

## BOARD OF SUPERVISORS MINUTES

FEBRUARY 11, 2012

The Orange County Board of Supervisors, held a Board Retreat and Budget Worksession on Saturday, February 11, 2012, beginning at 8:33 a.m. at the Orange County Airport, 11275 Aviation Way, Orange, Virginia 22960, followed by a Budget Worksession at the Gordon Building, 112 W. Main Street, Orange, Virginia 22960. Present: S. Teel Goodwin, Chairman; Lee H. Frame, Vice-Chairman; Shannon C. Abbs; James (Jim) K. White; and Grover C. Wilson. Also present for Retreat: Julie G. Jordan, County Administrator; and A. Tyler St. Clair, Retreat Facilitator. Also present for Budget Worksession: Julie G. Jordan, County Administrator; Ashley Jacobs, Chief Deputy Clerk; Glenda Bradley, Finance Director; Connie Clark, Accountant; and Kurt Hildebrand, Public Works Director.

### RE: WELCOME, GOALS AND OVERVIEW OF THE DAY

The Board acknowledged the purpose of the Retreat as an opportunity to enable the Board to review the Vision and Priorities, plan work with the School Board, and to establish roles and operating guidelines that will enhance effectiveness among Board Members and staff. The Retreat began with the following goals in mind:

- Review the Vision with its revisions and re-clarify its intent (in preparation for adoption on February 14, 2012)
- Review the Priorities for content, responsibility, and timeline
- Clarify roles and develop a set of Operating Guidelines to maximize the effectiveness of working relationships among Board Members and the Board and staff members
- Identify a specific plan for follow up on the Board's Vision and Priorities that will result in success with stakeholders
- Define outcomes and strategy for School Board joint session

### RE: LEGACY DISCUSSION

Retreat discussions began with each Board member communicating the legacy that they would each like to leave when their service as an Orange County Board of Supervisors member comes to an end. Julie Jordan, County Administrator, also provided comments regarding the practical steps the Board would need to take to reach each of their individual legacy goals. Discussion ensued regarding creating two action lists. One action list could be communicated weekly as part of the County Administrator's weekly report to the Board and a list which can be attached an information item to the Board of Supervisors agenda. The goals of the action are: (1) to keep track of how many things the Board is asking staff to do, in addition to the things that the Board is taking on; (2) to prioritize the issues/tasks that the Board is asking staff to take on; and (3) to gain awareness of how the Board and staff members are managing time/resources.

### RE: REVIEW VISION STATEMENT: REVISIONS AND INTENT

Discussion ensued regarding proposed revisions to the Vision Statement, made by individual Board members and staff. The Board revised the Vision Statement for consideration for approval on February 14, 2012, as follows:

FINAL DRAFT for consideration of approval at February 14, 2012 Meeting

Orange County is a great place to live and have a business because of our shared values, strong sense of community, and friendly interactions among residents and visitors.

Orange County is a vibrant community that provides opportunities for ALL of its citizens. It is a great place to start and grow a business, and therefore can provide a range of shopping, dining, and entertainment options for its residents and visitors. Our successful economy allows us to sustain the characteristics we value and enjoy.

Through effective management Orange County government reflects citizens' priorities for a small government with limited but highly effective services and strives to keep taxes affordable for all residents.

Orange County is a community that carefully plans for and communicates its desired future in order to protect its historic and natural resources while accommodating the business activity necessary to sustain our quality of life.

*The Board achieves these outcomes through success with the following purposes and principles:*

### **A Vibrant Economy**

We envision the economy of Orange County with a mix of businesses that provide a variety of employment opportunities as well as the goods and services desired by our citizens.

We create economic development plans that ensure sufficient, properly zoned and located areas that are compatible the desired characteristics of our community.

We know the economy is bolstered by the commitment of its local, regional, state, and federal partners to provide and constantly improve the elements that are the prerequisites of successful economic development, including:

1. Available sites in desirable locations that have the necessary infrastructure, quality public facilities, and adequate transportation networks
2. Comprehensive regulatory framework that has a supportive permitting process
3. Quality schools that prepare students for college and/or additional workforce training to create a skilled and adaptable workforce
4. Fiscally sound government with competitive tax policies that is a credible partner in economic development
5. Quality of place that includes cultural, recreational, and leisure opportunities
6. Community support for an expanding economy

### **Effective, Reflective Government**

We want a County government that is reflective of citizens' needs.

We encourage citizen input through effective communication and active participation to aid in developing policies that move the County in a prosperous direction.

We actively participate with other elected boards and officials to ensure that we promote our mutual interests and better governance.

We focus on having a small and efficient government that provides core services.

We recognize that our volunteers and civic organizations supplement County services and substantially contribute to the quality of life for Orange County citizens.

Our Capital Improvement Plan is a critical planning document that reflects our priorities and commitment to funding.

Our Vision encourages the Board to work toward a high level of consensus for the collective good of the citizenry.

## **Sustainable Land Use**

We support land use planning that provides long-term direction, preserves our natural and historic resources, and promotes sustainable development.

In planning for land use, we evaluate where we want to go, work from real information, consider adjacent jurisdictions, and give direction to others.

We continuously review and improve our regulatory processes to make sure that they are consistent and easy for citizens to use.

We carefully plan for public and private facilities and infrastructure so that they support future development.

RE: REVIEW PRIORITIES: CONTENT, RESPONSIBILITY, AND TIMELINE

Discussion ensued regarding the Priorities as developed on January 15, 2012. The Board agreed on the following follow-up actions and principals regarding the Priorities:

- County Administrator will bring back a structure and plan to address the Priorities that addresses the Board role, staff role, and what is going to happen to implement them
- Consider how the Priorities can be connected to the Action List in an ongoing way
- Recognize that County staffing is lean and that some of the Priorities require significant resources; consider whether there are resources in the community to help with them
- Have realistic expectations of what is possible to avoid staff burn out; be realistic in what can happen and what cannot; be willing to give some tasks to outside citizens

## **Vibrant Economic Development**

1. Assess where the County is on (listed) economic development prerequisites and determine the elements that need to be addressed  
Note: EDA needs to play a strong role; TJPED currently doing ED assessment (SWOT)
2. Develop and implement an economic development plan for Route 3  
Note: Act quickly; consider a team/stakeholders meeting to include Board, EDA, investors, landowners, and Gateway study people who represent a variety of interests in the area
3. Initiate an enhanced relationship and change the dialogue with the School Board to define its role in economic development and create mechanisms to achieve our vision  
Note: Review CTE, needs, curriculum, interface, how we work with what we have
4. Provide support for the return of weekend passenger rail service to Orange County

## **Effective, Reflective Government**

5. Develop and implement a strategy to list/outline/define core County services
  - a. To assist the Board in setting priorities for the budget and to avoid "mission creep"
  - b. To enable a strategy to effectively educate citizens about services/cost
6. Redesign the CIP document and process to incorporate real funding (capital/operating)  
Note: Need clearer expectations about rationale/need from departments to aid prioritization

7. Develop and implement a strategy to improve communication with the citizens
8. Develop and implement a strategy to review County government processes to determine steps and timelines (i.e. department heads carry this out; address processes, timelines, what is required/what is not, best practices, what needs to improve)
9. Meet with town councils in the County to share priorities and explore opportunities for initiatives that have mutual benefit

### **Sustainable Land Use**

10. Evaluate and amend the future land use map to represent what is there now and our future vision (update the land use map)
11. Work with the Planning Commission to complete Comprehensive Plan update
12. Work with the Planning Commission to make targeted changes to the Zoning Ordinance, to include new or redefined zoning districts and the Subdivision Ordinance as needed
13. Investigate and acquire cost-effective resources to create a natural and historic resources inventory  
Note: Understand statutory requirements; use the network of agencies, organizations, and volunteers to lower cost; consider committee to do research and bring recommendations to Board
14. Investigate and acquire cost effective resources to define available infrastructure to meet statutory requirements and to serve as a tool for planning  
Note: Understand statutory requirements; achieve common definition of scope

**RE: HIGHLY EFFECTIVE BOARDS**

The Board discussed what they believe makes a Board highly effective, including how the Board is viewed by citizens in addition to actions that the Board takes. Flip charts were used to document their discussions and a transcript of the charts was submitted by the facilitator for the record.

**RE: DEVELOP OPERATING GUIDELINES**

The Board discussed operating guidelines to help ensure its operation as a highly effective Board. The following guidelines were developed:

1. When communicating with other Board Members, don't stop with 3. Do the extra work to try to get consensus and you may be able to get the additional support with just a little compromise. No one wants to be blindsided so this is a form of respect.
2. Don't tell someone yes, and then show up at the meeting and change your mind.
3. Avoid eleventh hour decision-making situations to make sure that the Board has time to digest information and think things through before deciding.
4. To manage the Board's time and energy effectively, we trust the County Administrator to use her knowledge of our priorities and values and to exercise discretion in managing the County. We also understand that with this authority, there may be occasions where there is not full support of decisions because of individual differences in perspective.

5. The County Administrator will exercise discretion in managing public appearances on the agenda to enable effective use of the Board's time, to include requesting background information, determining relevance, and limiting time on the agenda.
6. The County Administrator will keep the Board informed of grant applications and other material decisions that do not necessarily require a public motion but are of interest.
7. We show professional courtesy to those appearing at Board meetings.
8. Our Board meetings will be most effective if quarterly reports are provided in writing and only highlights are provided orally. The County Administrator will exercise discretion regarding the value of presenting quarterly reports based on substance and other agenda demands.
9. The Board will use the Vision, Priorities, and Operating Guidelines along with other sessions like these retreats to keep the Board's collective leadership strong.
10. We recognize that good interaction among Board Members is important and make a conscious effort to be respectful and to encourage debate. We listen to others, seek to understand their perspectives, hold back where appropriate, and exercise civility in the name of consensus.

RE: DEVELOP PLAN FOR FOLLOW UP ON BOARD'S VISIONS AND PRIORITIES

The Board discussed follow-up actions necessary to communicate the Vision Statement and directed the County Administrator to work with staff to complete the following tasks:

- a. Do a press release on the Vision;
- b. Put the Vision on the website;
- c. Develop a handout/brochure on the Vision that can be distributed;
- d. Publish the Vision on a poster and put it in the Board Room; and
- e. Develop communication from Board Chair to stakeholder groups, to include: Staff members, Planning Commission, Town Councils and Town Managers, School Board, Economic Development Authority, Constitutional Officers, Lake of the Woods (Board Chair/General Manager,) Chamber of Commerce, Rappahannock-Rapidan Regional Commission, Tourism Roundtable, Historical Society, Orange Downtown Alliance, Youth Commission, Rapidan Service Authority, Nursing Home, Jail Authority, Piedmont Workforce Council, Fire Chief's Association, Thomas Jefferson Partnership for Economic Development, Airport Commission, Gateway Study Group, and Legislators.

Discussion ensued regarding the Board's desire to communicate the Board's Vision with the Planning Commission while clearly communicating to the Planning Commission that the Board's vision should align with the vision in the Comprehensive Plan, but not be one in the same.

The Board continued its discussions regarding the action list and priorities to be provided by the County Administrator. The Board reached consensus on the following follow-up actions to be completed:

- a. County Administrator will develop an Action List for assigned staff work and tasks that the Board has agreed to take on and provide it to the Board on a regular basis;
- b. County Administrator will bring the Board a structure and plan to address the Priorities that addresses the Board role, staff role, and what is going to happen to implement them;

- c. Consider how the Priorities can be connected to the Action List in an ongoing way;
- d. Recognize that County staffing is lean and that some of the Priorities require significant resources; consider whether there are resources in the community to help with them; and
- e. Have realistic expectations of what is possible to avoid staff burn out; be realistic in what can happen and what cannot; be willing to give some tasks to outside citizens.

RE: DEFINE OUTCOMES AND STRATEGY FOR SCHOOL BOARD JOINT SESSION

Regarding the School Board Joint Retreat Session, discussion ensued about the follow-up actions necessary to schedule the joint session, including:

- a. The Board will hold a joint session with the School Board after the budget is done (Summer 2012);
- b. County Administrator will talk to the School Superintendent to inform him and identify potential dates;
- c. Facilitator will conduct interviews with the School Board Members to prepare them for the session; and
- d. Facilitator will develop initial outcomes and recommend a time frame.

The Board also discussed the following outcomes for the School Board Joint Retreat Session, which was recommended as a two-day session by the Facilitator:

- a. Communicate the Board's vision and interests;
- b. Develop joint vision of the County's future;
- c. Articulate what each body is doing to advance the vision, especially those strategies that maximize resources and results;
- d. Look for common ground – where there are intersections of need and purpose;
- e. Enhance understanding of working environment, roles, needs/concerns addressed by each body, and the impact of requests;
- f. Identify opportunities to work together on specific strategies; and
- g. Identify guidelines/strategies for an effective partnership.

RE: RECESS

The Board recessed its Retreat at the Orange County Airport at 2:15 p.m.

RE: RECONVENE

The Board reconvened in the Board of Supervisors Meeting Room of the Gordon Building at 2:45 p.m.

RE: BUDGET WORKSESSION

The worksession began with questions from the Board regarding follow-up information from the

last budget worksession. Discussion ensued including: Voice Over IP (VOIP) phones; direct deposit and the ability to quickly address this issue; the number of employees who would have to be given the option of providing a paper check as opposed to direct deposit (those employees who were hired prior to January 1, 2010); the proposed additional revenue source for Fire/EMS and the implications this revenue source can have on individual insurance policies; the “user fee” nature of the proposed additional revenue source for Fire/EMS rather than the “taxing” nature of the fee; the proposed GIS system and associated costs; the various departments that would benefit from an in-house GIS system; and GIS licensing fees and personnel costs.

Glenda Bradley, Finance Director, explained what changes had been made to the proposed Capital Improvement Plan (CIP) to date. Kurt Hildebrand, Public Works Director, appeared before the Board and discussion ensued regarding CIP projects for Public Works: the new compactor site costs; airport CIP projects, including: land acquisition phases and the need to remove the runway extension project; the need to prioritize the proposed CIP projects and to do the regulatory projects, safety-related projects, and maintenance projects first; the Board’s request to see airport CIP projects prioritized to meet specific schedules, etc.; the proposed Government Space Study and the benefits the completion of the study would provide; planning for HVAC systems in certain buildings, including the Sedwick building; the proposed new generator at the courthouse and the repair of the existing system; the Water Reserve-II project; and the Water Supply Plan.

Following public works CIP discussion, general CIP discussion ensued including: Library CIP requests, specifically the Wilderness Branch Expansion; and Parks and Recreation CIP projects.

RE: RECESS

The Board took a brief recess at 4:06 p.m.

RE: RECONVENE

The Board reconvened at 4:15 p.m.

RE: CAPITAL IMPROVEMENT PLAN DISCUSSION

The Board went item by item through the Capital Improvement Plan and provided input as to which projects they agreed were feasible or necessary and which projects should be included in the “out years.” The Board requested more information regarding the generator purchase for local fire and rescue stations. Discussion ensued about the existing Sheriff’s office building and the possibility of relocating the E911 Center and the need to have a satisfactory E911 Center and Emergency Operations Center (EOC).

Discussions continued regarding the E911 staffing levels; the proposed new revenue source for Fire/EMS; Broadband Solutions; VOIP phones; the proposed website redesign; the remaining funding needed for the new Gordonsville Library Branch; the Barboursville Community Park and necessary upgrades; future parks in Orange County; public works vehicles; and the removal of the Social Services carpet replacement project from the CIP.

By consensus, the Board directed staff to identify the new Gordonsville Library Branch expenditures that remain and to provide this information to the Board within 45 days.

Discussion ensued regarding the budget estimates anticipated by the Board; the VRS rate increase; Orange County’s tax rates compared to other neighboring Counties; what the penny will bring in on real estate taxes; and reassessment figures in opposite ends of the County. The Board gave direction to staff to create an FY13 Budget which did not cut existing County Services.

RE: ADJOURNMENT

There being no further business to discuss, Mrs. Abbs moved, seconded by Mr. Frame and carried, to adjourn the meeting at 5:28 p.m. Ayes: Abbs, Goodwin, Wilson, Frame, White. Nays: None.

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S. Teel Goodwin, Chairman

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Julie G. Jordan, County Administrator