses and programs in the greater Williamsburg area. While some classes are offered at Warhill High School and in facilities located on the campus of the College of William and Mary, the majority of TNCC's classes are offered at the Historic Triangle Campus located on John Jefferson Square in Williamsburg. TNCC also provides courses at area business locations for special education and training programs. At all three James City County high schools, students may take courses for which they may receive both high school credit and TNCC credit. This dual enrollment opportunity represents a relatively small portion of TNCC's total enrollment, however. In the fall 2008 semester, for example, only 142 of the 1,259 students (about 11%) served at the Historic Triangle Campus were dual enrollments. TNCC's workforce development efforts are currently concentrated in the Discovery II Center in New Town and offer a wide variety of programs. These curricula will be expanded with the opening of the new Historic Triangle Campus in 2009.

The primary goal of Thomas Nelson is to match the resources of the college with the educational and training needs of the community. As a community-based institution the college offers educational programs that are accessible, timely, and innovative to individuals, business, and industry. The college provides other services in the Greater Williamsburg Area through the Center for Business and Community Services. Programs such as the Small Business Development Center of Hampton Roads, Technology Transfer Services, and the Virginia Peninsula Total Quality Institute are just a few of the special programs offered to individuals and businesses in the area. The development of educational courses and training programs conducted by TNCC in the Williamsburg area is done in cooperation with the James City County/Williamsburg School division and by surveying the training needs of area businesses and industry.

As of the fall semester of 2007, enrollment at TNCC included 905 residents of James City County, about 9.7% of the school's total student population. Over the last 20 years, James City County's percentage of the total student population has averaged roughly 5.4%. Except for a small drop-off between 2002 and 2004, James City County enrollments have been steadily increasing since 2000, and the fall 2007 enrollment is the largest in the last 20 years. This increase in enrollment over time correlates to the County's growing population and to TNCC's expanded course availability, improved ease of access to classes, and properly oriented curricula meeting the needs of County students. The full enrollment history for 1988-2007 by locality may be viewed in Public Facilities Technical Report Data Sheet 3, with the fall 2007 enrollment graphically represented in Chart 3. This surge in attendance does have local budgetary repercussions as James City County's contribution to TNCC's capital costs is based on the percentage of the County's residents attending the school.

#### **Planned Facilities and Improvements - Thomas Nelson Community College**

While operating a temporary facility in leased space in the Busch Corporate Center since 1999 (the Historic Triangle Campus), Thomas Nelson Community College has long been committed

to establishing a permanent facility in the Williamsburg/James City County area. This goal will be realized with the opening of a new Historic Triangle Campus adjacent to the campus of Warhill High School, which is slated for the spring of 2009. The location of this new facility is depicted on Public Facilities Technical Report Map 1.

According to the TNCC website:

The new building is a 120,000 square foot, three story facility. It will contain twenty-five classrooms, seven computer classrooms, five science laboratories and a nursing laboratory. It will also include a full Learning Resources Center including a Library, tutor areas and an Academic Computing Laboratory. The facility will also be equipped with administrative space for faculty assigned to the Historic Triangle campus as well as administrative support for the site.

This campus has been created in conjunction with the development of both the adjoining high school campus and Warhill Sports Complex, in accordance with County goals of the sharing of facilities, concentration of infrastructure, and inter-campus/complex connectivity. TNCC reports that 80-85% of all students graduating from the Williamsburg-James City County public schools go on to seek higher education. By opening the new Historic Triangle Campus, TNCC hopes to better serve the needs of these students in a more centralized and modern facility, and to provide for a critical need in James City County.

### **3c. Career and Technical Education**

The Williamsburg-James City County School Board has continued to provide career and technical (formerly “vocational training”) education opportunities for high school students both on and off campus. There are over 35 career and technical courses on campus that lead to career and technical education endorsements.

#### **New Horizons Regional Education Center (NHREC)**

In addition to the programs offered in the Williamsburg-James City County school system, the localities of James City County, York County, Gloucester County, Hampton, Newport News, Poquoson, and Williamsburg each fund the New Horizons Regional Education Center (NHREC). Currently, NHREC operates the following programs:

- Career and Technical Education Center
- Governor's Academy for Innovation Technology, and Engineering (GAITE)
- Governor's School for Science and Technology
- Center for Autism
- Newport Academy (for students with emotional disabilities)
- New Horizon's Family Counseling Center

The NHREC also offers an adult continuing education and apprenticeship program (the Center for Apprenticeship and Adult Training).

In addition to career and technical education courses at the James City County high schools, the Career and Technical Education Center includes two separate campuses: the Newport News (Woodside Lane) campus near Ft. Eustis and the Hampton (Butler Farm) campus near Thomas Nelson Community College. These two campuses feature a wide variety of training programs, a sampling of which include firefighter and EMT training, welding, automotive technology, dental assistant training, nursing, and computer networking.

Students attend classes at NHREC on a time-shared basis with remaining classes (e.g. English, History, Art, etc.) taken at the students' home high schools. One of the main objectives of NHREC is to provide sequential and comprehensive technical training so area youth and adults may obtain a marketable skill that will enhance their ability for both initial and continuing employment in an ever-changing job market. The Center's commitment to this objective has necessitated the physical expansion of the facilities as well as the addition of curriculums to maintain the quality of training that is demanded by the community and local businesses and industry.

The NHREC also has a Continuing Education Office which offers more than 120 courses and trains more than 2,000 adults annually. The Apprenticeship Program offers training for skilled craft or trade occupations. These crafts or trades require a wide and diverse range of skills and knowledge, as well as maturity. The apprentice and the employer enter into an agreement in which the apprentice receives on-the-job training in a full-time position. He or she attends New Horizons a minimum of two nights per week for related instruction. Most programs require three to five years of intense study. Upon completion, the apprentice acquires the status of journeyman and is awarded a certification of completion from NHREC and with the cooperation of the Virginia Apprenticeship Council. The technical programs offered at NHREC are for those individuals who desire to learn a new skill or occupation or to upgrade their present skills. Most courses are one semester long with advanced courses offered in most areas the following semester. Additional specialized training and on-site courses can often be organized upon request.

#### Planned Facilities and Improvements – New Horizons Regional Education Center (NHREC)

At this time, NHREC reports there are no specific plans to add additional facilities, but many programs have become significantly impacted such that additional and/or expanded facilities are needed. The Special Education program is especially in need of a new facility, as the operation is currently housed in modular units that are in poor condition and have little space.

***Sustainable Future:*** By providing adult education and career and technical education to the County's citizens, James City County is helping to ensure that a viable workforce will be available to employers now and for decades to come. The presence of skilled workers and the facilities to train skilled workers attract employers to our region, which helps to stimulate the local economy and provide jobs. This, in turn, leads to greater stability for the region, reduces unemployment and poverty, and helps to provide a solid foundation for future generations.

### 3d. Library Services

Founded in 1909 as a facility for residents of the City of Williamsburg, the library began to serve James City County residents in 1926. The library was first housed in the front hall of the Saint George Tucker House (now part of Colonial Williamsburg) and was relocated several times before moving to the Scotland Street building in 1973. In 1977, the City of Williamsburg, James City County, and the Library Board contracted with each other to establish the Williamsburg Regional Library (WRL).

The current contract between the localities and the Library Board was approved in July 2006. A Board of Trustees, which is appointed by the City and the County, governs the library and both jurisdictions contribute funds towards operating costs. These contributions are based on circulation by user residency. Public Facilities Technical Report Chart 4 illustrates library users and circulation by jurisdiction for FY 2007. The library also receives funds from York County and the Commonwealth of Virginia, as shown in Public Facilities Technical Report Chart 5. The City of Williamsburg owns the Williamsburg Library building on Scotland Street and expansions there occurred in 1982 and 1998. James City County constructed and owns the library building on Croaker Road, which opened in 1996.

The library system has been well received. As noted in the *2007 James City County Citizen Survey*, "the most favorably rated community services are provided by the public library (with 86.5% of respondents rating them as 'excellent' or 'good')." In the previous Citizen Survey, completed in 2001, the public library boasted the second-most highly rated services, with 84% of respondents placing them in the "excellent" or "good" category.

#### Existing Facilities

With 50,599 registered borrowers (as of FY 2008), the Williamsburg Regional Library consists of a bookmobile and two buildings - the James City County Library at 7770 Croaker Road in Norge and the Williamsburg Library at 515 Scotland Street, which is within the City limits. The two facilities are shown on Public Facilities Technical Report Map 1.

As of 2008, the Library's collection contains:

- 298,811 print items (includes books and all subscriptions to periodicals such as magazines and newspapers); and
- 39,968 non-print items (such as fiction and non-fiction videos, recorded books, and music compact discs).

To bring library books and other resources to those who cannot get themselves to the library, the library began a bookmobile service in 1980 as the "Book Express Van." This van was replaced in 1988 with a bookmobile. A new bookmobile was purchased in 1997.

In November 2005, the library's bookmobile was destroyed by a fire. In January 2006, the library launched a new approach to delivering materials and services beyond the walls of its buildings and created Williamsburg Regional Library "Mobile Library Services." The burned bookmobile was replaced with several newer more efficient vehicles to meet the new outreach direction of

the library. The library's Mobile Library Services (MLS) staff now operates four oversized vehicles and regularly delivers library materials and services throughout the community. The current WRL Mobile Library Service fleet includes:

- Vehicles 1 & 2 - Oversized vehicles designed for citizens to "step aboard" and checkout books, movies, magazines, and music, search the Internet or library catalog, talk with library staff, or attend a special library program. These vehicles serve preschools and childcare centers, after-school sites, summer camps, summer school sites, and neighborhoods throughout the community.
- Vehicles 3 & 4 - Oversized vehicles that allow library staff to haul library collections and services directly into the lobbies of buildings such as nursing homes, assisted living centers, and adult daycare centers.

As of 2008, service is provided to 66 destinations throughout the community on a regular basis. The destinations include the following:

- fourteen neighborhoods
- twenty-two preschools and childcare centers
- fifteen adult care facilities
- fifteen homebound adults

#### Planned Facilities and Improvements

The WRL has determined that a third library building is needed. In 2007, a private consultant (PSA-Dewberry), presented findings to the WRL Board of Trustees concluding that "a third library will be necessary to continue the level of service, collections, programs, outreach and accessibility to the County's growing population." A site for the new library has been selected on John Tyler Highway near Jamestown High School. Funding for the new library was included in the CIP budget for 2011, but actual funding and construction may be delayed due to budgetary constraints. The WRL Board of Trustees has indicated that the third library should be constructed between 2013 and 2015 to enable the WRL to continue its service provision to the County's growing population. Building an annex for the City of Williamsburg library building would enable the Williamsburg Library to provide additional public space in the facility.

The Library reports the following circulation statistics, which demonstrate the growing demand for library services:

**Table 1: Library Circulation by Jurisdiction**

Locality:	FY1990:	FY1995:	FY2000:	FY2005:	FY2008:
City of Williamsburg	100,450	140,213	137,881	168,082	153,399
James City County	303,885	450,696	646,169	771,809	850,196
York County	67,784	106,987	130,202	140,866	143,245
Other	58,037	51,395	99,026	142,178	93,840
<b>Totals:</b>	<b>530,156</b>	<b>759,291</b>	<b>1,013,278</b>	<b>1,222,935</b>	<b>1,240,680</b>

Source: Williamsburg Regional Library

*Sustainable Future:* A well-organized library system contributes to having a literate, better educated, more informed society. As noted in the mission statement of the Williamsburg Regional Library, "Free access to information is a foundation of democracy." Current and future leaders and citizens of James City County can do a better job of guiding the County and the region forward when information and knowledge are more readily available, a principal function of the library.

#### 4. Public Safety

##### 4a. Fire Protection and Emergency Medical Services

Fire suppression, fire prevention, emergency medical service, disaster response, and fire safety education services are provided to County residents through five County owned and operated fire stations, whose locations are shown on Public Facilities Technical Report Map 2. A full-time paid staff augments the James City-Bruton Volunteer Fire Department (Station #1) and the James City Rescue Squad.

Fire prevention services include code enforcement inspections, investigations and building and site plan reviews as they relate to fire protection. The department also conducts comprehensive educational programs in public and private schools, as well as Fire and EMS training programs for local industries and organizations.

##### Existing Facilities

The Grove station (Station #2) began operating in 1976 while the Olde Towne Road station (Station #4) and the 11,000-square-foot central station (Station #3) on John Tyler Highway opened in 1980. The Toano station (Station #1) continues to serve the upper County as a volunteer station supplemented with paid staff provided by the County. Paid staff is present on approximately 90% of all calls taken by Station #1. The Greensprings station (Station #5) opened in 1998. The Fire Department also houses all of its administrative and training functions in leased space on McLaws Circle, and also utilizes a regional training center in Newport News, along with other area localities.

As of 2008, the James City County Fire Department employs 103 uniformed career staff, 30 non-uniformed employees, and over 60 volunteer and auxiliary members.

Mutual aid agreements with New Kent County, the City of Williamsburg, York County, the City of Newport News, local military installations, and other Hampton Roads localities, provide additional protection to the County.

### Planned Facilities and Improvements

In order to maximize response capability while limiting capital and personnel costs, all existing and planned fire stations are to be equipped with multi-function, all hazard response staffs, equipment and materials. Fire, EMS, and disaster response are not only provided to citizens but are available to the two million people who visit the James City County/Williamsburg area annually.

Fire suppression calls and fire loss compared to value of property protected is expected to rise as properties age and the population increases. Emergency medical calls are expected to rise at an even faster rate as the County population continues to grow in both number and age. Disaster response demands will increase as additional population, commercial development, and visitors become at risk to local natural or man-made disasters (such as severe weather, an accident at the Surry Nuclear Power Station, or acts of terrorism).

The intensifying demands on the Fire Department are illustrated in Public Facilities Technical Report Charts 6, 7, 8, 9, 10, and 11, which depict the increasing numbers of incidents responded to by the department over time by year, by station, by month, by fiscal year (broken down by type of call), on a per-capita basis, and in comparison with calls for police service and population growth, respectively. The data in Chart 10 is displayed graphically in Chart 11. Eventually, the increasing demands suggested by these data will necessitate the need for one or more additional fire stations, with corresponding increases in additional response personnel and equipment. Generally, the Fire Department suggests a new station be provided in areas that generate 365 or more emergency incidents per year and where a response time of six minutes or less cannot be achieved because of distances, or bottlenecks caused by intervening terrain, the presence of natural or man-made barriers, or deficiencies in the road network. Other factors that may contribute to the need for a new station include the growth rate and pattern of new development, the location of high-risk or high-traffic uses such as schools, shopping centers, nursing homes, multifamily housing, or industrial facilities, and the increasing number of responses and response patterns of existing stations.

The Fire Department opened the new Grove Fire Station (Station #2) in 2006, adjacent to, and built on the same property as the existing fire station building built in 1976. The old fire station building, which had become functionally obsolete, is now used for storage and for training activities.

Based on current land use, future planned development, and proposed land use changes west of Centerville Road, the Fire Department anticipates the need for up to three additional fire stations over the next ten to fifteen years. Areas of anticipated need include the Jolly Pond and Cranston's Mill Pond Road area, Stonehouse development, and the Croaker area. Expansion of residential development west of Route 60 between Forge Road and Anderson's Corner may necessitate the addition of a fourth new fire station or the relocation of Fire Station #1 to provide better coverage and protection for the existing and newly developed areas involved.

CIP requests by the Fire Department in the FY 2009-FY 2013 cycle include replacement of several fire trucks and ambulances (due to the heavy levels of use they endure, these vehicles have very specific useful life intervals, and are replaced in a planned rotation schedule over time), a fire station building replacement (for Station #4), and specialized equipment (Dive Truck and Station #1 James City-Bruton Volunteer (JCBV) Rescue Medic Unit). There are also functional upgrade requests for firefighters' personal equipment (Self-Contained Breathing Apparatus (SCBA) upgrades), a request for a citizen response communications system, and a shared request with the Police Department for a Mobile Command Post (MCP) unit.

Finally, although no funds have been set aside, the Fire Department anticipates needing a multi-purpose training facility to replace the existing facility at Eastern State Hospital. Such a facility could include training space for other County departments, such as the Police. In addition, a 1999 study of office space needs at the County projected that Fire Administration will need approximately 6,000 additional square feet of administrative work space in the next 15 years. These improvements will have to be planned for and programmed into a future CIP.

#### **4b. Emergency Communications Center (ECC)**

Formerly known as "Central Dispatch," the Emergency Communications Center (ECC), shown on Public Facilities Technical Report Map 2, answers all emergency 911 calls for Police, the Sheriff's Department, and Fire and Emergency Medical Services. Dispatching services are also performed for Animal Control and the Game Warden. In addition to its dispatching duties, the ECC monitors the James City Service Authority pump stations after normal business hours. The ECC Communications Officers also monitor the Surry Nuclear Power Plant Warning System, as well as other Virginia emergency warning systems, and notify the appropriate emergency services staff personnel as required.<sup>1</sup> The utilization of a single emergency telephone number (911) provides for efficient service. The upgraded *enhanced* 911 service provides the telephone number and address of a caller to the dispatcher, which is often critical in stressful emergency situations. The enhanced service can even provide an approximate location of a wireless mobile telephone user.

#### **Existing Facilities**

The ECC began operation in 1980 (as the "Central Dispatch" Center) and is located adjacent to the Emergency Operations Center (EOC) and Fire Station #1 on Forge Road. The enhanced 911 system was installed in 1987 along with a computer-aided dispatch system. The volume of calls handled by the Center has increased dramatically over the years. In 1980 for example, 9,200 calls for service were received. By 1995, that number had increased substantially. Table 2, below, offers a look at call volume history at the Emergency Communications Center:

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<sup>1</sup> From the James City County Website, Emergency Communications Center Webpage

**Table 2: Call Volume - Emergency Communications Center (ECC)**

Year	911 Calls	Administrative Calls***
1980	9,200	N/A**
1995	22,600	68,300
2000	17,721	87,917
2008*	26,834	119,628

Source: Emergency Communications Center

\*(Through the end of November 2008);

\*\*Not Available;

\*\*\*Administrative calls are non-emergency calls made to the ECC that are typically requesting an officer to call and advise the law in a particular situation, directions to citizens, alarm activations, etc.

In 1993, the County's ECC office building was remodeled with a new wing, approximately 2,300 square feet in size, and specifically designed to accommodate the Emergency Communications function. In March 2006, the ECC was moved into its new state-of-the art facility located at 3131 Forge Road. The Center's service capabilities range from an 800 MHz trunked radio system for all County services, interoperability with neighboring jurisdictions, and serving the Mobile Data Computers deployed within the Fire/EMS and Police Departments. Satellite communications, GIS interconnects, and telephone/radio interconnects allow Emergency Communications Officers to meet increased workload demands and address field employee safety while limiting staffing needs. Upgrades to the Computer Aided Dispatch system have been made to address increased database management needs and the speed with which emergency service calls are dispatched. The ECC is staffed 24 hours a day with at least four Emergency Communications Officers on duty at all times, and includes a total crew of 26 Communications Officers.

#### Planned Facilities and Improvements

There are no planned physical expansions anticipated for the ECC at this time. However, the Center has recently expanded its service capability in several ways. The radio system was replaced with a single band, 800 MHz trunked 800 MHz system for all County services. The Dispatch Center also can now take advantage of technology such as mobile data transmission systems, satellite communications, GIS interconnects, and telephone/radio interconnects to permit increased workload demands and address field employee safety while limiting staff needs. Upgrades to the Computer Aided Dispatch system have been made to address increased database management needs and the speed with which calls are dispatched.

#### **4c. Emergency Operations Center (EOC)**

##### Existing Facilities

The Fire Department maintains an approximately 2,600-square-foot Emergency Operations Center (EOC) on Forge Road, (see Public Facilities Technical Report Map 2), adjacent to the ECC and Fire Station #1. This Center becomes the County's command and control facility during all natural or man-made disasters. When active, operators coordinate all needed County resources and further serve as liaisons between James City County departments and divisions, other government agencies, and the public.

## Planned Facilities and Improvements

Currently, there are no additional planned improvements for the EOC.

### **4d. Law Enforcement and Corrections**

The James City County Police Department was formed in 1980 and in 1983 it separated from the Sheriff's Department to handle all criminal complaints. It is divided into three divisions: Uniform (includes Animal Control), Investigations, and Community and Administrative Services. The Department has 95 sworn law enforcement officers and annually responds to over 21,000 calls for service each year.<sup>2</sup> The Law Enforcement Center (LEC), shown on Public Facilities Technical Report Map 2, is the primary facility used by the Police Department.

#### Existing Facilities

The Law Enforcement Center is located adjacent to the central fire station on John Tyler Highway. The building was completed in 1982, renovated in the early 1990s, and contains approximately 9,000 square feet of administrative offices, officer's work areas, and storage and support rooms.

In addition to the Law Enforcement Center, officer work stations exist in other public and non-public buildings, including Fire Stations 2, 3, and 5, the ECC, and the *Prime Outlets* shopping center.

As with the Fire Department, population growth over the past 15 years has contributed to significantly increased demands on the Police Department. These demands are illustrated in Public Facilities Technical Report Charts 10, 11, and 12, and Data Sheet 12, which depict the increasing numbers of incidents responded to by the department over time, and the percentage increases and decreases in call volumes year-to-year. Additional crime statistics are shown in Public Facilities Technical Report Charts 13A, 13B, 14 and 15, which detail the numbers and types of crimes committed and how many of them are cleared by making arrests.

The Police Department's Animal Control Unit is operated as part of a public-private partnership with the Heritage Humane Society. In addition to capturing stray and dangerous animals, this unit works to reunite lost pets with their owners, provides pet adoption services, and investigates animal neglect and cruelty complaints.

#### **1) The Virginia Peninsula Regional Jail**

The Virginia Peninsula Regional Jail is located on 17 acres of land in the southeastern portion of the County between Route 143 and Interstate 64. Established by the Virginia Peninsula Regional Jail Authority, the facility is used primarily to hold inmates from member jurisdictions: James City County, York County, the City of Williamsburg, and the City of Poquoson. The current design capacity of the facility is for 290 adult inmates; however, the site and building are

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<sup>2</sup> From the James City County Website, James City County Police Department Webpage, 2008

designed to accommodate a future expansion if needed. The Commonwealth pays a portion of the operating costs and the member localities pay a per diem charge for each inmate housed.

**2) The Merrimac (Middle Peninsula) Juvenile Detention Center**

Immediately west of the Regional Jail is the Merrimac (Middle Peninsula) Juvenile Detention Center. This 29,000-square-foot facility serves 18 local jurisdictions from the Upper, Middle, and Lower Peninsulas, including the counties of Caroline, Charles City, Essex, Gloucester, Hanover, James City, King and Queen, King William, Lancaster, Mathews, Middlesex, New Kent, Northumberland, and Westmoreland, and the cities of Poquoson, Richmond, and Williamsburg. The Detention Center opened in 1997, is owned and operated by a regional Juvenile Detention Commission, and is a self-contained facility. The facility has a design capacity of 48 beds for the 24-hour a day supervision of juvenile offenders of both genders under the age of 18. The Commonwealth pays a portion of the operating costs and the member localities pay a per diem charge for each juvenile housed. The locations of the Virginia Peninsula Regional Jail and the Merrimac Juvenile Detention Center are shown on Public Facilities Technical Report Map 2.

The data in Table 3, below, illustrate activity at the Merrimac Juvenile Detention Center over time:

**Table 3: Merrimac Juvenile Detention Center Selected Statistics:**

<b>Activity Measure:</b>	<b>FY2002</b>	<b>FY2003</b>	<b>FY2004</b>	<b>FY2005</b>	<b>FY2006</b>	<b>FY2007</b>
<b>Number of Admissions:</b>	687	769	739	607	699	648
<b>Average Daily Population (ADP):</b>	47	43	47	38	43	41
<b>Average Length of Stay (In Days):</b>	19	20	23	23	22	23

*Source: Merrimac Juvenile Detention Center*

**3) The Crossroads Community Youth Home**

The Crossroads Community Youth Home is affiliated with the Virginia Department of Youth and Family Services and is operated jointly by James City County, York County, the City of Williamsburg, and Gloucester County, through the Colonial Group Home Commission. Crossroads provides an alternative to State institutions for juvenile offenders. The youth home applies individualized treatment programs that assist a juvenile in returning to normal family and community living. The Crossroads operation was recently relocated from an eight-acre compound on Longhill Road to a new facility in York County. This new eighteen-bed facility will allow Crossroads to offer support for female juveniles for the first time.

**Planned Facilities and Improvements**

The Law Enforcement Center (LEC) has undergone various remodeling and renovation efforts. Additionally, the Police Department is actively working to create a new police facility in the County’s Warhill complex that has been targeted for completion and occupation by 2011. This facility will include day-to-day law enforcement activities, administration, training, offices, and storage functions.

There are currently no plans for improvements to or expansions of the Regional Jail or the Juvenile Detention Center in this area. The new Crossroads facility will help to meet the needs of that organization for the immediate future.

CIP requests by the Police and Fire Departments in the FY 2009-FY 2013 cycle include the aforementioned new Police Department facility, further renovation efforts for the LEC to house Fire Administration, a firearms range and classroom, an AFIS (fingerprint identification) system, mobile data terminals (for outfitting police vehicles), and the shared request with the Fire Department for the Mobile Command Post unit, which acts as an area command and communications station, used to organize and direct law enforcement, fire, EMS, state and federal agencies, and other first responder units in the event of a large emergency, disaster, or similar situation.

***Sustainable Future:*** The emergency service providers of James City County are working toward a sustainable future in several ways. Services and functions are carefully coordinated to minimize overlap and help to eliminate fiscal waste and departmental inefficiency. New facilities are being planned with an eye toward joint functionality between the Fire, Police, Sheriff, and other departments and agencies, potentially cutting down on the numbers of new facilities that need to be constructed, which saves money, land, and building materials. New building plans are incorporating standardized designs, expandability, and energy efficiency standards, including, at a minimum, the Silver LEED standard. This means that new fire stations and other facilities will use less energy to operate, better address space and function needs, have a gentler impact on the environment, reduce the amount of design work needed with each new building, and be easily expandable if it is later discovered that more space is needed. The changing face of providing service to the community is reflected in these efforts. For example, it was very uncommon to have female firefighters a decade ago, and the living areas in fire stations were not designed to accommodate female staff. Now provisions for both genders (sleeping areas, rest rooms, showers, etc.) are built into the design of all new fire stations and similar facilities. Equipment and technology are constantly reevaluated for operational effectiveness, cost, and efficiency.

#### **4e. Courts**

##### **Existing Facilities**

From 1967 to May 2000 the James City County/City of Williamsburg District Court occupied an 18,900-square-foot building on South Henry Street. In May 2000 a new 71,000-square-foot courthouse opened near the intersection of Monticello Avenue and Ironbound Road (Public Facilities Technical Report Map 2). This facility is located in the City of Williamsburg and contains five courtrooms, including the General District Court, the Circuit Court, the Juvenile Court, and the Domestic Relations Court, as well as several offices for departments such as the Commonwealth's Attorney, the James City County Sheriff and the Clerk of the Court. In 2001, a 12,000-square-foot building opened behind the Courthouse on Ironbound Road. The building contains leased space for Court support functions, such as probation and pretrial services, collectively managed under the auspices of Colonial Community Corrections.

## Planned Facilities and Improvements

Currently, there are no additional planned improvements for the Courthouse.

## **5. Public Health**

### **5a. Refuse Collection and Disposal**

Residents contract directly with a private hauler, who provides curbside refuse collection within the County or use the County's pay as you throw program. Businesses contract with a private hauler or use the Solid Waste Transfer Station. The County offers curbside recycling services to residences within the program service area, which currently includes about 22,000 homes in James City County, including single family and multifamily units. This service is funded through County taxes, and no additional fee is assessed to users participating in the recycling program.

#### Existing Facilities

Commercial refuse haulers, private contractors, and County residents may utilize the Solid Waste Transfer Station, which is located off Route 611 (Jolly Pond Road), for a fee. The County owns the Solid Waste Transfer Station (shown on Public Facilities Technical Report Map 3) and the land on which it is located, and contracts with a private firm (Waste Management of Virginia) for the actual operation and maintenance of the facility. Solid waste from the transfer station is then disposed of at the Bethel Landfill in Hampton which is also owned and operated by Waste Management of Virginia. The County's landfill closed in October 1993 due to increasing costs and the technical complexity of operating such a facility. The closed landfill must be continuously monitored and meet State Department of Environmental Quality requirements for closed landfills. This will be an on-going and increasing cost to the County. The County also operates three "Convenience Centers," (shown on Public Facilities Technical Report Map 3) where County residents can recycle a wide range of items and dispose of trash for a fee.

More than 100,000 tons of solid waste is generated each year in the County. Approximately 20,000 tons of this total are disposed of at the James City County transfer station. The remainder is transported to transfer stations and landfills located throughout Hampton Roads. As of December 29, 2008, the per-ton disposal fee to commercial haulers and private contractors using the transfer station is \$60.27, which includes a per-ton charge of \$53.30, a \$3.00 environmental fee, and a fuel surcharge of \$3.97. This surcharge may change depending on fuel costs.

In 1989, James City County joined the Virginia Peninsulas Public Service Authority (VPPSA). This Authority, which includes representatives from 12 jurisdictions on the lower and middle Peninsulas, is responsible for developing solid waste solutions involving refuse disposal, recyclable collection and marketing, and composting. As a member of VPPSA, James City County participates in regional projects that benefit the County from the standpoint of economy of scale. VPPSA is also able to find the best markets available for the various recyclable

materials.

Leaf collection is also provided annually with a collection in December and a second collection in January. Citizens place their leaves at the edge of the street in clear plastic bags for collection. The leaves are then available at no charge for commercial or residential composting. Many area farmers use the composted leaves for soil enrichment. Christmas trees may be brought to any of the County's three Convenience Centers for recycling at no charge from December through February. The trees are then taken to the VPPSA compost facility, along with the brush and leaves that are dropped off by residents at the Jolly Pond Convenience Center, where they are turned into mulch and compost. In turn, the County receives mulch for use at all county facilities, schools, and parks, free of charge.

### Planned Facilities and Improvements

In 1998, James City County signed a 30-year contract with Waste Management of Virginia to operate the transfer station on Jolly Pond Road. The contract provides that Waste Management will dispose of County waste at a properly approved and permitted landfill facility during the contract period.

The County has studied various options for a unified refuse collection system, operated by a private contractor, to collect refuse within James City County. To date, the Board of Supervisors has elected not to proceed with such a system, choosing instead to continue with the refuse collection system currently in place.

James City County is currently in the process of putting together a pre-pay curbside bulk-pick-up service, which is tentatively scheduled to begin operations in the spring of 2009.

***Sustainable Future:*** Recycling of used products keeps them out of area landfills, and also provides raw materials that can be used over and over again. As recycling technology improves, more of the reusable materials (plastics, metals, paper, etc.) can be captured in the process, meaning that less and less new material is needed in the manufacturing effort. Recycling efforts have been expanded to personal computers and their peripheral equipment, again, keeping them out of landfills. By helping to reduce the overall tonnage that winds up in area landfills, less land, over time will be needed for landfill operations, which means that more land may be left in its natural state, or used for other, more productive purposes. The County participates in programs to properly recycle or dispose of used petroleum products, household chemicals, and even unwanted appliances that have outlived their useful lives. By finding ways to more efficiently and cheaply collect refuse and recycle products, the County and its citizens are providing for the needs of future generations by preserving raw materials and protecting the environment by properly managing today's waste products.

## **5b. Animal Shelter**

### **Existing Facilities**

The Police Department's Animal Control Division is operated as part of a public-private partnership with the Heritage Humane Society, which maintains a 9,200-square-foot animal shelter located at 430 Waller Mill Road in York County, on land owned by the City of Williamsburg. This facility (depicted on Public Facilities Technical Report Map 2) is funded by James City County, the Heritage Humane Society, York County, the City of Williamsburg, and donations from private citizens and organizations. The Heritage Humane Society shelter provides for the care and housing of lost, injured, stray, and neglected animals for James City County, York County, and the City of Williamsburg. It is manned by paid Heritage Humane Society staff, paid James City County staff, and volunteer staff. James City County previously operated an independent animal control facility that was located adjacent to the solid waste transfer station on Jolly Pond Road. When James City County combined its operation with that of the Heritage Humane Society in 2007, the older facility, built in 1979, ceased to operate as an animal shelter.

### **Planned Facilities and Improvements**

The Heritage Humane Society recommended square footage for an animal shelter is at least 1,000 square feet for every 10,000 residents. Current population estimates for James City County (62,394),<sup>3</sup> York County (63,184), and the City of Williamsburg (13,245)<sup>4</sup> equate to a total population of 138,823 people, suggesting that a 13,880-square-foot facility should be employed to serve as an animal shelter for the three localities. The current facility falls 4,680 square feet short of this standard, but this is tempered in that much of York County's animal shelter need is handled by a separate facility located in Newport News.

## **6. General County Government**

### **6a. County Government Offices**

The County Government Complex is located at 101 Mounts Bay Road. This complex (shown on Public Facilities Technical Report Map 3) houses many of the County's departments and service staff, including Administration, County Attorney, County Treasurer, Commissioner of the Revenue, School Board, James City Service Authority, Financial and Management Services, Human Resources, Purchasing, and Development Management. Other County offices and services are located at the Human Services Center at 5249 Olde Towne Road. These offices include Social Services and the Williamsburg Area Medical Assistance Corporation (WAMAC). Satellite Services and other offices are located adjacent to the EOC, ECC, and Fire Station #1. The County's Parks and Recreation Department administrative offices, Office of Housing and Community Development, Department of Community Services, and Neighborhood

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<sup>3</sup> James City County Planning Division Estimate; Second Quarter 2008

<sup>4</sup> Estimates for York County and the City of Williamsburg are from the Weldon-Cooper Center for Public Service; estimates provided are Provisional Estimates for July 1, 2007

Connections program are located in office space in Ironbound Village on Palmer Lane. Finally, General Services and the James City Service Authority operate a maintenance facility on nearby Tewning Road (shown on Public Facilities Technical Report Map 3). This facility is discussed in detail later in this report.

### Existing Facilities

The 60-acre campus-style office complex on Mounts Bay Road includes 65,347 square feet of meeting, office, storage, records, equipment, and public spaces organized in six buildings, and centralizes many of the County's public services, providing convenience to citizens who have to interact with more than one department at a time. For growing needs, staff estimates that there is approximately 110,000 square feet of expansion space available at the Mounts Bay Road site.

Given the physical capability of the Mounts Bay Road site, cost and customer convenience, and because of the investment already made to buildings and infrastructure, needed expansions for County office space should take place at the existing Government Center location. These expansions should also occur in a continuation of the current campus layout and concept.

As more population in the County moves to the north and west, it is recommended that, as much as is practical, services to that population be provided through service delivery systems that do not require physical interaction with a government office, or else be added to the menu of available services at the Satellite Services office (see below).

### Planned Facilities and Improvements

Building F, opened in 2003, is the newest addition to the Mounts Bay Campus. This building features a user-friendly public meeting room for the Board of Supervisors, School Board, Planning Commission, JCSA Board of Directors, and other official and community uses. The meeting room includes updated audio and video equipment, improved visibility and seating capacity, as has the capability to broadcast and receive audio/video signals from other County locations.

Building F is outfitted with a generator and power protection system, and houses the County's private branch exchange (PBX) communications system, as well as its mainframe servers and Information Technology resources. Building F also houses the Information Resources Management, Real Estate Assessments (including GIS and Mapping functions), Human Resources, Financial and Management Services, and Publications Management departments, along with other associated functions.

Other buildings in the Mounts Bay Campus (A, B, and E) were renovated with the completion of Building F, and County staff was reorganized to better utilize the new spaces. The County has determined that Building C is experiencing structural deterioration, and that it will need to be replaced in the next several years as a result. As Building C currently houses the County's Administration and County Attorney, it is likely that a replacement building will feature expanded office and meeting facilities that will allow it to continue serving in this capacity.

## **6b. Satellite Services Office**

### Existing Facilities

The Satellite Services (formerly Citizen's Assistance) Office is located adjacent to the ECC/EOC and Fire Station #1 in Toano (shown on Public Facilities Technical Report Map 3), and is responsible for providing basic County transaction services to residents in the upper end of the County. Forms, applications, contracts, permits, dog tags, business licenses, payment of personal property and real estate taxes, water and sewer bills and recreation registrations are just some of the services provided through this office. Started in 1979, this office now serves a variety of other functions including select Department of Motor Vehicle Transactions.

### Planned Facilities and Improvements

Satellite Services is looking to expand offices to areas such as Monticello Marketplace and the Grove area, and to use technology to serve the growing population. At this time, there are no additional planned facilities for the Satellite Services Office. The Satellite Services offices were renovated and the new offices were occupied in July 2008. These new offices are located in the same building as before but boast more space for County and DMV service operations.

## **6c. Human Services Center (HSC)**

### Existing Facilities

The 23,200-square-foot Human Services Center (HSC) was constructed in 1985 to provide a central location for the County's human service functions. Today the building provides space for the Department of Social Services and the Williamsburg Area Medical Assistance Corporation (WAMAC).

### Planned Facilities and Improvements

A 1999 County study of office space needs found the HSC to be overcrowded, but since that time the overcrowding has been eased by relocation of functions and departments away from the facility. At one time the County was moving toward an expansion of the HSC and an adjoining property was purchased for this purpose, but there are currently no active plans for expansion. A new generator for the HSC building was included in the FY 2008 Capital Improvements Program.

## **6d. Maintenance Facility**

### Existing Facilities

James City County's General Services Department operates the maintenance facility, which includes administrative offices, material and equipment storage, and repair garages, located on Tewning Road. Here the County maintains its fleet of vehicles including emergency response

vehicles (fire trucks, ambulances, police cars, etc.), work trucks, and County staff vehicles. Equipment ranging from the smallest tools and lawn mowers to heavy tractors and backhoes are also maintained here. The County administers the five fueling stations that it maintains from this location as well. Also housed at this location are the Facilities and Grounds Divisions, which are responsible for the heating, ventilation, air conditioning (HVAC), and electrical needs of all County facilities, as well as building maintenance and custodial services for all County buildings. The Grounds Division provides maintenance services for all County parks and grounds, maintains and installs streetlights and street signs, and maintains all of the grounds of the Williamsburg-James City County School campuses and facilities. In FY 2008, the General Services Department of James City County cared for a reported 347,130 square feet of James City County buildings,<sup>5</sup> an effort organized from the Tewning Road facility.

#### Planned Facilities and Improvements:

The maintenance facility on Tewning Road is located on property belonging to and shared with the James City Service Authority (JCSA). Both the County's General Services Department and JCSA have identified the need for greater space, which was supported by a 1999 County office space study. JCSA would like to create a new operations facility where it would centralize all of its operations and which would allow more space for the General Services administrative offices and maintenance facilities. Existing buildings in the Tewning Road complex are outdated and inefficient and General Services has long-term plans for a new, unified building to be constructed in the future. This is becoming a more pressing need as JCSA continues to respond to increased demands for services and as the role of General Services continues to expand, as it did with the acquisition of the Jamestown Beach Campground and Marina properties in FY 2008.

Contained in the FY 2009-FY 2013 CIP requests for General Services are several renovation and replacement items, such as building roof (Croaker Library, Fleet and Equipment Building, EOC Building) replacements, replacements of several service vehicles, replacement of HVAC and bay-heating units, and renovation of the James City-Williamsburg Community Center. There are also requests for water quality and neighborhood drainage initiatives as well as a LEED and green building design initiative that will help to improve designs in new County buildings. New facility planning and building efforts (General Services Building, James City County Warehouse) and fuel depot (Warhill fuel site and above-ground diesel tanks for the Tewning Road site) requests were also included, along with plans for a new fiber optics network relay. General Services is engaged in many capital maintenance and operations projects to increase the energy efficiency of County facilities. Several of these projects, a handful of other requests, and the aforementioned plans for replacing Building C in the County Government Complex made up the balance of the General Services CIP applications.

#### **6e. 2007 Legacy Hall**

In 2007, James City County opened 2007 Legacy Hall as part of the 400<sup>th</sup> Anniversary Celebration of the founding of Jamestown Colony in 1607. The state-of-the-art facility is located

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<sup>5</sup> From the General Services Department FY2008 Report Card

in the heart of New Town (see Public Facilities Technical Report Map 3) and features more than 5,000 square feet, consisting of meeting and gathering spaces with audio-video presentation capability, kitchen, and auxiliary spaces. Legacy Hall is both elegant and refined, and is suitable for most public gatherings, including meetings, arts and educational events, civic events, celebrations, weddings, and banquets. The facility is available by registration only to public and private groups alike, including, but not limited to, government organizations, private corporations and institutions, nonprofit groups, and private citizens.

#### **6f. Norge Train Depot**

The Norge Train Depot was originally constructed in the early 1900s to link the community to the region and the rest of the nation via rail. As part of a concerted historic preservation effort involving several groups and community organizations, Virginia Department of Transportation (VDOT), CSX Transportation, and the Department of Historic Resources, James City County undertook the moving of this landmark structure to a new site adjacent to the James City County branch of the Williamsburg Regional Library on Croaker Road (see Public Facilities Technical Report Map 1). The depot was moved in 2007 and affixed to a permanent concrete foundation. Renovation efforts have been underway since before the move took place, with the goal to restore the depot to the appearance and luster it enjoyed in its heyday. As of December 2008, the exterior renovation of the depot had been completed, including the installation of new windows. Still to come are replacement of the roof, site improvements around the depot, and the restoration of the interior of the building.<sup>6</sup>

#### **6g. County Communications**

As reported in the 2007 *James City County Citizens Survey*, 71% of respondents report that they are “very” or “somewhat” satisfied with the level of communication they receive from the County government regarding services and other community issues. More than half (53%) of respondents have visited the County’s Internet site and 77% rate the site as either “excellent” or “good”. More than half of the respondents (53%) indicate that they currently receive the County’s bimonthly citizen newsletter called *FYI*, and over three-fourths (77%) rate the newsletter as either “excellent” or “good”. Almost half of the respondents (49%) watch the local government meetings and programs on cable channel *JCC TV48* and a great majority (70%) also rate this televised information as “excellent” or “good”.

### **7. Public Utilities**

#### **7a. Water & Sewer (James City Service Authority (JCSA))**

The James City Service Authority (JCSA), Newport News Waterworks (NNWW), and the Hampton Roads Sanitation District (HRSD) provide potable water and sanitary sewer service

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<sup>6</sup> From the *Norge Train Depot Restoration Status Report*, dated December 16, 2008

inside the Primary Service Area (PSA) portion of the County. The PSA portion of the County is that area of the County designated by the Board of Supervisors as the extent of future urban and suburban development. Development patterns outside the PSA are typically proposed to be limited in type, scale, and intensity to those that can be accomplished without public water or sewer, although there are currently several major subdivisions outside the PSA which are connected to the JCSA central system, and six which have their own public well facilities which are operated and managed by JCSA. The JCSA operates as a self-supporting enterprise whereby the operations and capital expenditures are completely funded with revenues generated from customer user fees and fees for system capacity paid at the time of connection to the system. The JCSA Board of Directors establishes and revises water and wastewater rates and fees and approves an annual Operating Budget and Capital Improvements Plan. The James City County Board of Supervisors appoints themselves as members of the JCSA Board of Directors.

### Existing Facilities

The JCSA operates the largest public water system in the Commonwealth of Virginia which depends solely on groundwater. The primary component of the JCSA water system, the central water system, met an average daily demand of approximately 5.0 million gallons of water in 2007 and 2008. Major components of the central water system are shown on Public Facilities Technical Report Map 4. Average demand has increased by approximately 200,000 gallons per day annually over the past several years, although 2008 experienced a decrease in this trend, perhaps due to lower levels of tourism due to the general state of the national economy. Trends over the past decade relating to the number of water connections, the total number of customers, and the total miles of water line are shown on Public Facilities Technical Report Chart 16). The water system has a Commonwealth of Virginia, Department of Environmental Quality (DEQ), permit to withdraw groundwater up to 8.9 million gallons per day. This approved permit expires in 2012. The JCSA staff intends to reapply for new permit to continue to withdraw up to 8.9 million gallons of groundwater per day. The majority of the groundwater supply system is derived from the Potomac aquifer supplemented by the Chickahominy-Piney Point aquifer. The Central water system includes approximately ten well facilities distributed throughout the County, related well facilities, ground storage tanks, elevated storage tanks, booster pump stations and pressure reducing valves. Groundwater will remain the primary source of water through the year 2012. JCSA has constructed a reverse osmosis treatment facility that will, along with all existing wells, meet the James City County water needs through 2012, the end of the term of the existing groundwater withdrawal permit. Neither James City County nor JCSA currently has water rights to any of the three reservoirs located within the County's corporate boundary. However, the eastern most portion of the County is provided water by Newport News Waterworks, which owns and operates these reservoirs. NNWW provides approximately 6.0 million gallons of water per day (MGD) in their service area of James City County, which includes the majority of the Roberts district.

In March 2008 JCSA entered into a contract to purchase up to 6.5 MGD of water from Newport News. This additional water along with existing water supplies will meet the County's needs through 2040.

Finally, JCSA operates six independent systems not connected to the Central System. The total average annual daily demand for these systems totaled 0.09 MGD as of 2007. Keeping in mind

the PSA and other Comprehensive Plan policies, JCSA's goal is to interconnect these independent systems or connect the independent systems to the central system whenever feasible to improve overall system reliability and reduce system operating costs.

The JCSA sewerage system consists of sewage collection mains and approximately 77 pumping stations which carry wastewater to a regional treatment plant. Major components of the sewer system are shown on Public Facilities Technical Report Map 5. The existing system contains a variety of gravity and force mains. Downstream of JCSA's pumping stations, sewage flows into the Hampton Roads Sanitation District (HRSD) conveyance system where it ultimately terminates at the HRSD Williamsburg Wastewater Treatment Plant located on the James River. Trends over the past decade relating to the number of sewer connections, the total number of customers, and the total miles of sewer line are shown on Public Facilities Technical Report Chart 16.

HRSD, created in 1940, is responsible for the treatment of wastewater. HRSD is empowered to issue revenue bonds, collect fees, acquire property and exercise the right of eminent domain, when and where necessary. HRSD constructs, operates, and maintains the system's major sewage treatment plants, pump stations, and sewer mains (interceptors).

Currently, the HRSD system comprises more than 400 miles of interceptors, 80 pump stations and nine treatment plants. HRSD's interceptor in James City County roughly parallels Route 60 starting near the Barhamsville interchange of I-64. Wastewater from James City County is treated at the IVRSN-Williamsburg Treatment Plant, which has a capacity of 22 MGD and an average daily flow of 12 MGD. Regional sewer utilities are working with United States Environmental Protection Agency (EPA) and the Virginia Department of Environmental Quality (DEQ) to ensure proper operation and maintenance of the regional sewer systems to protect the environment and public health.

#### Planned Facilities and Improvements

Providing water and sewer facilities is very costly. The treatment, delivery, and collection of water and sewage are technically sophisticated and capital intensive. Careful planning and coordination of these facilities with the Land Use Plan is essential to insure facilities are provided in a cost efficient and timely manner. For new development inside the PSA, the developer is required to extend water and sewer service to the development and dedicate the system to JCSA for operation and maintenance. Sometimes water and sewer lines are required to be larger and deeper in order to provide for the extension of the system to accommodate not just the proposed development but also future development. This approach makes the operation of JCSA more efficient.

For other system improvements, JCSA is the provider. Actual infrastructure improvements are guided primarily by the March 1998 JCSA Water and Sanitary Sewer Master Plan. JCSA infrastructure improvements are based on the land use designations established in the Comprehensive Plan.

JCSA is taking needed steps to provide adequate water supply for its customers by building the necessary infrastructure improvements to distribute the water obtained from Newport News

into the JCSA water distribution system. This will include several waterline enhancements necessary to move water from the eastern to the western areas of the County. In addition, JCSA is moving forward with converting its water disinfection method from utilizing chlorine to utilizing chloramines, a mixture of chlorine and ammonia. This will make the JCSA water supply compatible with that of Newport News, which is already disinfected with chloramines. JCSA also coordinates its long-term water and sewer service providing efforts with other localities and utility authorities, and is participating in the regional potable water supply planning effort currently underway by the Hampton Roads Planning District Commission (HRPDC).

## **8. New Public Facilities Management Tools**

### **8a. Adequate Public Facilities Ordinance (APFO)**

In the 2003 Comprehensive Plan, the following Goal, Strategy, and Action set may be found:

- *“Ensure that development occurs consistent with the adequacy and accessibility of existing facilities and is phased in accordance with the provision of new facilities and services.” (Goal #2, Page 31)*
- *“Balance growth and development with the provision of public facilities. (Strategy #1, Page 31)*
- *“Through the rezoning, special use permit, or other developmental processes:
  - a. Evaluate the adequacy of facility space and needed services when considering increasing development intensities; and
  - b. Encourage the equitable participation by the developer in the provision of needed services.” (Action #4, Page 32)*

These three directives are concentrating on the idea of “concurrency.” Concurrency means that a locality has or will have the facilities needed to serve a new development in place either before or at the time (concurrently) that the new development is constructed. Simply put, this means that new developments (usually residential) are not approved unless adequate public facilities are available (or will shortly be available) to serve them.

To this end, many localities across the United States have created concurrency laws, tests, and policies, and have adopted Adequate Public Facilities Ordinances (APFOs). APFOs act as a means of controlling the timing of development in direct relationship to a locality’s ability to service it. Many localities require that a developer “pay his way” by providing or funding the infrastructure needed to serve his new development. More stringent ordinances go so far as to prohibit the approval of a new development in the event that one or more public facilities are not in place or have sufficient capacity to handle the influx of service demand caused by the potential new development.

In Virginia, the use of APFOs has been limited by a lack of enabling legislation by the State Legislature. Instead, Virginia localities have the ability to set Level of Service (LOS) standards,

and to set policies related to development based upon those standards. In select Virginia localities, developers may be called upon to “pay their way” with proffers (which are voluntary cash contributions) and road impact fees (which are cash payments or infrastructure construction required of the developer in exchange for development rights). It should be noted that impact fees are currently a hot (and recurring) topic of discussion in the State Legislature. Several northern Virginia localities have applied to the State Legislature for enabling legislation to employ impact fees to pay for impacts other than road improvements and this discussion continues. Because James City County may not employ APFOs without enabling legislation from the State Legislature, APFOs become, instead, a backdrop for what might be imitated in the policies set by the Board of Supervisors, as with the *Adequate Public Schools Facilities Test* policy (see below).

While the idea of APFOs is not a new one, it has not been universally accepted or adopted as the way to handle the strain of new development. What follows is a discussion of the pros and cons that come with utilizing APFOs. (Note: Citations for these observations may be found in Appendix VI of this Technical Report).

#### Pros / Potential Benefits:

- 1) APFOs help to prevent the erosion of the existing service levels offered by the locality’s public services.
- 2) APFO “feedback” can help to guide and inform a locality’s Capital Improvements Program (CIP).
- 3) APFOs may potentially streamline the legislative approval process for new developments, as both the locality and the developer have a clear understanding of what is needed.
- 4) APFOs can be tailored to meet the needs of a given locality. For example, they might be created to deal only with development impacts to schools or the provision of fire, police, and emergency medical services, or they may encompass all of the services provided by the locality. They may also be tailored to apply only to special “growth” or “no-growth” designated areas.
- 5) APFOs tend to force developers and the private sector to take an active role in providing for the health, safety, and welfare of the locality as a whole. To avoid delays in critical approvals, developers may be willing to help build or fund needed new infrastructure.
- 6) APFOs help to allow for the locality’s control over the timing and sequencing of new development, which, in turn, helps to shield existing facilities from being overextended.
- 7) APFOs may strengthen the bond between the Comprehensive Plan, the Capital Improvements Program (CIP), and the capital budget of the locality.
- 8) APFOs may help to encourage infill development, when developers elect to pursue projects in previously developed areas that are already adequately served by existing

infrastructure to avoid having to help develop new facilities or to endure long delays in areas where insufficient infrastructure exists.

- 9) In areas where proffers, impact fees, and other exactions may have failed, APFOs may provide the means needed to “bridge-the-gap” between the demand for services and the availability of services by either delaying new development until infrastructure has had a chance to “catch up,” or by convincing the developer to participate in the funding or building of the new infrastructure that is needed.

Cons / Potential Disadvantages:

- 1) There are a wide variety of legal issues that are associated with APFOs, especially if development moratoria are employed in conjunction with the APFOs in question. Developers have argued that denying a development application on the basis of insufficient infrastructure represents a “taking” of their property under the Fifth Amendment of the United States Constitution (which states that “...*private property [shall not] be taken for public use, without just compensation*”), if the needed infrastructure is not built in a reasonable time, or not ever built at all.
- 2) Regional issues, such as traffic and transit issues, are difficult to administer with APFOs, which deal only with individual developers and localities.
- 3) APFOs (and similar policies) typically require sophisticated technical and fiscal impact analysis in order to set legitimate and appropriate LOS standards and criteria, which can create staffing problems (due to increased staff hours needed to develop the APFO) and information gathering challenges (large, sometimes hard to obtain amounts of data are often needed to develop and administer the program).
- 4) In Virginia (and several other states), local governments cannot implement APFOs without first receiving enabling legislation on the part of their state legislature.
- 5) In cases of residential development (where APFOs are most often applied), homebuyers may face increasingly high prices as developers pass on the costs of building or funding new infrastructure to their end-consumers.
- 6) Without careful application of APFOs, development may be inadvertently deflected into the more rural areas of a locality (where more infrastructure capacity already exists) rather than concentrated in areas intended for growth.
- 7) A developer may argue that an APFO forces him to pay a “disproportionate” share of the collective costs of all of the new development in an area, rather than for just his portion of the impact. If no “rational nexus” exists between the developer’s plans and what an APFO might require, a taking may occur.
- 8) It may be difficult or impossible (especially in the area of roads, transportation, or transit) to assign a suitable “share of the burden” to a given developer.

- 9) APFOs can NOT be used to correct “the past or current shortcomings” of a locality’s infrastructure. Instead, APFOs may only be applied to new developments seeking approval.
- 10) May increase the bureaucracy and complexity associated with the development process, costing both the developer and the locality more time and money to process development applications.

As stated earlier in this report, the James City County Board of Supervisors adopted an *Adequate Public Schools Facilities Test* policy in June 1998. This policy was recommended in the 1997 Comprehensive Plan and is used exclusively with rezoning and special use permit requests. Essentially, the test determines a project’s propensity to generate additional school-aged children and evaluates the impacts on the capacity of the schools which would serve that development against current enrollment statistics. The results are taken into account by the Board when discussion on the project is undertaken during the public hearing process. By design, neither staff nor the Board is required to recommend denial of an application in the instance of a failed test.

Questions have been raised regarding the expansion of this policy, and the creation of new policies to similarly address impacts to other public facilities and infrastructure, including police/fire/emergency medical services, public library services, water and sewer services, road and transit facilities, and other areas. To successfully create and implement such policies or APFOs, generally there are several factors that must be properly addressed:

- 1) ***The legality of the policy or ordinance:*** Can the APFO or policy be implemented or is enabling legislation needed?
- 2) ***The legal limitations involved:*** What can the APFO or policy be expected to do and not be expected to do?
- 3) ***Level of service standards or thresholds:*** Level of service standards or thresholds need to be established for each desired APFO or policy. Essentially, these standards will establish when the APFO or policy applies to a particular development proposal, and inform the developer and the County as to what levels of service are expected for the infrastructure in question, and whether inadequacies can be mitigated and how.
- 4) ***Cumulative Impact Analysis:*** One approach that has been suggested is that the “total” or “cumulative” impact of development be measured against the existing capacity of the infrastructure that is in place, rather than just to consider a newly proposed development independently of what has already been approved but not constructed. While this sort of analysis may be beneficial it does have several challenges associated with it. First, it is a very data-intensive process that may command a great deal of staff time to conduct. Second, it may tend to over-exaggerate the impact of development that may be approved but not constructed. This development will typically be completed over an extended period of time, during which infrastructure is also being improved and expanded incrementally. Third, not all development that is approved is actually constructed due to market conditions and other factors. Finally, to perform a

cumulative analysis, basic assumptions must be agreed upon. For example, the analysis might be “based on all construction permitted since 2000” as a starting point in time and “on all construction within a given district” as a starting point in location.

- 5) **Training:** The County Board of Supervisors, Administration, County Attorney, Planning Commission, and Staff would all need to become well-versed in the administration of the new APFOs or policies. Similarly, the development community and the public would need to be educated with respect to the new requirements.
- 6) **Careful construction:** The proposed APFO or new policy must be very carefully constructed to a) ensure its legality, b) make it reasonable to understand and administer, c) provide flexibility for unusual circumstances, d) make it effective. This may take a considerable initial investment in staff time, consultant money, and other investments of resources.

If they are properly and legally established, APFOs (or similar instruments or policies) may provide great assistance in ensuring that public facilities and infrastructure are adequate to meet the needs of the County’s growing population. It should be noted however, that there must be consistency and fairness in the application of this type of tool for it to be legal and effective.

#### **8b. Public Facilities Master Plan (PFMP)**

A Public Facilities Master Plan (PFMP) is a guidance document that is created to tie all of a locality’s public facilities together in an effort to better manage them. It lists those physical assets that the locality must purchase, build, or maintain in order to provide services to its citizens. James City County is currently considering whether a PFMP would be a useful tool in the ongoing management of its public facilities. A PFMP may be used in conjunction with other tools, such as an Adequate Public Facilities Ordinance or cash proffers, to help the County insure that adequate facilities are available for the County’s citizens and that they are properly maintained. Typically, a PFMP will include:

- **Buildings and Structures:** *All of the buildings and structures that the locality owns, builds, or maintains (examples: school buildings, library buildings, office buildings, fire stations, maintenance garages, water towers, water storage tanks, desalination plants, well facilities, warehouses, boat ramps, parks, recreational facilities, sports stadiums and fields, gymnasiums, correctional facilities, courthouses, physical plants and workshops, bridges, dams, etc.);*
- **Vehicles:** *All of the vehicles that the locality owns, purchases, or maintains (examples: fire trucks and fire department vehicles, police cars and motorcycles, boats, staff cars and vehicles, construction vehicles (bulldozers, road graders, backhoes, etc.), maintenance vehicles (service vans, service trucks, tractors), ambulances, aircraft, special rescue vehicles, etc.);*
- **Equipment:** *All of the equipment that the locality owns, purchases, or maintains (examples: lawn mowers, trimmers, chain saws, leaf blowers, maintenance equipment, ladders and scaffolding, construction equipment, chairs and desks, computers and network systems (and*

*peripheral equipment and software), communications equipment, traffic control devices, machining and fabrication equipment, workshop equipment (table saws, routers, welding equipment, etc.), automotive repair equipment, personal equipment issued to personnel (fire-resistant jackets, boots, gloves, and trousers, air masks, air tanks, helmets, body armor, firearms, safety glasses, uniforms, radios, etc.);*

- **Timetables:** *Each item is typically listed with a useful life, purchase or construction date, and refurbishment or replacement date. Some items have a specific service life, like ambulances or fire trucks or staff cars, and must be replaced once the useful life is reached. Buildings and structures often have maintenance, renovation, and refurbishment schedules. For example, every school building maintained by James City County has a rotation schedule that includes repainting, carpet replacement, roof replacement, parking lot resurfacing, and so on;*
- **Costs:** *The projected costs to purchase, construct, upgrade, or maintain each item goes into the PFMP. The costs, when coupled with the timetables, allow for suitable fiscal budgeting.*

A PFMP may be as broadly or as narrowly defined as desired. For example, a PFMP could be created just for the Fire Department or the Williamsburg-James City County Schools, or it could be all-encompassing. Even in the all-encompassing version there are still many choices to make about what goes into a particular PFMP and what does not. These choices are critical – a given PFMP will only be able to address those items that are put into it.

- 1) **Relationship:** For James City County, the first thing that needs to be established about a newly proposed PFMP is the relationship that the PFMP will have to Capital Improvement Program (CIP), the County's Comprehensive Plan, and the County's adopted budget. Currently, individual departments assess their needs and apply for funding through the CIP process. CIP applications are justified by the level of need and by the proposal's applicability to the Comprehensive Plan, especially in terms of the Goals, Strategies, and Actions established in the Public Facilities section thereof. Finally, those applications that receive the approval of the Board are funded in the budget that gets adopted. By introducing a PFMP, the County would change this planning-funding relationship. Staff has developed a model that attempts to lay out this relationship for discussion purposes (see Appendix VI). The final version of this relationship model would ultimately need to be approved by the Board of Supervisors.
- 2) **Introduction of New Items:** While this might be closely related to the decisions that go into the relationship of the PFMP to the CIP, Comprehensive Plan, and County budget, it still must be clear as to how new items and projects will gain entry into the PFMP. An idea for the provision of emergency items is included in the Staff Model for consideration.
- 3) **Assumptions:** Guidelines need to be established for the PFMP just as they are for the CIP process. For example, the CIP includes capital expenditure items costing \$50,000 or more. Similarly, a threshold will need to be established for the PFMP. As an example, everyday office supplies such as paper and printer ink cartridges can add up to tens of thousands of dollars a year for many of the County's departments, but just as with the CIP, these items should probably not be included in the PFMP. Another example might

be a large, one-time capital expenditure such as the County undertaking the repair of series of stormwater control facilities. While such an expenditure might be included in the CIP, it might not have a logical place in the PFMP. The guidelines that govern what *will* be included in the PFMP will be laid-out in whatever assumptions are made during the process of designing the PFMP.

- 4) **Needs, Service Guidelines, and Practices:** Other items that may be included in a PFMP are **needs, Service Guidelines, and practices**. Here, each department must assess its individual operations and establish what its current and future needs are. **Needs** might include items like office space, storage space and warehousing, upgrades in current facilities to accommodate new technologies, new buildings or facilities, and other large expenditure items that each department currently or potentially needs. In the Staff model created, needs would be assessed with an eye toward the next five-to-six-year period.

The 2003 Comprehensive Plan currently contains **Service Guidelines** for the various public facility providers that outline what the County's expectations are for each. These Service Guidelines may be moved into the PFMP, and maintained and updated as needed within that document, or they may remain in the Comprehensive Plan. In either event the Service Guidelines represent a critical part of determining the needs of each public facility provider.

**Practices** are a special type of standards that may be applied to many or all of the public facilities at once. These would include items like planning all new buildings to meet defined minimum energy efficiency standards; planning buildings with standardized designs that include provisions that allow for easy expansion; minimum standards for open space, green space, and impervious cover; and may even include items like professionalism and customer service, hiring practices, bidding practices, and other standards that might typically be applied to all or most public facility providers. Note that in some instances a given practice might address a minimum standard that is already defined by federal or state law or has been previously established by an adopted Board of Supervisors policy or a County ordinance. In these instances the practice must necessarily be more stringent than the rule already in place—it cannot relax the existing rule and it is meaningless if it is equivalent to the existing rule.

- 5) **Administering the PFMP:** Perhaps the most difficult part about having a PFMP (once the initial effort of establishing it has been completed) is recognizing that for a PFMP to be useful it *must* be adhered to—it cannot be treated like a mere guidance document. The Board of Supervisors, County Administration, Financial and Management Services Department, and department heads must act in unison to keep the PFMP—once adopted—running smoothly. Revenues are a finite thing—there is only so much money that can be spent on the various needs of the County. Thus, whenever the PFMP is updated it needs to be done in careful concert with the budget so that projects and needs are properly budgeted. In the event revenues fall off unexpectedly and reductions to the projects outlined in the PFMP are needed, the Board of Supervisors, County Administration, Financial and Management Services Department, and department heads must work together to determine which projects can be delayed and what the

consequences will be. For example, if a school building is scheduled to have a roof replacement, delaying the replacement could mean ending up with a bill that is substantially higher than what it might have been if the replacement had been completed as originally scheduled. This increased cost must also be taken into account.

The potential benefits of creating and utilizing a Public Facilities Master Plan are several. Generally, they can be summarized as introducing a more sophisticated way to manage the County's limited financial resources, while at the same time meeting the needs of its citizens to the fullest extent possible. It is a tool which better integrates the Capital Improvement Program (CIP), the County's Comprehensive Plan, and the County's adopted budget in a transparent, straightforward way. The specific benefits of a PFMP would potentially include:

- a. Better anticipation of the construction of new facilities for each agency/department/division/organization to meet the needs of the County, while being cognizant of budgetary constraints and priorities. Annual CIP requests would be evaluated and prioritized against this PFMP;
- b. Providing for the timely ongoing maintenance (or replacement, if appropriate) of County vehicles, buildings, and facilities;
- c. Standardizing construction methods, building designs and layouts, (e.g., as with new schools and fire stations), and minimum requirements for new facilities (i.e., male and female quarters in fire stations, easily expandable designs to meet future growth, size of sites for elementary, middle, and high schools, etc.);
- d. Programming energy efficiency, reduced environmental impact, and sustainability into building and facility designs;
- e. Identifying opportunities for the sharing of facilities, sites, or buildings between multiple agencies/departments/divisions/organizations and/or across multiple uses.

The potential cons of utilizing a PFMP are seen at two critical times. First, there is a great deal of cost associated with setting up a new PFMP. Chesterfield County, which created its Public Facilities Master Plan in-house, estimates that it spent upwards of 5,000 staff hours and \$200,000 in preparing its plan which took several years to complete, from inception to completion. These estimates did not include the time spent preparing for or going through the public hearing process. Chesterfield's experience is summarized as follows:

- Chesterfield's Planning Staff created its PFMP in 2004; no consultants were used. The first revision to that PFMP is now underway and is expected to be adopted in 2009.
- The first revision to the PFMP got underway in July 2006. The Planning Department had one staff member working full-time for eighteen months to update the data. The revision has spent the balance of 2008 in public hearings and in waiting for the Chesterfield Comprehensive Plan, which is also being updated.
- During the plan revision, every Chesterfield County department submitted its own recommendations and statistics. Planning assembled the information.

- The plan revision required thousands of man-hours spread over all departments. Many Chesterfield departments have their own dedicated staff member to keep records.
- Chesterfield stated that it kept meticulous department statistics, which gave it a good footing for compiling the revised plan.
- The PFMP is updated every five years, with current, five-year, and ten-year outlooks.
- Having the PFMP allows Chesterfield to plan for capital projects on the horizon.

The other time a PFMP can be problematic is when revenues generated are less than expected, and tough decisions need to be made about what gets shuffled around, reduced, or eliminated.

A research effort conducted by the *Planners Advisory Service* of the American Planning Association found no localities other than Chesterfield County that had put a PFMP in place. Several other localities were found to have detailed CIP programs which encompassed many of the elements of a typical PFMP, including the City of Davis, California, and the County of Gallatin, Montana. The Town of Yucca Valley, California, and the City of Dayton, Minnesota, appeared to have begun the process of creating and implementing a PFMP for the first time. In Dayton, a consultant was hired in 2008 to begin development of a PFMP in anticipation of high future population growth. Also in 2008, the Yucca Valley Public Works Department submitted the first phase of a PFMP draft to the town council for its consideration and work on the project is ongoing.

***Sustainable Future:*** James City County is committed to providing services and facilities that meet the needs of its citizens, both now and into the future. To this end, the County has begun to incorporate sustainable design elements into all of its projects and to encourage the same in projects undertaken by private enterprise. Elements such as the provision of open and green space, preservation of natural green space, reduction in impervious surface, energy efficiency, geothermal heating and cooling technology, alternative energy sources, environmentally safe building materials, design standardization, flexible and expandable designs, new techniques in stormwater management, and other approaches are now commonplace in the County vernacular. The County has an eye toward the sharing of facilities and functions, solutions through better technology, energy savings, recycling, and retrofitting old, inefficient systems with more environmentally-friendly, resource-conscious systems. Sustainability is not just reserved for green roofs and hybrid vehicles, however. Sustainability also applies to planning and building infrastructure that will meet the needs of the County for generations to come. It is found in providing better educational and training programs to its citizens, so that current and future generations may be productive, and have careers and jobs that pay a living wage, so that they may provide for themselves and their families. It can be seen in the creation of jobs and efforts taken to strengthen the economy, both locally and regionally. Sustainability can be found in planning better, more integrated communities where pedestrians can walk, where goods and services are readily accessible by foot or by public transit, and where the automobile is deemphasized. In a sustainable community, homes and businesses are in harmony with each other and with the surrounding environment. Resources are not just consumed and lost, but instead are recycled and renewable. Balances are achieved between development and infrastructure, between employment needs and the labor force, and between the built environment and the natural environment. By planning our public facilities and services thoughtfully and intelligently now, James City County will ensure a prosperous, sustainable place to live, work, and play tomorrow.

## 9. Public Facility and Service Guidelines: Current and Proposed

On pages 29-32 of the 2003 Comprehensive Plan, guidelines are laid out for many of the public facilities and public services of James City County. These guidelines are intended to inform the formation of policies, the initiation of projects and programs, and the creation of new public facilities in the County, and to ensure that the needs of the County's citizens are properly addressed.

For the 2008-2009 Comprehensive Plan revision effort, each of the established guidelines has been evaluated, and amendments to the guidelines made where appropriate. The current guidelines for the public facilities and services of James City County are as follows (with suggested changes noted where applicable):

### Education: Public Schools

- Elementary: At least ~~20~~ **27 developable** acres\* for a school with a 500-700 student design capacity  
Must be within a two-mile radius of least 80 percent of the students
- Middle School: At least ~~30~~ **38 developable** acres\* for a school with a 700-900 student design capacity  
Must be within an eight-mile radius of at least 80 percent of the students
- High School: At least ~~50~~ **52 developable** acres\* for a school with a 1,200-1,400 student design capacity  
Must be within a ten-mile radius of at least 80 percent of the students

\*Site sizes may be increased to accommodate community and recreational needs.

\*When designing new educational facilities, the square feet per student standard for elementary, middle, and high schools will be considered to insure efficient and appropriate use and size of design space during planning.

*\* For all measures of performance, the effective capacity rather than the designed capacity of each specific school should be used.*

### Education: Adult and Vocational Education:

- Adult Education: For each 20 basic and technical skills courses, 4 to 6 medium size (less than 50 students per course) classrooms and 1 ~~micro-~~<sup>7</sup>computer lab for each computer course.
- Two meeting/conference rooms for each joint and large size (50 or more student) course offered.

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<sup>7</sup> "Micro-" removed as an outdated qualifier.

*Career and  
Technical Education:*

Space for a minimum of 10% of middle and high school students.

Before the construction of new facilities or the redesign of existing facilities, explore the feasibility of the County providing a professional technical workforce center that incorporates the current Williamsburg-James City County Schools' vocational career and technical training facilities, and future Thomas Nelson Community College's technical training facilities, and current and projected expansion of New Horizon's Woodside Lane facilities,<sup>8</sup> as well as private sector participatory training opportunities.

Education: Library Services

- No more than 15 minutes drive time to a library location.
- ~~3 to 5~~ books per capita.
- ~~3 seats per 1,000 population.~~
- ~~0.6~~ 1.0 square feet per capita in library space.<sup>9</sup>

Public Safety: Fire Protection and Emergency Medical Services

- Provide response times of six minutes or less within service areas that generate 365 or more emergency incidents per year.
- Provide a fire station for areas that generate 365 or more emergency incidents per year in order to provide a six minute or less response time in areas not currently meeting the response time standard.
- Provide an additional response unit for any unit that is not available for more than five hours per day (on an annual average).

Public Safety: Law Enforcement

- Provide a Police Field Office in all future fire stations. Field offices should be at least 250 square feet.
- Construct any new police stations on a minimum of two acres in order to provide the necessary minimum station square footage for civilian personnel, sworn officers, equipment, and department and visitor vehicles.
- Maintain an average response time for high priority calls to within seven ~~seven~~ eight<sup>10</sup> minutes.
- Any new police stations should be located in areas that allow police to meet community service needs with good access to all parts of the service area, and provide adequate parking for police, employees, and visitors.

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<sup>8</sup> Changes provided by New Horizons Regional Education Center.

<sup>9</sup> Changes are from state (not federal) standards found in "Planning for Library Excellence," published by the Library of Virginia. The newly revised standards do not include a "seats per capita" component.

<sup>10</sup> This change is based upon the published Police Department performance measure in the adopted budget and is also what is reported by the Police Department to the County Administrator.

### Public Safety: Corrections

- ~~Crossroads Community Youth Home Facilities – 12 bed spaces per 50,000 population<sup>11</sup>~~
- Juvenile Detention Facilities - 20 bed spaces per 50,000 population; 20,000 sq. Ft. per 50,000 population

### Public Health: Refuse Collection and Disposal

- Maintain ~~the three~~ **sufficient** waste disposal facilities to accommodate an average disposal rate of 7.5 pounds of waste per person per day.
- *All County facilities shall be equipped with appropriate recycling receptacles and mechanisms to reduce the solid waste stream produced in day-to-day operations.*

### General County Government

- 90 percent of residents within 10 miles of a County ~~administrative~~ office for paying taxes, tags, licenses, etc.

### Public Utilities: Water and Sewer

- *The provision of all water and sewer system facilities will be consistent with the James City Service Authority's Regulations Governing Utility Service, Design and Acceptance Criteria for Water and Sanitary Sewer Systems, Standards and Specifications for Pump Stations and Hampton Roads Regional Technical Standards.<sup>12</sup>*
- ~~The provision of all water and sewer system facilities will be consistent with the James City County Master Water and Sewer Plan.~~

### County-Wide and Regional Facilities

- Many services have been and will continue to be provided cooperatively on a regional basis. Where appropriate, James City County will make arrangements to expand such services. It is not the intent of these guidelines to duplicate regional public facilities or private facilities (e.g., golf courses) where such facilities are deemed to be meeting the needs of James City County residents.

## **10. Public Facilities Goals, Strategies and Actions: Current and Proposed**

On pages 31-32 of the 2003 Comprehensive Plan, Goals, Strategies, and Actions (GSAs) are laid out for the public facilities and public services of James City County. These GSAs are intended to guide the formation of policies, the initiation of projects and programs, and the creation of new public facilities in the County, to ensure that the needs of the County's citizens are properly addressed.

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<sup>11</sup> Crossroads Community Youth Home is no longer located in James City County; this guideline no longer applies.

<sup>12</sup> Changes provided by James City Service Authority (JCSA).

For the 2008-2009 Comprehensive Plan revision effort, one Goal was retained: *Commit to and provide a high level and quality of public facilities and services*. A series of new over-arching Strategies were created to support this Goal. The other existing Goals and Strategies were each shifted into Action items. Several new Actions were introduced, and many of the existing Actions were amended and updated. Finally, each of the Actions was categorized by the Strategies they support. The current Goal, Strategies, and Actions of James City County are as follows (with suggested changes noted where applicable):

**Goal:**

1. Commit to *and provide* a high level and quality of public *facilities and* services.
- ~~2. Ensure that development occurs consistent with the adequacy and accessibility of existing facilities and is phased in accordance with the provision of new facilities and services.~~
- ~~3. Maintain a fair and adequate system of taxation and user charges to provide quality services and facilities to citizens.~~
- ~~4. Emphasize efficient facilities and service delivery systems and develop public facilities as components of regional programs where feasible.~~

**Strategies and Actions:**

1.1. *Design, locate, and utilize public facilities and services more efficiently.*

- 1.1.1. Encourage full utilization of all public facilities including joint use by different County agencies, to support local community objectives and activities. (S)
- 1.1.2. ~~With all public facilities,~~ Acquire land *for, and* efficiently design, and construct *new public facilities* in a manner that promotes the maximum utility of resources to meet future capacity needs. (A)
- 1.1.3. Design facilities *and services* for efficient and cost-effective operations over the expected life of the facilities *or programs*. (S)
- 1.1.4. ~~Emphasize efficient facilities and service delivery systems and~~ Develop public facilities as components of regional programs where feasible. (G)
- 1.1.5. Construct new facilities consistent with ~~projected~~ anticipated needs and County ~~capabilities~~ *fiscal constraints* by continuing to:
  - 1.1.5.1. Prepare a financial plan that includes expected operating costs;
  - 1.1.5.2. Develop a long-term maintenance program to ensure adequate maintenance of existing and proposed facilities;

- 1.1.5.3. Encourage full utilization including joint use by different County and other public agencies; and
- 1.1.5.4. Obtain control of public facility sites that will be required by future growth and development. (A)
- 1.1.5.5. *Implement Prepare and/or update more detailed Service Plans, (which may be prepared as components of a PFMP), for all County public facility providing departments, divisions and agencies. major service agencies/departments, such as the James City Service Authority, Williamsburg Regional Libraries, Parks and Recreation, Fire, and the Williamsburg James City County Schools. Service Plans should include commentary, analysis, and policy recommendations for linking the location and design of their respective public facilities to the County's Comprehensive Plan land use and urban design policies.* (A)
- 1.1.6. *Consider accomplishing Strategies 1.1.1 through 1.1.5 by designing and implementing a Public Facilities Master Plan (PFMP), as determined by the Board of Supervisors.*
- 1.1.7. Design facilities to accommodate future expansion. (S)
- 1.1.8. Design facilities to allow for maximum site utilization while providing optimum service to, and compatibility with, the surrounding community. (S)
- 1.1.9. Apply acceptable zoning, land use and other adopted County criteria when evaluating public facility sites and uses. (A)
- 1.1.10. Effectively market existing public services, including vocational *career and technical* education opportunities. (S)
- 1.1.11. *Explore ways to integrate the various data resources, programs, and systems of the County such that data may be more readily shared and accessed between departments and divisions. Develop minimum standards for data storage that ensure that data is produced and safely stored in compatible formats.*
- 1.2. *Ensure that public facilities are adequately financed and efficiently utilize available funding resources.*
  - 1.2.1. Review annually the adequacy of existing public and private resources to finance needed public facilities through the County's Capital Improvement Program and annual budget process. (S)
  - 1.2.2. Identify *specific* public/private partnership opportunities to ~~support the need~~ *provide funding* for new *and existing* public facilities. (S)

- 1.2.3. Maintain a fair and adequate system of taxation and user charges to provide quality services and facilities to citizens. (G)
  - 1.2.4. Establish *Fund appropriate programs and* facilities through the County's annual Capital Improvement Program. (A)
  - 1.2.5. Encourage *the provision and location of* preschool programs and classrooms ~~to be provided and located~~ throughout the County utilizing government sponsored programs, public schools, private schools, private businesses, churches, and where appropriate, home-based preschools. (A)
- 1.3. *Consider additional Adequate Public Facilities Policies and/or Level of Service Standards to complement the Adequate Public Facilities Test policy for schools already in place.*
- 1.3.1. Ensure that development occurs ~~consistent~~ *concurrently* with the adequacy and accessibility of existing facilities and is phased in accordance with the provision of new facilities and services. (G)
  - 1.3.2. Balance growth and development with the provision of public facilities. (S)
  - 1.3.3. Locate new facilities to provide convenient service to the greatest number of County residents or service consumers. (S)
  - 1.3.4. *Where feasible,* encourage development of *public* facilities *and the provision of public services* within the Primary Service Area (PSA) as defined on the Comprehensive Plan Land Use Map. (S)
  - 1.3.5. Maintain and construct facilities in accordance with expected levels of service objectives and fiscal limitations. (A)
  - 1.3.6. Apply public facility standards to identify facility requirements associated with level of need, appropriate quantity, size and relationship to population and growth areas. (A)
- 1.4. *Design, construct, and operate public facilities in a sustainable manner.*
- 1.4.1. Utilize life-cycle costing to develop the most cost effective facilities. Accept higher construction costs only if the projected operating costs make the facility more cost effective over time. Require value engineering for all projects where costs exceed one million dollars. (A)
  - 1.4.2. *Utilize energy efficient heating, cooling, ventilation, lighting, (and similar) systems and designs for newly constructed facilities, and where feasible, for renovations of existing County facilities. Innovation and technology (such as that found in geothermal heating and cooling systems, green roofs, and solar panels) should similarly*

*be employed where feasible, and where appropriate levels of long-term sustainability, cost savings, efficiency, and durability can be clearly expected or demonstrated.*

- 1.4.3. *Build all new County Buildings and facilities to meet or exceed Silver LEED (Leadership in Energy and Environmental Design) standard wherever applicable. The Silver LEED standard should also be sought for renovation projects whenever feasible. Adopt a specific County policy governing the application of sustainable building standards to County built and occupied facilities and buildings.*
- 1.4.4. *Where practical, utilize Low-Impact Development (LID) designs for newly constructed facilities, and where feasible, for renovations of existing County facilities.*
- 1.4.5. *Utilize energy efficient vehicles and equipment when they are available and when not otherwise limited by fiscal or functionality considerations.*
- 1.4.6. Evaluate all proposed public facilities for potential impacts, and provide buffering and mitigation equal to or greater than that required under County ordinances. (A)
- 1.5. *Ensure the safety of public facilities and buildings.*
  - 1.5.1. *Evaluate the security of County facilities and buildings from internal and external threats to better ensure the safety of citizens, visitors, and County staff, and to better protect County assets, sensitive data, the public water supply, and property.*
  - 1.5.2. *During renovation or new construction, structurally improve the ability of appropriate public facilities and buildings to better withstand physical perils (such as high wind, explosion, flooding, etc.) to enable them to serve as shelters or otherwise continue operating in times of crisis, emergency, or severe weather.*
  - 1.5.3. *Locate and design new public facilities with consideration of CPTED (Crime Prevention Through Environmental Design) principles to protect both County facilities and the people utilizing them. Use CPTED principles when renovating facilities wherever applicable and practical.*

~~4. Through the rezoning, special use permit or other development processes:~~

- ~~a. Evaluate the adequacy of facility space and needed services before increasing development intensities; and~~
- ~~b. Encourage the equitable participation by the developer in the provision of needed services. (A)~~

*Note: Items followed by (G) were previously listed in the 2003 Comprehensive Plan as Goals, items followed by (S) were previously listed as Strategies, and items followed by (A) were previously listed as Actions. Also note that many of the Goals, Strategies, and Actions that were carried forward in the 2008 Comprehensive Plan revision effort have been amended.*