

BOARD OF SUPERVISORS
STAFFORD, VIRGINIA
MINUTES
Budget Work Session
March 26, 2019

Call to Order A budget work session of the Stafford County Board of Supervisors was called to order by Gary Snellings, Chairman, at 2:00 p.m., on Tuesday, March 26, 2019 in the A/B/C Conference Room, George L. Gordon, Jr., Government Center, 1300 Courthouse Road, Stafford, VA.

Roll Call The following members were present: Gary Snellings, Chairman; L. Mark Dudenhefer, Vice Chairman; Meg Bohmke; Jack R. Cavalier; Thomas C. Coen; Wendy E. Maurer; and Cindy C. Shelton (Ms. Shelton arrived at 2:38 p.m.).

Also in attendance were Thomas C. Foley, County Administrator; Rysheda McClendon, County Attorney; Marcia C. Hollenberger, Chief Deputy Clerk; associated staff and other interested parties.

Mr. Snellings welcomed everyone and noted that there was a 5:00 p.m. hard stop to the work session. Mr. Foley noted that the focus of the work session was the Capital Improvement Program (CIP) and a follow-up on Parks & Recreation. He pointed out that a detailed agenda with a breakdown of topics was included in the hand-out and on the iPad agenda. Mr. Foley said he was also looking for clarification from the Board as to its desire (or not) to hold another work session with the School Board.

Mrs. Maurer asked if staff received answers to questions asked at the joint budget work session with the School Board (held on March 19, 2019). Mr. Foley responded that the answers were received earlier that day and were being reviewed by staff before being distributed to the Board.

Budget Division Director, Andrea Light, said she had a presentation on the CIP, which would follow Parks, Recreation, and Community Development Director, Michael Morris' presentation on Parks and Recreation. With Mr. Morris was Mr. Derrick Carr, Recreation Program Administrator. Mr. Morris began his presentation saying that the purpose of the Parks and Recreation was "Connecting Our Community." He spoke about encouraging life-long learning, stimulating economic growth, fostering environmental sustainability, building community spirit, promoting a healthy lifestyle, and encouraging enjoyable experiences. Mrs. Maurer inquired about Utilities money funding sports tourism. Deputy County Administrator, Mr. Mike Smith, responded that sports tourism funding came from the Department of Economic Development and Tourism, and that Parks and Rec maintains the facilities for events.

Mr. Morris spoke about the Parks and Recreation Master Plan (Master Plan) being available in the next few months. Mrs. Maurer asked if the Master Plan, when complete, would be consistent with policies in the County's Comprehensive Plan and if the Board's vision for Parks and Rec aligned with the Master Plan and the Comprehensive Plan. Mr. Morris responded that the Master Plan would be a component of the Comprehensive Plan. Mr. Foley said that when the Master Plan was complete, staff would provide details to the Board on the connection between the two Plans. Mr. Morris said that based on studies done, America agrees with the Board's vision. A study done by Pennsylvania State University determined that when people relocate, the recreational amenities were valued 91% as part of their decision making process. He said that Parks and Recreation was more art than science.

The latest trends were physical fitness and outdoor recreation, and Mr. Morris talked about how recreation programs were determined by including a look at long-standing programs, the Master Plan process, requests by residents, requests by the Parks and Recreation Commission, requests by the Board, latest trends in Parks and Recreation, strategic staff initiatives, and social equity. Mr. Dudenhefer said he knew that the Department was asked to fill a lot of needs and he had several inquiries about locating a dog park in north Stafford. Mr. Morris acknowledged that dog parks were becoming increasingly more popular and that one was needed in north Stafford; that there was one currently located in south Stafford. Mrs. Maurer mentioned near H.H. Poole. Mr. Dudenhefer spoke about Autumn Ridge Park. Mr. Morris said the need for a dog park was included in the Master Plan. Mr. Morris also noted the need for therapeutic recreation and that a certified recreational therapist had been hired. One of the first therapeutic recreational events was a Valentine's Day Dance for people with cognitive disabilities, which was a great success.

The most popular programs throughout the United States were discussed. Mr. Dudenhefer talked about themed events such as the Valentine's Day Dance. Mr. Morris spoke about wine festivals, the 4th of July events, and Ms. Bohmke mentioned the "Eggspllosion" as a very popular event. In speaking about current programs, Mr. Morris said there were approximately 4,300 programs/activities with approximately 34,000 registered participants in them, and \$1.7 Million in revenue for those 4,300 programs. 3,200 rentals of athletic fields brought in approximately \$390,000 and those numbers did not include sports user groups, baseball, soccer, and lacrosse that had free use of the fields. Mrs. Maurer asked about attendance standards and analyzing the effectiveness (or success) of each program. Mr. Morris replied that they try for 100% of the direct cost and set the price based on a certain number of participants. Mrs. Maurer said the numbers on Slide 7 concerned her. Mr. Smith noted that those numbers were every single thing a person could sign up for. Mr. Cavalier said that many people signed up for numerous programs and events; it was not a matter of simple division.

Ms. Bohmke said she would like to see the different categories and what has grown like pickleball and what has been eliminated. Mr. Morris noted that the numbers did not include the number of people that simply went to a park on any given day. Mr. Foley said this was starting broad and that staff would dig down further. Mr. Dudenhefer spoke about the County's investment in its soccer fields. Mr. Morris said that at the recent St. Patrick's Day Soccer Tournament, there were between 5,000 and 6,000 people in attendance with 60% there as spectators who ate and stayed in motels and shopped in the County. Mr. Dudenhefer asked if there were resident and non-resident fees and Mr. Morris said that there were fees for both.

Regarding fees, Mr. Morris said that with current programs, total expenditures for recreation programs were \$2.9 Million and total cost recovery was 72%. Per capita spending of the Parks and Recreation in Stafford was \$55.78 in FY2018. The national average was \$78.26 for the Department was making an efficient use of its funds. Per capita revenue for the Parks and Recreation Department (in FY2018) was \$17.36, which was below the national average of \$19.36. Cost recovery in Stafford is 31.1%, better than the national average of 28%. These numbers did not include a \$5 Million parks maintenance budget. Mr. Dudenhefer asked for numbers of Stafford's comparative localities. Mr. Morris said the numbers provided were national averages based on quadrants of population density; that they came from the State association and there was no benchmarking locally as it would be hard because there were some similarities in Parks and Recreation departments but many differences in how user groups were handled and it was hard to compare. Ms. Bohmke asked Mr. Foley if an analysis was done in Albemarle County. Mr. Foley said that it was but not this exact analysis.

"Where do we go from here?" Mr. Morris talked about the Master Plan, considering a fee increase, or continuing with the Parks and Recreation budget as is. Mr. Cavalier said that the County has come very far since 2000 when the Jail's budget exceeded the Parks and Recreation budget. He said there were always complaints about inadequate facilities. Mr. Morris said that he came from a sports background and the County was in a good place now compared to years ago. Mr. Cavalier said there were no major parks projects in the CIP and asked how long the current facilities would be sufficient. Mr. Morris said future growth was accounted for in the Master Plan with a breakdown of amenities per 1,000 population and needs based on national averages, which would be presented to the Board with the Master Plan.

Ms. Bohmke asked Mr. Carr what he was hearing around the County. Mr. Carr said he looked at national trends and the growing interest in health and wellness and getting kids back to nature. Ms. Bohmke said that one area where she felt the County was not where it needed to be was skateboard parks. She said this came up with Delegate Bob Thomas was on the Board and she knows there is an active group at Brooks Park. She checked with the Sheriff who told her there were no incidents reported there; it is in the George Washington District. She wished the County would do more to support this even though it was non-traditional. She said that

segment of the population has been very patient awaiting a skateboard park and suggested maybe locating one at Curtis Park or one of the northern parks. Mr. Morris said these things are CIP-based and also based on the County's debt capacity. Mr. Coen asked if skateboarding was in the Master Plan. Mr. Morris replied that it was.

Mr. Snellings thanked Mr. Morris and Mr. Carr saying that they did a great job; he'd had a request for an indoor ice rink. He told the citizen that there was one in Prince William County.

Ms. Light spoke about the CIP and the purpose of the work session discussion, which she said was to provide the annual capital projects report required by the Board's CIP Budget and Appropriation Policy and to provide a comprehensive review of the CIP for School and County projects (excluding Transportation and Utilities, which will be provided at the work session scheduled for April 9, 2019), and to review methodology to determine when new schools will be incorporated in the CIP.

The CIP Budget and Appropriation Policy supports a more robust reporting program to provide a check-in point with the Board that funds appropriated are being spent on projects as planned. The annual CIP report (which was provided in hard copy to the Board) includes large scale projects only. The quarterly change report will be provided in July as the Central Procurement Office continues to work towards full efficiencies.

In speaking about the Courthouse Project, Ms. Light said the changes from the FY2019-28 CIP were a change in the ramp-up philosophy and the parking lot was removed to be an independent project. The cost of the Project was \$40.7 Million, down from \$70 Million. Anticipated debt service was \$3.2 Million with an operating impact \$1.4 Million including seven new deputies. The temporary parking lot, also the initial start of Downtown Stafford, was necessary for the Courthouse Project and introduces the site and initial start of the Downtown Stafford project and will be funded with cash.

A presentation on the proposed Public Safety Training and Logistic Center (included in the hand-outs at the work session) was given to the Public Safety Committee meeting on January 22, 2019, and a team of County staff was looking at locations for the Training Center, not just the Airport location. Ms. Bohmke said she last remembered the Board talking about this at its off-site meeting in Warrenton and asked for more information saying that it seemed that a lot had transpired since January. Mr. Foley said there was a lot to be done including a site analysis and work with regional partners. He said he was meeting with staff at Marine Corps Base Quantico as well as Administrators in surrounding jurisdictions to talk about it. Ms. Bohmke requested that the Board be kept up-to-date.

The County's 3R projects were broken down by functional area and fiscal years 2020, 2021, 2022, 2023, and 2024. The Master Lease funded projects included replacement apparatus, ERP System, CAD, and Life Pac. Mr. Cavalier questioned if the ERP financial system would be compatible with the relatively new system purchased by the Schools. Chief Information Officer, Mike Cannon, responded saying that they County was looking into that before it made a purchase and that the Schools were not necessarily fully integrated with its own system. The County would hire a consultant and perform a needs assessment before committing to a replacement financial system. Mr. Cavalier said that he hoped it would give the County better insight into the Schools finances. Mr. Cannon said there as a question as to the level of reports. Mr. Foley said there would be no question about full integration with the Schools and the ability to pull up reports without going through the gyrations necessary now. Mr. Cannon said that if the Schools granted access, the County could pull reports now; that the Schools purchased the ERP about three years ago. Ms. Bohmke said she remembered that and that the train had left the station before the Board had an opportunity to weigh in on the purchase. Chief Financial Officer, Ms. Maria Perrotte, said that it was not necessarily the system the County would have chosen but will figure out a way to work with it. She said that the Schools had its previous system so highly customized the vendor would not work with them so they had to purchase a new system. Mr. Dudenhefer said when analyzing and assessing a new system, what about shared services and if the County system was incompatible with the Schools, the Schools could argue that it needed another whole new system. Ms. Shelton said that integration was a whole lot easier; she asked for reports from the Schools and was not getting them. Mr. Coen suggested that she speak to Brenda O'Brien and said that the Schools' system was very problematic.

Mrs. Maurer asked about the 3R project with servers and switches and asked if staff was using Amazon Web Services. Mr. Cannon said they were using it to store long-term back-ups. Mrs. Maurer said the life cycle for IT was shorter and recommended comparing it with Amazon Web Services. Mr. Cannon said that the switches from 2005 were being replaced, and that Cisco switches lasted 7 to 10 years but eventually needed to be replaced.

The next part of Ms. Light's presentation focused on Ferry Farm Elementary School renovations. The cost of the basement renovation was \$2 Million with debt service of \$800,000, which amounts to ½ cent on the tax rate. Construction is scheduled to begin in October 2019 and be completed in December 2020 and add one new classroom. This will address air quality and other health and safety concerns.

Regarding policy considerations for new schools in the CIP, Ms. Light said the purpose of the policy was to provide justification for adding a new school to the CIP by outlining requirements, qualifying data, and standardizing timelines. It assumes that the School Board would continue to judiciously and efficiently utilize space within schools through measures

such as classroom size adjustments, trailers (now called learning pods), and redistricting. Ms. Maurer said one thing to get hammered on was the 90% in the Comprehensive Plan, which needed to be updated. She said the Schools did a study which said the number was closer to 95 to 100% in surrounding jurisdictions. She said the survey was done when the former superintendent was on board and it was as if the 90% was used as punishment. Mr. Foley said there was a Comp Plan amendment to the 90% being developed and to determine 90% of what. Mrs. Maurer said it was not the most accurate data point.

Ms. Light continued saying there were three major components to consider in determining when a new school needs to be added to the CIP including land acquisition planning, existing capacity, and enrollment projections. Mr. Smith is putting together a working group of School and County staff to evaluate land needs and provide possible tracts for acquisition. This is proposed to be started two years before preliminary planning. The Board agreed to work with design capacity rather than program capacity, which provides a stable base-line that would normally only change with a renovation of an existing school structure. The design is based on Department of Education (VDOE) guidelines and considers needs at the aggregate level (elementary, middle, high school). The Ferry Farm ES remodel will increase capacity by 24 students. Mr. Foley spoke about utilizing space efficiently and using trailers and redistricting. Mr. Coen said he was curious about the mentality of finding land to fit existing floorplans vs. finding land and going with a more efficient floor plan, which would permit more flexibility. Mr. Dudenhefer said ten years ago, Mr. Foley would have been run out of the County for use of the term "trailers." Mr. Foley said that it is a usable strategy for realistic enrollment capacity. Mr. Cavalier said they were "learning pods" not "trailers" and Mr. Snelling said they were very nice and the students preferred them.

Ms. Light said that enrollment projections were based on existing school methodology, which considered new residential housing developments, existing residential housing (student generation factor), cohort survival rate (moving from Kindergarten to First Grade to Second Grade and so on, sometimes called cohort progression), and birth rate. She said that the Schools were working with Planning and Zoning staff and developers on new residential housing developments. Enrollment and capacity projections that were provided were based on three years actual student membership in fall of the year and provided by VDOE. Mrs. Maurer spoke about a weird jump in projection numbers and the methods used to develop those assumptions. She said the 2019 projection should have been ADM numbers. Ms. Bohmke said she understood that the middle schools were bursting at the seams. Mrs. Maurer talked about there being a statistical anomaly in the calculations. Mr. Foley said that updated numbers would be available on March 31st. Ms. Light said that for the CIP development, staff would provide comparisons of the September 30th fall membership with the March 31st ADM to determine if the aggregate change by level seems to be in line, and would provide comparisons of the last five year's projections with the March 31st ADM.

For development of the CIP, Ms. Light continued saying that staff would begin planning for a new school when projected school level enrollment reached 90% design capacity. That would be the trigger point. 100% enrollment was the target for opening a new school and the timeline for building new schools was as follows: land acquisition team work begins two years prior to preliminary work; preliminary work considered "planning and design," which consists of design and Ed. Specs (2 years); construction period – 3 years for elementary and 4 years for middle and high schools. Ms. Shelton asked about the County taking over construction of capital projects and asked if that was still being considered. Mr. Foley said that it was and it would require a more in depth conversation; that the County had moved on consolidating the departments of Public Works, Utilities, and Capital Projects and the next step was how to approach working with the two Boards and tie projects to capital funding. Ms. Bohmke spoke about lessons learned with Dixon-Smith where a lot of dirt had to be hauled off-site and that cost thousands and thousands of dollars that could have been spent elsewhere if a better site had been chosen. She asked if they would be looking at another site for ES #18 other than Embrey Mill. Mr. Foley said they would look at multiple sites and assess the site development costs. He said that just because a site was proffered, it may not make sense to build a school there.

Ms. Light spoke about opening Elementary School #18 four years earlier than originally projected. Mr. Cavalier said that by looking at the chart on Page 12, elementary capacity, they would not get to 90-95% until 2022 so 2029 seemed right but that 2033 might be a push and 2029 should be planned for but pushed out if need be.

High School #6 was projected to cost \$120.3 Million, which would incur \$9.1 Million in debt service and \$5.4 Million in operating costs. Due to the projected enrollment increase in high school students, the proposed methodology would not allow for adequate planning time and the costs did not include land acquisition. Ms. Light noted that the proffered site in Westlake was not projected to be serviceable in time for construction of High School #6. Mr. Coen spoke again about using a different floorplan for a new high school rather than trying to make the floorplan for Colonial Forge HS/Mountain View HS fit on different sites. Ms. Light said that the Westlake site was not viable as there were no utilities on the site. Mr. Smith said that Westlake had been in the works for years and there was no telling if/when there would be actual construction. He said the County would have to run water/sewer, which the developer would like but the County did not want to incur the cost to do. Ms. Perrotte talked about looking at Ed. Specs first. Mrs. Maurer said an on-going complaint that she heard was about the size of the hallways in the high schools and them being too narrow. Mr. Coen said the students no longer use lockers.

The prior year CIP projected Schools to use cash funding for about \$5 Million of the 3R projects. These funds came from year-end savings or use of capital projects reserves. Ms. Light said that the FY2020-2024 CIP identifies all projects but does not assign a funding source, which was a change from the prior CIP and removes cash funding from the 3R list. An attachment of projects was provided to the Board. Ms. Bohmke asked about deferring the exterior work at Mountain View HS. Ms. Light said it was being pushed out. Ms. Perrotte said it was being deferred from 2019 to 2020. Ms. Bohmke asked about rebuilding the tennis courts, which she said were still in terrible condition after redoing them and how to prevent it from happening again. Mr. Snellings told Ms. Bohmke that she was asking the wrong people and should direct that question to Public Works or the Schools. Ms. Bohmke asked Mr. Snellings to bring it up in his two-on-two meeting with the Chairman and Vice Chairman of the School Board as they were throwing good money after bad and wasting taxpayer's money.

Mr. Snellings thanked Ms. Light for her and staff's hard work on the presentation. Ms. Light said the public hearing on the CIP would be held on April 2nd at 7:00 p.m. at Brooke Point High School's auditorium and adoption would be at the Board meeting on April 16th including the tax rates, budget, and Lynhaven Lane Special Service District tax rate. She said that staff would be bringing back the comprehensive policy for when new schools were added.

Mr. Foley said that County staff put together the CIP and there needed to be a conversation with the Schools regarding the methodology and how it will drive the next CIP process. The Schools CIP needed to be started a lot sooner if they wanted to participate in the joint CIP process but that it was a Board of Supervisors' policy, not a School Board policy, which either needs to be scrapped and there would be no joint CIP, or the Schools need to get working on it and submit its projects in time. Mr. Foley asked the Board if it was still committed to a joint CIP process.

Ms. Bohmke said it was a great process but that the former superintendent was not engaged and recommended trying this time to work with Dr. Kizner with maybe better results. She spoke, too, about the new contracts manager position and laying the whole thing out with the entire School Board, not just the Chair and Vice Chair.

Mrs. Maurer said that the intention was for it to be a collaborative process but if the School Board did not want to play, that was fine with her. She talked about the County racking and stacking projects in a very methodical, well thought-out process and it was up to the School Board if it wanted to submit projects, the County (or the Board) could not force them. She said there were lessons learned and maybe the Schools would wake up and want to participate; the invitation was open to them.

Ms. Shelton said that the Schools don't know what they don't know. She spoke with members of the School Board who did not understand the process enough to articulate and gain value from it. She thought another meeting of the two Boards could help clear up the confusion.

Mr. Cavalier said he initially supported the idea of a joint CIP process but that it failed miserably, the Schools had no skin in the game for County projects and why would they weight County projects higher than their own School projects, which made no sense. He said that the County was given no background on the Schools projects; the County should take the Schools projects and incorporate them into the County's CIP. He said he wanted them to be fair and equitable partners but it was hard to be fair when the Schools' only had eyes on one set of projects.

Mr. Dudenhefer said that Mr. Cavalier was correct. He did not agree with the process and the Schools ignored transparency in it. The School Board should follow the methodology and submit its projects accordingly; the Board makes the decisions on what and where to build and has other things, not just schools, to work on. He said he hated spending \$40.7 Million on the Courthouse and did not agree with the joint CIP process.

Mr. Coen said he was in favor of communication between the two Boards but the School Board's comments about the process were so vitriolic that it begs the question if they truly ever wanted to participate and if there was true buy-in. He said he was amazed by the degree of animosity and was not quite sure about jumping back into the joint CIP process.

Ms. Shelton said she was rethinking her position after listening to other Board members and then had a different perspective. She said she still wants the two Boards to work together but not in an environment like other members spoke about. She talked about setting up the process, integrating it into the CIP and racking and stacking County projects.

Mr. Snellings said that "with too many people in the kitchen, the pie never got baked". He said the joint process did not work, the School Board was not engaged and they provided no information this year and like Mr. Cavalier said, have no skin in the game. He said it was not fair to taxpayers and recommended going back to the previous system.

Mr. Foley said he would bring back the process with ~~strike-through's~~ of any reference to the joint process. He would amend the process and put it on a future consent agenda or wherever it would be best placed for Board review and approval. This changes the Budget Department's schedule; they will bring back a package aimed at moving the CIP to the next step.

Mr. Foley asked about taking the opportunity of using the next work session, or a portion of it to bring back the School Board on April 9th. Mr. Snellings polled the Board on whether they wished to meet again with the School Board. The final tally was two Board members in favor (Bohmke, Cavalier – only after asking the School Board if they wanted to participate), and five Board members not in favor (Coen, Dudenhefer, Maurer, Shelton, Snellings).

Ms. Bohmke asked how quickly the Schools responded to the Board's questions. Mr. Foley said the answers were received earlier that day in response to questions asked on March 19th. He said his thought was to add the School Board onto the end of the next work session, which was scheduled for April 9th from 3:00 to 5:00 p.m. Mrs. Maurer said she would prefer to submit questions to the Schools in writing and ask for written responses. She said a week's turnaround was too long and listening to some School Board members read from prepared statements was not valuable. She would rather write the questions and request a quicker response. Mr. Dudenhefer said they got more responses from staff than they did from the School Board at the last joint work session. The School Board did not take advantage of the opportunity when they met on March 19th and nothing would be accomplished by meeting with them again. Mr. Cavalier said he was not necessarily opposed to meeting with the School Board again but thought they should be asked first if they wanted another meeting. Mr. Smith noted that the School Board had its own regularly scheduled meeting on April 9th.

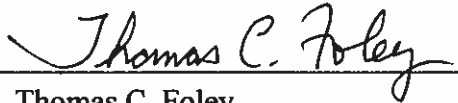
Mr. Coen said that meeting with Schools staff rather than the School Board would be more helpful. Ms. Shelton said she initially had no problem meeting with them but historically, there would be no value in it. Ms. Bohmke said she agreed but it was unfortunate because the community got so much from the schools, but there was a huge lack of respect on the part of some members of the School Board and she wished that residents knew more about the School Board members and the budget they put forth. Mr. Snellings said it was unfortunate but it would be a waste of time; that at the last meeting they read prepared statements that were not even about the budget. He said that over the weekend he looked at the School Board's budget book and it was hard to read and even harder to comprehend.

Mr. Cavalier suggested inviting Dr. Kizner and the Schools Chief Financial Officer, Chris Fulmer, to the April 9th work session. He said a joint meeting could get out of hand. Mr. Dudenhefer said he was not opposed to that. Mr. Snelling said the Board had to be careful and not send a message that the School Board was not wanted or having them at a Board work session would be a waste of time. Mr. Cavalier said the School Board would be welcome to come. Mr. Snellings said to invite the School Board or no one from the Schools. Mr. Cavalier said there should be someone there to answer questions. Ms. Shelton said she disagreed with Mr. Cavalier; that there was no transparency on the part of the School Board, the Board could not make them do what it wanted with the money they're given, and it would be frustrating if they were present and gave another budget presentation with no substance.


Mr. Cavalier said that he preferred that the subject matter experts be there and available to answer questions. Mr. Foley said he would invite Dr. Kizner if that was the desire of the Board and asked Board members to get questions to him as soon as possible.

Mr. Coen said he was leery of the time frame of holding a budget work session from 5:00 to 6:30 on a Board day then having to get to Brooke Point HS for the 7:00 p.m. session at the Board's meeting on April 2, 2019. He thought there needed to be more travel time. Mr. Foley said the time for the budget work session would be shortened to 6:00 p.m. The discussion would be about the classification and compensation study with the final piece of that discussion coming back to the Board in May. Mr. Snellings said it would be a long night but there was not much on social media right now so maybe there would not be as many people there. Mr. Dudenhefer asked that the Board take a 5 minute break every hour or so and Mr. Snellings agreed.

Adjournment At 3:55 p.m., the Chairman adjourned the March 26, 2019 budget work session of the Stafford County Board of Supervisors.



Thomas C. Foley
County Administrator



Gary F. Snellings
Chairman



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