Public Facilities

Introduction

Public facilities are required to support the services and functions provided by James City County and its associated public and private agencies. These facilities support the development of the community and help to ensure quality of life for its citizens. James City County currently provides high quality facilities and services, and it is the County’s intention to maintain and improve them. Public facilities are divided into five major categories: public education, public safety, public health, general County government, and public utilities. A sixth category, parks and recreation, is discussed in the Parks and Recreation section of the Comprehensive Plan, while a seventh category, public transit, is included in the Transportation section of the Comprehensive Plan.

The Public Facilities Chapter Goal, and the Strategies and Actions, are listed at the end of the chapter. After careful review and public input, the Goal language as written in the 2035 Comprehensive Plan has been substantially revised, to specifically note and recognize school facilities, and to give direction that facilities and services should be provided in a manner that is balanced with fiscal impacts. The Goal now states “Provide high quality public facilities, including schools, and public services in a manner that balances demand for facilities and services with fiscal impacts.” Many important Public Facilities Chapter implementation activities have been achieved in the last five years, as detailed in the Spotlight on Implementation section. However, as the information in this chapter explains, further action through the revised and updated Strategies and Actions will be needed.

Key Planning Influences

The existing public facilities owned by James City County are a source of pride for citizens and County staff members alike. New and renovated facilities should continue this tradition and be held to high standards of cost-effectiveness, functional and operational efficiency, energy efficiency, green building design, durability, and where applicable, aesthetic appeal, so that they complement existing facilities and serve the long-term needs of the County.

Since the last update of the Comprehensive Plan, the County’s Board of Supervisors has adopted a Strategic Plan. The Strategic Plan is the County’s guidebook for future investment, provision of public services and facilities, and the County’s work plans for the next 20 years. The Strategic Plan sets out priorities to be incorporated into future County budgets and Capital Improvements Programs (CIPs) based on the long-range planning guidance set out in the County’s adopted Comprehensive Plan and other long-range planning documents.

Two of the priorities of the Strategic Plan are to modernize the County’s infrastructure, facilities, and technology system and to provide exceptional public services. By modernizing infrastructure, community facilities, public education, and technology, the County improves the quality of life for County residents and addresses the changing needs of the population. The County provides
exceptional public services by improving services to its aging population, enhancing parks and recreational offerings, and improving the County’s communication systems.

The Strategic Plan acts as an inventory of projects for the responsible departments to use to generate CIP requests, and the requests are then evaluated for and prioritized by consistency with the Strategic Plan, Comprehensive Plan, and current capital needs. Each year the County Administrator proposes a capital projects budget and five-year CIP based on this evaluation and prioritization process for the Board to review and approve based on available funding.

Assessing Capital and Service Needs

The County’s divisions and departments are continually assessing the facility and service needs of the community based on anticipated demographic and growth trends. As guides in this process, departments use the level of service guidelines within this chapter, as well as separate studies and analyses, to determine future needs for public facilities. A facility space needs analysis completed in 2020 found that staff growth, which has already occurred as a result of past population increases, as well as the increasing complexity and sophistication of the County’s government, have created space shortages and inefficiencies in numerous County facilities. Efforts are underway to accommodate the space needs of the growing departments and agencies, and the space needs analysis will help to guide the development of future facilities.
In addition to the facility space needs analysis completed in 2020, a broader analysis conducted during this Comprehensive Plan update examined facility needs in 2045 and fiscal impact to the County based upon the land use pattern shown on the Future Land Use Map recommended by the Planning Commission Working Group in April 2021. This information is shown in Appendix I. The results are shown for both the County overall and for four Fiscal Analysis Zones (FAZ): North, Central, South and Outside the PSA. The results cover Streets, Parks and Recreation, Fire and Emergency Services, Police, Library, General Government, General Services, Courts, and Schools. The fiscal model developed during this Comprehensive Plan will continue to be used to analyze fiscal, facility and land use considerations on an on-going basis.

The guidelines below in the Facilities and Services Standards by Category section are intended to be used to help direct the development and operation of public facilities both now and into the future. They provide thresholds for measuring the impacts of growth with respect to creating new facilities; maintaining, and improving the quality of service delivery to the public; and providing a practical way for citizens to balance performance against fiscal limitations. Ultimately, facility and service guidelines are a statement of the expectations residents have for their government services.

James City County endeavors to operate its public facilities as outlined in these guidelines to achieve the following goals:

- The provision of public facilities will reflect what citizens need, desire, and are willing to financially support.
- The quantity and quality of facilities will be correlated with the size and demographic characteristics of the population, as well as demand.
- Public facilities will be located in close proximity to the greatest possible number of people and are provided proportionally to the number of people served.
- The development of public facilities and provision of public services will be focused within the Primary Service Area (PSA) as defined on the Comprehensive Plan Land Use Map.
- New facilities or facility expansions will be located where most needed or required.
- Local community objectives and activities will be supported by encouraging the full utilization of all public facilities, including the development of joint and multi-use facilities for use by different County agencies, the development of shared facilities, and the development of public/private partnerships.

The public facility and service guidelines are derived from a combination of sources. Many of the guidelines were established after reviewing standards set by federal, state, and other local plans. Some reflect the limits established by other independent agencies and boards such as the State Library Board. Each individual County department and public agency directly affected by these standards was consulted regarding the relevance and effectiveness of the existing service guidelines. These community guidelines are unique to James City County and are a product of research and analysis by the department heads, Planning Division staff, and administration.
Facilities and Services by Category

Public Education

This category of facilities includes public schools, adult education, career and technical education, and library services. The locations of the major public education facilities are shown on Map PF-1. Partnerships within the public education category include joint operation of the school system with the City of Williamsburg, joint operation of the New Horizons Regional Education Center with the school divisions of Gloucester County, York County, City of Hampton, City of Newport News, and the City of Poquoson, and operation of the libraries by contract between the County, City of Williamsburg, and York County. Thomas Nelson Community College is operated by the Virginia Community College System. Facility and service standards for public education are listed below.

Education Facilities and the Adequate Public School Facilities Test Policy

In 1998, the Board of Supervisors adopted a policy creating an adequate public schools facilities test. The policy applies to new residential developments requiring a special use permit and/or rezoning application. These applications will considered to have passed the test if the schools which would serve the future development currently have adequate design capacity (not to exceed 100% of the design captivity) to accommodate the existing student population plus the additional schoolchildren generated by the development.

Education Facilities and Service Standards: Public Schools

WJCC Schools’ consultant, FutureThink, produces several 10-year projections for planning purposes. Low, moderate, and high enrollment projections are developed using the cohort survival method. This method uses previous live birth data and historical student enrollments to “age” a known population. A ratio is then developed to track how this population grew or reduce in number as they move through the grade levels. Patterns emerge and these are folded into the projections. WJCC uses the “moderate” projection. Below are the enrollment numbers for each school by type:

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### Schools - Elementary Schools

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(Source: FutureThink Report Enrollment Projections Update dated October 27, 2020)

*Indicates Pre-K site, includes assumption that Pre-K enrollment will remain constant at 395.

The facility and service standards for schools are listed below. When developing and implementing these standards, the following factors are taken into consideration:

- For all measures of performance, the effective capacity rather than the design capacity of each specific school should be used.
- For new school sites, factors such as close proximity to neighborhoods, location within the existing PSA, ability to minimize transportation costs, availability of land, cost of improvements, and accommodation of multiple users (school, recreation, and community) may translate into smaller urban/neighborhood sites or larger suburban sites as needs dictate. The acreage recommendations for schools listed below may not be appropriate for urban/neighborhood sites as available and developable potential school sites are fewer and smaller. A tradeoff for the neighborhood school design is the availability of sports fields. Availability of off-site or shared sporting locations should be taken into account for any future school sites. The design of new/revitalized schools should be a public process where the needs of students, parents, school administration, and taxpayers are realized. Efficiencies may be realized by reducing the school’s footprint by building multiple stories on smaller building pads.
- When designing new educational facilities, the square feet per student standard for elementary, middle, and high schools should be considered to ensure efficient and appropriate use and size of design space during planning.
- The following standards were used in constructing the most recent County school sites and include space allowances for recreation (both school and community needs including sports fields) and other community activities. They may be adjusted as needed to take into account the factors listed above. Multi-story structures, shared parking, and regional stormwater facilities may help reduce the amount of developable acres ultimately needed.

**Elementary School Facilities and Service Standards:**

- At least 27 developable acres* for a school with a 500-700 student design capacity;
- Optimally located within a two-mile radius of at least 80% of the students.
Middle School Facilities and Service Standards:

- At least 38 developable acres* for a school with a 700-900 student design capacity;
- Optimally located within an eight-mile radius of at least 80% of the students.

High School Facilities and Service Standards:

- At least 52 developable acres* for a school with a 1,200-1,400 student design capacity;
- Optimally located within a 10-mile radius of at least 80% of the students.
Map PF-1. Public Education

1. Skanohe Elementary School
2. Norge Elementary School
3. D.J. Montague Elementary School
4. Mataoka Elementary School
5. Matthew Whaley Elementary School
6. Clara Byrd Baker Elementary School
7. Laurel Lane Elementary School
8. James River Elementary School
9. J. Baine Bryan Elementary School
10. Toano Middle School
11. James Blair Middle School
12. Berkeley Middle School
13. Warhill High School
14. Lafayette High School
15. Jamestown High School
16. Leo S. Hornsby Middle School
17. School Operations Center
18. Thomas Nelson Community College
19. Williamsburg Library
20. JCC Library/Norge Train Depot

Other Facilities/Services Not Pictured
- Career and Technical Education: New Horizons Regional Education Center
- Library: Mobile Services

Notes:
Public Schools: operated jointly by James City County and the City of Williamsburg
Adult Education: operated by the Virginia Community College System
New Horizons Regional Technical Center: operated by the six Peninsula school districts
Library Services: operated by contract with JCC and the City of Williamsburg
Education Facilities and Service Standards: Adult and Vocational Education

To help ensure the County has a well-educated workforce, the County in conjunction with WJCC Schools is committed to providing vocational and adult education services. For example, the County regularly provides funding to the Peninsula Workforce Development Center and the Thomas Nelson Workforce Center. The County also provided funding for the Thomas Nelson Community College Historic Triangle Campus.

Education Facilities and Service Standards: Library Services

Libraries serve as community hubs where residents can come and learn on their own or in collaboration. The Williamsburg Regional Library consists of the Williamsburg Library, the James City County Library, the Stryker Center in the City of Williamsburg, and the mobile library service vehicles. Listed below are the facility and service standards:

- No more than 15-minute drive time to a library location;
- Five books per capita;
- 1.0 square feet of library space per capita.

Though digital media resources are becoming more prevalent, book circulation in the buildings is holding steady, even increasing in some areas. DVD and CD circulation has been steadily decreasing with the introduction of streaming and on-demand TV services.

Public Safety

This category of facilities includes fire protection and emergency medical services, law enforcement, and corrections. The locations of the major public safety facilities are shown on Map PF-2. Partnerships within the public safety category include the Fire Department partnership with the James City-Bruton Volunteer Fire Department; regional operation of the jail and juvenile detention center, and joint operation of the Courthouse between the County and the City of Williamsburg. Facility and service standards for public safety are listed below.

Public Safety Facilities and Service Standards: 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 six minute or less response time in areas not currently meeting the response time standard.

- Provide an additional response unit for any existing unit that is not available for more than five hours per day (on an annual average).
The recently completed Space Needs Analysis found that the current square footage of existing Fire Protection and Emergency Medical Services facilities totals 88,275 square feet. By 2040, the
total space needs for Fire Protection and Emergency Medical Services are expected to total 144,353 square feet.

Public Safety Facilities and Service Standards: Law Enforcement

- Provide a police field office in all future fire stations. Field offices should be at least 250 square feet.
- Maintain an average response time of seven minutes for high priority calls.
- Maintain a clearance rate for crimes that exceeds national averages for similar localities.

The recently completed Space Needs Analysis found that the current square footage of existing Law Enforcement facilities totals 49,925 square feet. By 2040, the space needs for Law Enforcement are expected to total 52,480 square feet.

Public Safety Facilities and Service Standards: Corrections

- Juvenile Detention Facilities - 14 bed spaces per 70,000 population and 28,000 square feet per 70,000 population.
- Regional Jails - operated per Board of Corrections standards.

The Merrimac Juvenile Detention Center, located in James City County, is operated by the Middle Peninsula Juvenile Detention Commission and serves the 9th and 15th General District Court Services Units. Each unit consists of 11 different localities.

The Virginia Peninsula Regional Jail, also located in James City County, services four localities: the cities of Williamsburg and Poquoson, and the counties of York and James City.

Public Health

This category of facilities includes refuse collection and disposal, mental and physical health services, and animal care facilities. The locations of the major public health facilities are shown on Map PF-3. Partnerships within the public health category include public/private partnerships for the Olde Towne Medical and Dental Center and the Heritage Humane Society Animal Shelter, and regional funding of the Peninsula Health Department and Colonial Behavioral Health.

For refuse collection and disposal, the County has a transfer station and three convenience centers, but does not maintain any waste disposal facilities. Refuse collection is handled through private companies. The waste is ultimately disposed in two landfills located in Charles City County and the City of Hampton.

The County provides residential curbside recycling services to residents and transitioned to a fee-based program in July 2019. The goal was to continue to provide curbside recycling, create a program that was both affordable and based on user fees instead of tax revenue, and verify that the materials collected were indeed being recycled. Recycling increases the useful life of landfills, such as two where County residents’ waste is disposed. Recycling decreases litter, pollution, water contamination, impacts to wildlife, energy consumption, water usage, and the need for mining raw materials. Currently, there are 15,000 households recycling in James City County.
Public Health Facilities and Service Standards: Refuse Collection and Disposal

- All County facilities should be equipped with appropriate recycling receptacles and mechanisms to reduce the solid waste stream produced in day-to-day operations.

- Provide residential curbside recycling at a reasonable cost.

The recently completed Space Needs Analysis found that the current square footage of existing Solid Waste and Recycling facilities totals 1,440 square feet. By 2040, the space needs for Solid Waste and Recycling are expected to total 1,924 square feet.
General County Government

This category of facilities primarily consists of the office and maintenance buildings housing the County’s departments. The locations of the major general County government facilities are shown on Map PF-4. Facility and service standards for general County government are listed below.

General County Government Facilities and Service Standards

- 90% of residents will live within 10 miles of a County office for paying taxes, tags, licenses, etc.

The County sponsored a Facility Space Needs Analysis in 2019-2020, which included County Administration, the WJCC School Board and Central Office, and the WJCC Courthouse functions. Identified in the Strategic Plan as a Board Initiative (Goal No. 2 - Operational Initiative), the analysis examined the facility needs of the County’s various administrative functions and established specific planning and design criteria in the form of detailed space requirements. Specifically, the study developed metrics to determine the amount of space needed by job function, evaluated utilization of existing space, identified efficiencies, and applied metrics and best practices to achieve a baseline assessment of space needs. The analysis can be used in the future to develop a comprehensive facility master planning study as well as facility master planning study to examine alternative concepts of renovation, expansions, and/or new construction to meet the County’s needs for space.

The analysis projected five-year, 10-year, and 20-year planning horizons to identify the current, 2025, 2030, and 2040 personnel and support space needs for each department within the County. Population growth projections for the County, based on Hampton Roads Planning District Commission (HRPDC) data, along with the corresponding departmental personnel to serve citizens were taken into account. A benchmarking analysis of two similarly sized Virginia localities, at the County’s milestone 20-year population projection, was completed to confirm that the personnel and facility goals established today align with those the County strives to reach in the future.

The recently completed Space Needs Analysis found that the current square footage of existing General County Government facilities totals 143,763 square feet. By 2040, the space needs for General County Government are expected to total 280,338 square feet.

Public Utilities

This category of facilities includes water and sewer facilities. Examples of water and sewer facilities include well facilities, water treatment plants, water transmission lines, wastewater treatment plants, and wastewater collection lines. The locations of the major public utilities are shown on Maps PF-5 and PF-6. The James City Service Authority (JCSA) manages the County’s public water system except for the areas served by Newport News Waterworks in the southern part of the County. The source of all water provided by the JCSA comes from the aquifers. JCSA also manages the public sewer system, and the sewage is treated at the Hampton Roads Sanitation District (HRSD) Williamsburg Wastewater Treatment Plant. As of April 2020, the JCSA served 23,064 water customers, 24,812 sewer customers, and managed over 860 miles of service lines.

One component of the central water system for the JCSA is the Five Forks Water Treatment Facility which consists of five on-site wells drawing brackish groundwater from the Middle and Lower Potomac Aquifers. A reverse osmosis treatment process is used to extract salts and other minerals.
to make the water potable. Five million gallons of water of potable water are produced daily using this method.

JCSA, like any other public water supplier, must obtain a permit from the Virginia Department of Environmental Quality (DEQ) to withdraw 300,000 gallons or more per month of groundwater from the aquifers. In 2012, JCSA requested a renewed groundwater withdrawal permit for 8.4 million gallons per day. In 2014, DEQ informed JCSA that it intended to renew its groundwater permit at the rate of 3.8-4.0 million gallons per day, well below current demand, due to concerns about the long-term viability of the aquifers. In 2017, DEQ ultimately renewed the permit for 6.0 million gallons per day, with the ability to increase it up to 8.4 million gallons per day. The purpose of this permit was to allow additional time to find an alternative water source. DEQ emphasized, however, that it was still its intent to reduce the amount available to withdraw to 3.8-4.0 million gallons per day in 2027, when the permit expires. In 2020, the average daily demand for water was 4.5 million gallons per day, with a peak day demand of 9.0 gallons per day.

The JCSA has evaluated a number of options for a long-term water supply, and three remain under consideration. The first is to purchase water from Newport News Waterworks (NNWW). In 2008, the JCSA Board of Directors approved a Project Development Agreement with NNWW. Under the terms of the existing agreement, JCSA pays a fee for the right to purchase only two million gallons per day from NNWW. The JCSA has not purchased any water from NNWW since the agreement was executed. JCSA and NNWW are currently in discussions about renegotiating the 2008 agreement, or simply negotiating a new agreement, to allow for JCSA to purchase water from NNWW.

Another option for JCSA is to construct a surface water treatment plant. A feasibility study was conducted on the three rivers that surround James City County: the James River, Chickahominy River, and York River. The JCSA ultimately decided to submit a Joint Permit Application for an eight million gallon per day water treatment plant on the Chickahominy River, due to better water quality and the fact that the County already owns land on the Chickahominy that is suitable for a water treatment plant. The JCSA has received most of the permits needed to construct this plant, including a DEQ permit to withdraw up to 16.95 million gallons per day from the Chickahominy River, but still needs to obtain a permit from the Corps of Engineers. When considering the distribution system improvements that would accompany the construction of a water treatment plant, this is an expensive option.

The third option is to continue to rely on groundwater. The Hampton Roads Sanitation District is currently implementing a project known as the Sustainable Water Initiative for Tomorrow (SWIFT). In this initiative, wastewater is treated to drinking water quality standards, and instead of discharging into the area’s waterways, the treated wastewater is injected into the aquifers. If successful, this project would reduce land subsidence and salt-water intrusion, and would make more groundwater available for withdrawal. However, DEQ would still need to approve JCSA’s withdrawal of additional groundwater. While this could be a viable and cost effective option, its viability and regulatory approval are uncertain at this time. Recent reports from DEQ indicate that conservation efforts associated with recent withdrawal permit renewals in the Eastern Virginia Groundwater Management Area have resulted in improvements in the aquifer levels in the region. However, DEQ has stated that they will need more data before amending any reductions to the groundwater permit.

In addition to identifying viable long-term water supplies for the County, JCSA must look for ways to reduce the County’s demand for water. JCSA promotes conservation through its water usage fee structure for single-family residential customers, initiatives such as water conservation guidelines...
(often proffered or conditioned for legislative cases), rebate programs, conservation education, and restrictions on outdoor watering.

Facility and service standards for public utilities are listed below.

**Public Utilities Facilities and Service Standards: Water and Sewer**

- The provision of all water and sewer system facilities should be consistent with the following:
  3. Standards and Specifications for Pump Stations, (available hard copy only)

The recently completed Space Needs Analysis found that the current square footage of existing JCSA facilities totals 30,603 square feet. By 2040, the space needs for JCSA are expected to total 42,780 square feet.

**Communication Infrastructure**

The Commonwealth of Virginia encourages localities to consider opportunities to provide broadband (high-speed internet) access that can meet the current and future needs of its residents and businesses. The need for this access was highlighted during the COVID-19 pandemic. Children in households with broadband access have more opportunities educationally and in obtaining career success. This access is also important to the local economy. Full broadband service is important to explore with the understanding that there are challenges, financially and logistically.

Some indications of the coverage of broadband service in the County can be determined based on data from the 2018 American Community Survey (ACS), and the Center for Innovative Technology (CIT). The ACS data indicates the following:

- 93.7% of households in the County had a computer, and 85.9% had a broadband internet subscription.
- Among all households, 61% had a cellular data plan; 79.9% had a broadband subscription such as cable, fiber optic, or DSL; 3.7% had a satellite internet subscription; 0.3% had dial-up alone; and less than 1% had some other service alone.

The CIT has a toolkit, which includes mapping of broadband coverage, based on best available data, in Virginia localities. The maps from the CIT toolkit appear to show broad coverage, with some gap areas, primarily in the rural west and northern portions of the County.

Most broadband service is provided by private companies rather than by the public sector. However, local governments can play indirect or direct roles in encouraging broadband service through actions such as the following:
• In discussions of cable franchise agreements, encourage private providers to extend service, or improve terms of service, to areas lacking service.

• Pursue grant funds to partner with a private company to fund installation of infrastructure, with the company then providing the ongoing service.

• Monitor new technologies and update regulations pertaining to wireless communication facilities in the Zoning Ordinance as appropriate.

The County also has a role to play in ensuring broadband service to critical public infrastructure. The County already has in place a looped fiber optic cable system and is now in the process of expanding fiber optic cabling in support of County and School operations. This expansion will replace currently leased fiber connections, provide redundant fiber paths to improve reliability and availability and allow County and School technology groups to move to the next level of high-speed communication in support of citizens. Barring any funding constraints, this project should be completed by 2024.
Map PF-4. Government Offices and General Operations

- JCG Government Offices
- Video Center
- 2007 Legacy Hall
- Towning Road Ops Center
- Ironbound Village Offices
- Human Services Center
- Satellite Services/DMV
- Norge Train Depot

Primary Service Area
Map PF-5. Water Facilities

James City County

Water Facilities

JCSA Provides Water Service for the majority of citizens in the County through its central and independent Water Systems.

Newport News Waterworks provides water service for approximately 3,230 residents in the southern end of the County.

- Reservoirs
  1. Dismal Creek Reservoir
  2. Little Creek Reservoir
  3. Skiffe's Creek Reservoir

Sunny County

JCSA Administration and Operations
Booster Tank
Elevated Storage Tank
Ground Tank
Well
Desalination Treatment Plant
Primary Service Area

JAMES RIVER
Community Guidance

Public Engagement

One of the public engagement themes identified during this Comprehensive Plan update that most directly relates to this chapter is “Respondents desire additional quality of life amenities including parks, public water access, expanded recreational facilities, trails for walking and bicycling, transit connections, and other enhancements to existing public facilities.” Respondents to the 2019 Citizen Survey generally rated the County’s public facilities very favorably. Approximately 85% of respondents rated the County’s public schools facilities as “excellent” or “good”, and 94% of respondents ranked the Williamsburg Regional Library as “excellent” or “good”. The Public Safety portion of the survey found that 99% of respondents stated they feel “very safe” or somewhat safe” during daylight hours, with 90% of respondents feeling “very safe” or somewhat safe” after dark. In response to taxation, most citizens thought the level of taxation was “about right” (71%), with an equal amount indicating that the level of services in relation to the taxes paid was either “excellent” or “good”.

Comments from the open-ended questions included the following:

- Preserve the small town feel with great schools, parks, trails and libraries;
- Continue to improve waterfront amenities;
- While the County provides great amenities, such as parks, trails and libraries, there is always room for improvement;
- Pursue opportunities for sports facilities and school facilities that can be utilized for sporting events/tournaments/travel programs that could bring in additional revenue to the County; and
- Provide more opportunities for safe biking.

As a follow-up to the survey, the County hosted the Engage 2045 Summit on the Future in the fall of 2019 to engage with citizens to determine their vision for the future of the County. During the polling portion of the Summit and online polling that continued weeks after, respondents were asked to indicate their biggest concern for the County’s future, and 11.5% answered that the future water supply of the County was their biggest concern. While “managing growth” was the most frequent response to a separate question of what is most important to accomplish, ensuring the County can manage the quality of public services was the second.

Participants were also provided an opportunity to share their “Big Ideas.” Open-ended responses included the County should secure its own affordable water sources, libraries should continue to expand with branches where people reside, the County should meet the technology needs for the 21st century, and the County must plan for schools that accommodate a growing population.

The second round of public engagement included questionnaires on the Goal statements for each chapter, and feedback on alternative futures. The results of the Goals Questionnaire for the Public Facilities chapter’s goal showed that slightly more than 80% of respondents did not want to change the goal, 12.5% wanted to change the goal. Of those preferring change:
• Five comments focused on addressing water supply, solar power initiatives and the need to include school needs as an important component of the Comprehensive Plan;

• Four commenters said the goal needed more specificity to clarify the intention; and

• Two commenters added that funding for public facilities should be reduced or replaced by services provided by private business.

The third round of community engagement was held in the winter of 2021. This round solicited input on policy directions the County should pursue and actions it should take to enable citizens’ vision for the future of our community to be realized. Overall, there was consistent support for enhancing quality of life amenities in James City County with a strong emphasis on walking and biking facilities. Respondents supported prioritizing County resources for enhancing quality of life amenities. They also supported prioritizing walking and biking amenities in locations that increase connectivity between neighborhoods and shopping, schools, employment areas, and greenways.

**Scenario Planning - Key Policy Guidance**

The results of the Scenario testing phase of community engagement yielded several key community preferences that relate to Public Facilities:

• Reduce public costs by locating new development within the PSA;

• Support infill redevelopment and adaptive reuse development efforts that maximize use of existing public infrastructure;

• Create more mixed-use areas that include and provide greater access to recreation, parks, schools, and other public facilities;

• Foster development of walkable environments potentially provided as part of new private developments that increase recreational opportunities in a cost-efficient manner; and

• Locate new growth closer to existing population centers to reduce sprawl and provide greater efficiency of access to existing and planned public facilities.

**Spotlight on Implementation**

James City County’s commitment to providing a high level and quality of public facilities and services has been challenged over the past five years by both a growing population and the difficult economic climate, with particular challenges during the 2020-2021 pandemic. The County’s capital focus over the past five years has been on improvements in the areas of education, public safety, and maintenance.

In June 2015, WJCC Schools completed a comprehensive facility condition and educational adequacy assessment of the 15 schools and the Operations Building within the division. The objectives were to:

1. Identify and document the present condition and risks at each school.

2. Identify the risk of deficiencies and consequences of not correcting them.
3. Recommend corrections for all deficiencies.

4. Provide cost estimates for the needed corrective actions.

5. Calculate the Facilities Condition Needs Index (FCNI) to illustrate the relative condition of each facility.

Using this information, WJCC reconfigured and redesigned the entrances to all of its schools to provide better security.

Many County facilities have undergone renovations/expansions or opened since 2009. Such facilities include the renovations of James Blair Middle School into administrative offices, the County’s Administration building (Building D), and the Fire Administration building, the completion of Lois S. Hornsby Middle School, which can accommodate approximately 900 students, J. Blaine Blayton Elementary School, which can accommodate approximately 500 students, and the new Law Enforcement Center. Another accomplishment in the last five years is the installation of JCC Alert, which is a new way to communicate with County residents about emergencies by notifications and updates via text message, voice message, and email.

In light of the County’s projected growth and changing demographics through 2045, future public facilities and services will need to be efficiently designed, located, and utilized, as well as adequately funded and paced with growth. By minimizing impacts and investing in high quality, secure facilities, the County can ensure that they will add value to the community for years to come.
Goal

PF - Provide high quality public facilities, including schools, and public services in a manner that balances demand for facilities and services with fiscal impacts.

Strategies and Actions

PF 1 - Design, locate, and utilize public facilities and services more efficiently.

• PF 1.1 - Encourage full utilization of all public facilities, including joint use by different County agencies, to support local community objectives and activities.

• PF 1.2 - Acquire land for, efficiently locate and design, and construct new public facilities in a manner that facilitates future expansion and promotes the maximum utility of resources to meet future capacity needs.

• PF 1.3 - Design facilities and services for efficient and cost-effective operations over their expected lives.

• PF 1.4 - Develop public facilities as components of regional programs where feasible.

• PF 1.5 - Construct and maintain new facilities consistent with anticipated needs and County fiscal constraints by:
  
  PF 1.5.1 - Review and update the long-term maintenance program that has been developed which utilizes strategies that result in an overall reduction of energy costs. The goal is to ensure adequate maintenance of existing and proposed facilities.
  
  PF 1.5.2 - Acquire public facility sites that will be required by future growth and development.
  
  PF 1.5.3 - Research and use best practices for public facility and service plans in Virginia.
  
  PF 1.5.4 - Pursuant to the strategic planning process that began in Fiscal Year (FY) 2015-16, and in accordance with the Space Needs Assessment that was completed in 2020, develop a service and facility master plan to strengthen the linkage between the Comprehensive Plan, the Capital Improvements Program (CIP) and operating budgets.

  PF 1.5.5 - Design and construct County facilities consistent with the Space Needs Assessment for County Administration, Williamsburg-James City County (WJCC) Courts, and WJCC School Administration for 5-year, 10-year, and 20-year (2040) population growth projections.

• PF 1.6 - Apply appropriate zoning, land use, and other adopted County criteria when evaluating public facility sites and uses.
• **PF 1.7** - Assist with public education and promotion of existing public services, including career and technical education opportunities. Explore locating technical education and other programs within James City County.

• **PF 1.8** - 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 securely stored in compatible formats.

• **PF 1.9** - Encourage the provision and location of preschool programs and classrooms throughout the County utilizing government sponsored programs, public schools, private schools, private businesses, churches, non-profits, and where appropriate, home-based preschools.

• **PF 1.10** - Include public transit stops at new public facility sites.

• **PF 1.11** - Continue to use technology, including broadband service, to improve the delivery of public services to the County.

• **PF 1.12** - Locate new public facilities and the provision of public services near existing and planned population centers, within the existing Primary Service Area (PSA), as defined on the Comprehensive Plan Future Land Use Map so as to provide convenient service to the greatest number of County residents or service consumers.

• **PF 1.13** - Encourage and support ways for private companies to expand broadband service. Broadband service initiatives could include but are not limited to updating the Zoning Ordinance when changes occur to wireless communication facilities standards, pursuing grant funds when available, and encouraging broader service areas when cable franchise agreements are negotiated.

• **PF 1.14** - Collaborate with WJCC Schools to develop a long-range facilities plan.

• **PF 1.15** - Support initiatives to collaborate with WJCC Schools to implement the WJCC Strategic Plan.

• **PF 1.16** - Develop a long-range plan for future land needs for future schools and other public facilities.

**PF 2 - Seek to adequately fund or finance public facilities and efficiently utilize available funding resources.**

• **PF 2.1** - Review annually the adequacy of existing public and private resources to finance needed qualifying public facilities through the County’s CIP and annual budget process.

• **PF 2.2** - Identify specific public/private partnership opportunities to provide funding for new and existing public facilities.

• **PF 2.3** - Evaluate methods for private development to help defray the costs of public infrastructure investments.
• PF 2.4 - Maintain and use the fiscal impact model to inform development reviews and facility planning in the County.

• PF 2.5 - Strive to maintain the AAA bond rating for James City County and the James City Service Authority from all three major rating agencies.

• PF 2.6 - Utilize tools such as life-cycle costing and value engineering (as applicable) to develop the most cost-effective facilities.

• PF 2.7 - Evaluate the possible use of impact fees to help defray the capital costs of public facilities related to residential development.

**PF 3 - Locate and provide public facilities in a manner consistent with County wide growth management policies.**

• PF 3.1 - Evaluate the accessibility, capacity and adequacy of new facilities to absorb new development and ensure that development recommendations take this information into account.

• PF 3.2 - Continue to use the Adequate Public Schools Facilities Test Policy consistent with the WJCC Schools capacity projection methodology. Consider revising the Policy to incorporate the new leave-behind models.

• PF 3.3 - Maintain and construct facilities in accordance with service standards and fiscal limitations.

• PF 3.4 - Apply public facility standards to define facility requirements associated with level of need, appropriate quantity, size, and relationship to population and growth areas.

• PF 3.5 - Develop policies that support the conservation of water through education and awareness, higher water rates for greater usage, restricting irrigation, and, when financially feasible, rebate programs that reward conservation efforts.

• PF 3.6 - Support alternative water supply and conservation projects, such as collection and use of stormwater, reuse of gray water, and reclamation of wastewater, where practical and financially feasible. Identify projects that might benefit from such applications, such as golf course irrigation or new residential, commercial, or industrial uses.

• PF 3.7 - Explore opportunities to develop regional reclamation and reuse technologies and infrastructure in conjunction with neighboring jurisdictions and the Hampton Roads Sanitation District (HRSD).

• PF 3.8 - Continue to explore alternative sources of a long-term water supply in accordance with the adopted Strategic Plan.

• PF 3.9 - Support initiatives to refine the fiscal impact model to assess development impacts on fiscal health.
PF 4 - Design, construct, and operate public facilities in an efficient and environmentally sustainable manner and complementary of local community character.

- PF 4.1 - Utilize energy efficient heating, cooling, ventilation, lighting, and similar systems and designs for newly constructed County 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 life cycle considerations of cost savings, efficiency, and durability can be clearly expected or demonstrated.

  P.F 4.1.1 - Continue to utilize and update as necessary the building automation system that tracks and monitors the indoor environment of most County facilities.

  P.F. 4.1.2 - Develop a comprehensive long-range technology plan to keep pace with the building automation industry.

- PF 4.2 - Review and update as necessary the County’s Sustainable Building Policy in accordance with the County’s Strategic Plan goals.

  PF 4.2.1 - Construct new County facilities in accordance with the County’s Sustainable Building Policy.

- PF 4.3 - Utilize Low-Impact Development (LID) designs for newly constructed facilities, and where practical, for renovations of existing County facilities.

- PF 4.4 - Utilize energy efficient vehicles and equipment when they are available and when not otherwise limited by fiscal or functionality considerations.

- PF 4.5 - Evaluate all proposed public facilities for potential impacts and provide buffering and mitigation equal to, or greater than (when practical), that required under County Ordinances.

- PF 4.6 - Incorporate architectural design features in buildings and structures erected by the County, which support quality design and appearance that enhances local community character.

- PF 4.7 - Consider adopting and using the Virginia C-PACE (Commercial Property Assessed Clean Energy) program to pursue energy retrofit projects for public buildings. Consider setting up the program for use by private property owners as well.

- PF 4.8 - Identify public facilities (including trails and recreational amenities) that would be impacted by sea level rise, flooding, or other natural hazards, and consider mitigation strategies for these facilities.

- PF 4.9 - Consider mitigation strategies for impacts due to sea level rise, flooding and other natural hazards when locating and designing new facilities.
PF 5 - Ensure the safety and security of public facilities and buildings.

- PF 5.1 - Evaluate the security of public schools and other County facilities from internal and external threats to better ensure the safety of citizens, visitors, and County staff, and to better protect County assets, sensitive data and data systems, the public water supply, and property.

- PF 5.2 - During renovation or new construction, structurally improve public facilities and buildings to better withstand physical perils (such as high wind, explosion, flooding, etc.) and to enable them to serve as shelters or otherwise continue operating in times of crisis, emergency, or severe weather.

- PF 5.3 - Locate and design new public facilities with consideration of Crime Prevention Through Environmental Design (CPTED) principles to protect both County facilities and the people utilizing them. Use CPTED principles when renovating facilities wherever applicable and practical.

- PF 5.4 - Strive to complete fire and emergency service accreditation through the Center for Public Safety Excellence.

- PF 5.5 - Prepare and maintain detailed emergency preparedness plans to protect the County’s citizens, facilities, and infrastructure.

  PF 5.5.1 - Implement measures in County facilities to ensure safe working environments for County staff and citizens such as barriers, physical distancing, personal protective equipment (PPE) provision, and ionization and filtration for air purification in accordance with Center for Disease Control (CDC) and Virginia Department of Health (VDH) guidelines and recommendations during a pandemic.