

## MEETING #33– August 25

At a Workshop Meeting of the Madison Board of Supervisors on August 25, 2011 at 2:00 p.m. at 302 Thrift Road:

PRESENT: James L. Arrington, Chairman  
Jerry J. Butler, Vice-Chairman  
J. Dave Allen, Member  
Eddie Dean, Member  
Pete J. Elliott, Member  
V. R. Shackelford, III, County Attorney  
Lisa Robertson, County Administrator  
Jacqueline S. Frye, Secretary

Chairman Arrington called the meeting to order and established the presence of a quorum, noting that all members are present.

Chairman Arrington then commenced the meeting with the Pledge of Allegiance and a Moment of Silence.

### **1. Workshop Agenda Items:**

#### **a. Presentation by Central Virginia Regional Jail Superintendent Regarding the status of Expansion Project [F. Glenn Aylor]:**

Steven Hoffman, County Appointee, was present and advised that the jail has been in operation for twenty-one (21) years and made \$64,000,000.00 within the first nineteen (19) years of operation. Currently, the facility ranks #14 as the 'jail with the tightest budget' within the State of Virginia and contrary to Ms. Lackey's comment at a previous meeting, Culpeper County ranks about #6 or #7 from the top of the list. Additionally, he explained that an expansion is greatly needed – there have already been two (2) expansions in the past, and when the facility first started operations, it wasn't unusual for Madison's inmate population to range at thirteen (13) or fourteen (14) prisoners, and the original cost of the facility was based on the number of people within each participating locality (Madison was about fifteen percent (15%); however, after the initial opening, the cost was based on the day-to-day inmate population. At the present time, it isn't unusual for the facility to have thirty (30) to seventy (70) inmates from Madison County alone. The current total operating cost for the facility is about \$650,000.00 a month and has a total of (388) inmates and (100) staff members.

Mr. Hoffman further explained that the expansion for the facility began about 2.5 years ago and studies were implemented in order to make the facility what it is today, and plans for the \$17,000,000.00 expansion have been submitted to the Department of Corrections and their sub-committee, where it was passed without incident. Currently,

the proposal is before the General Assembly for review, although it's unknown as to how much of the proposal will be funded. In closing, he feels confident about the proposal and anticipates the appropriate signatures will be attained without incident.

F. Glenn Aylor, Superintendent, provided a project data on the history and a plan study of the jail which included the following highlights:

- i. The jail was established in 1987 and served the Counties of:*
- Fluvanna*
  - Greene*
  - Louisa*
  - Madison*
  - Orange*
- *The original design capacity consisted of (96) beds;*
  - *In 1987 it was projected that (152) beds would be needed by 2015;*
  - *The cost was \$4,650,000.00;*
  - *Fifty percent (50%) reimbursement from the State of Virginia was awarded upon completion;*
  - *Local responsibility of the participating localities was calculated by using census data from Weldon Cooper;*
  - *Fluvanna – 15%; Greene – 13%; Louisa – 28%; Madison – 16%; Orange – 28%;*
  - *The Jail became operational on September 1, 1990;*
  - *State reimbursement was received in the Fall of 1991 in the amount of \$2,325,000.00;*
  - *Localities reimbursement was:*

<i>Fluvanna – 15%</i>	<i>\$348,750.00</i>
<i>Greene – 13%</i>	<i>\$302,250.00</i>
<i>Louisa – 28%</i>	<i>\$651,000.00</i>
<i>Madison – 16%</i>	<i>\$372,000.00</i>
<i>Orange – 28%</i>	<i>\$651,000.00</i>
  - *In the Fall of 1994 the localities approved construction of fifty (50) beds and two (2) classrooms;*
  - *Expansion cost was \$848,025.00;*
  - *U.S. Marshall Service paid \$337,500.00 towards the project under a CAP Agreement with the Jail for fifteen (15) years;*
  - *The Jail contributed \$510,525.00 of its capital improvement reserves towards this project;*
  - *Expansion became operational in July 1995;*
  - *In the Summer of 1998 the localities approved construction of (102) beds, a new medical area, a new laundry area, expanded visitation area, a larger vehicle sally port, and expanded the administrative area;*
  - *Expansion cost was \$5,500,00.00;*

- **U.S. Marshall Service paid \$2,750,000.00 towards the project and incorporated the current CAP Agreement in this project with the Jail for fifteen (15) years;**
  - **The Jail contributed \$2,755,000.00 of its capital improvement funds towards this project;**
  - **Expansion became operational in September 2001;**
  - **Seeing the need to expand the Jail in the near future, the localities approved the change of the Jail Board to a Jail Authority on April 9, 2009;**
  - **On September 15, 2009, the deed was changed from the localities to the Jail Authority;**
- ii. Planned Expansion – Phase I**
- **Larger Kitchen;**  
**(200) beds: [(50) work release; (50) re-entry program; (50) females; (50) non-consecutive day sentencing & inmate work force;**
- iii. Planned Expansion – Phase II**
- **Renovate the existing kitchen area into the existing booking and receiving area;**
- iv. Construction Costs**
- **Estimated cost of \$17,000,000.00 (rounded figure with the true cost being \$16,928,382.00);**
  - **Fifty percent (50%) reimbursement from the State of Virginia in the amount of \$8,500,000.00 after completion;**
  - **\$6,000,000.00 from CVRJ capital improvement reserves;**
  - **Localities responsibility is \$2,500,000.00**
- v. Locality Share of Construction**
- **Locality share based on average prisoner pay day of each participating jurisdiction for the preceding three (3) years divided by the total average per day for all participating jurisdictions for the same period;**
- vi Jurisdiction Percentages & Cost**
- |                            |                     | <b>1990 Costs</b>   |
|----------------------------|---------------------|---------------------|
| • <b>Fluvanna – 15.75%</b> | <b>\$393,750.00</b> | <b>\$348,750.00</b> |
| • <b>Greene – 15.43%</b>   | <b>\$385,750.00</b> | <b>\$302,250.00</b> |
| • <b>Louisa – 30.61%</b>   | <b>\$765,250.00</b> | <b>\$651,000.00</b> |
| • <b>Madison – 13.90%</b>  | <b>\$347,500.00</b> | <b>\$372,000.00</b> |
| • <b>Orange – 24.31%</b>   | <b>\$607,750.00</b> | <b>\$651,000.00</b> |
- vii. Reason for Expansion**
- **Reduce overcrowding;**
  - **Provide additional bed space for present and future needs;**

- ***Much needed larger kitchen to accommodate existing facility, proposed expansion, and future expansions (area is currently large enough to only serve 96 inmates);***
- ***Ability to expand our Work Release Program, Work Force Program and our current Rehabilitation Programs;***
- ***Ability to implement a Re-entry Program;***
- ***Much needed larger receiving area to accommodate existing needs and future needs of the facility;***
- ***Additional State Funded Staff to operate the facility in a manner that is appropriate to the number of inmates and programs;***

**viii. *Graphs to denote:***

- ***Annual unemployment rates (2000-2009) by locality***
- ***Inmate Population Forecast (2010-2025)***
- ***Historical Monthly Population of Local Prisoners***
- ***Average Number of Inmates by Locality in 2010***
- ***Average Daily Jail Population (2000-2010)***

**ix. *Additional Statistics***

- ***11% of the general population***
- ***10% of law enforcement***
- ***19% of criminal incidents – 14% of criminal offenses***
- ***17% of adult arrests***
- ***34 ADP (average prisoner days) in 2010***
- ***12% of local inmate jail beds***
- ***County population grew 11% between 2000-2009***
- ***Crime (offenses) increased by 66% over the past (6) years***
- ***Adult arrests increased 14% between 2004-2009***
- ***Commenced circuit court cases increased 37% from 178 in 2004, to 243 in 2009***
- ***Concluded circuit court cases increased 34% between 2004-2-009***
- ***Twenty (20) years of CVRJ Revenue & Expenditures***
- ***Diagram of proposed expansion areas and overall layout of the facility***
- ***Financing analysis and interim financing costs of proposed expansion***

Mr. Aylor also advised that the U.S. Marshall's contribution is non-existent and the current expansion is being done to house the local prisoners from the five (5) participating jurisdictions.

Mr. Hoffman advised that it has been known for several years that an expansion would be needed, and there are now no additional reserves remaining.

Mr. Aylor advised that a financial plan was developed and the Authority has been utilizing cash reserves and investing these funds at Sun Trust Bank.

In closing, Mr. Aylor advised that a Resolution would be forwarded to the County Administrator next week. Also, he feels today's presentation has provided clear numbers and he believes the project can actually be done cheaper than what is being proposed.

The County Attorney asked about the debt service and whether it will affect the County's budget next year.

Mr. Aylor advised that the rules regarding the debt service have slightly changed. Also Senator Edd Houck is talking to the Governor about the changes and will assess how the General Assembly reacts during their upcoming session.

The County Administrator questioned whether bond financing is being sought.

Mr. Aylor advised that it wasn't and that the Authority is looking in to implementing general financing; however, if the General Assembly doesn't buy into the idea, the project will be placed on hold.

Supervisor Elliott questioned whether there will be enough space to do another expansion in the future.

Mr. Aylor advised that long-term plans clearly show there is enough space to perform one (1) more expansion.

Chairman Arrington questioned whether all the expansion will take place in the dormitory space.

Mr. Aylor advised that the past Superintendent did an exceptional job of educating people of a full understanding of the jail and provided a full justification of all the expansions that have been requested. In closing, it was denoted that the expansions were 'on track' and will include four (4) fifty-bed (50) dormitories.

Supervisor Butler thanked Mr. Aylor and Mr. Hoffman for today's exceptional presentation.

Mr. Aylor advised the reporter that he is 'from Madison' and if there are any questions about today's discussion, 'please call me' and 'don't misquote me or I'll write a letter of rebuttal' as he'd like the citizens of Madison to have a full understanding of what's being requested.'

**b. Discussion of Funding & Financing Mechanisms for the Proposed Purchase of a New Emergency Communications System:**

The County Administrator advised that the Board requested a representative from Clear Communications, Inc. to attend today's session to answer any questions about the proposed purchase.

Mr. Finks advised that Brian Amarode of Clear Communications, Inc. is present today and the County has been doing business with this vendor for quite a number of years. In closing, he advised that Mr. Amarode is present to discuss the present proposal for the purchase of communications equipment.

Supervisor Butler asked Mr. Amarode to provide a brief overview of the system update.

Mr. Amarode proceeded to advise that the proposed equipment will use the same infrastructure that is already in place at the sites that are currently in use and can be used for an indefinite period of time. Additionally, he advised against mixing different types of equipment, and reiterated that the existing radios will need to be replaced in order to attain the best possible service from the upgrade.

Supervisor Butler questioned the requirement that precipitated the need for change.

Mr. Amarode advised there is a federal mandate in place that the requirements must be in place by January 2013; therefore, narrow banding is required (non-funded mandate) and was actually implemented in 1998, and isn't an option. Additionally, when the mandate was implemented, long-term solutions were being investigated and Clear Communications, Inc. and Motorola were asked to provide information and moved forward with a presentation in 2008 that cost about \$3,500,000.00 and wasn't a viable option at that time. Now, something must be done based on the mandate and based on the existing economic status, an alternative means was investigated that would allow the County to meet the mandate and governmental standards at a much lesser price. In closing, he stated this may not be the permanent solution for Madison County, but is a solid, inexpensive solution at the present time.

Supervisor Butler asked what other jurisdictions have the same type of equipment. Additionally, he questioned since the mandate requires that digital equipment be used, will this system improve communications within the existing 'dead spots.'

Mr. Amarode stated the Sheriff's Department in Orange and Greene utilize the same system, as have Staunton and Page. Additionally, he advised that the existing mandate doesn't necessarily require that localities 'go digital', but does require that a 12.5 kilohertz narrow band. In closing, he advised this requirement can be accomplished in an analog system, but much of the County's existing equipment lacks this capability; therefore, some of the equipment (i.e. radios) will need to be replaced anyway.

Mr. Amarode advised that today's proposed equipment will accomplish Phase II of the narrow banding process and is capable of attaining the same objectives as the 6.25 kilohertz equipment that will be required in the future.

Mr. Finks advised that information on the aforementioned equipment was provided to the Board during the July Workshop Session and is already compliant with mandates as indicated.

Mr. Amarode advised that digital expands coverage, but narrow banding shrinks this capability. Additionally, digital equipment provides an expansion of coverage due to the air correction capability that it provides and recreates the 'voice' and in turn, offers a much greater coverage of an area. In closing, much testing was implemented with the proposed equipment and many of the users reported greater capability, although there was still some difficulties with mobile units, which he anticipates will not be entirely corrected with the proposed equipment, based on the terrain in Madison County, and will only happen with more expensive equipment. However, the proposed equipment was successful in addressing the majority of coverage issues that were denoted.

Chairman Arrington requested a percentage of the level of improvement denoted.

Mr. Amarode stated he wasn't sure of the percentage of mobile coverage within the County, but did advised that based on some of the coverage maps implemented with the simulcast system, he estimated it was about ninety percent (90%) with the portable units, and mobile was right at one hundred percent (100%).

Supervisor Elliott questioned the level of coverage as of today's date with the existing equipment, to which Mr. Finks estimated is about seventy-four percent (74%).

Supervisor Dean asked if the P25 system correct the aforementioned issues.

Mr. Amarode advised that the reliability denoted with the P25 system is about ninety-five percent (95%), but doesn't included ninety-five percent (95%) of the County, with the major area being Middle River.

Mr. Finks feels the only way to correct the dead spots in Middle River would be to erect a repeater site in the area and an antenna, as the area is basically 'in a hole.

Mr. Amarode also advised that most areas where there was poor coverage weren't heavily populated, based on the mapping that was completed.

Supervisor Dean asked about Motorola's future plans for the proposed system.

Mr. Amarode advised today's proposed system is relatively new, as it was developed within the past three (3) to four (4) years, and is a widely used system. Due to the

newness of the equipment, he estimated a lifespan of fifteen (15) to twenty (20) years. Additionally, he indicated the benefits of a new radio system involve upgrades that involve software, unlike older systems which involved the purchase of new hardware.

Mr. Amarode also advised that there are times when everything has to be 'brought up to speed.' In closing, he suggested the County look into planning for future upgrades and the time frame is completely up to the locality.

Mr. Finks advised that techniques are being implemented to move to a simulcast system.

Mr. Amarode stated there is simulcast system, and that the P25 system is a simulcast system that helps correct troubled areas. In closing, he indicated that Mototrbo is system that is in the testing phase; however if used in Madison County, all the troubled areas may not completely disappear but will be improved with this type of system, as it is a more robust system and is suggested for the future, as it is TDMA capable. Although he doesn't know what the future holds, but advised that a future upgrade could come forth, but if implemented, will require some of the criteria as discussed today.

Chairman Arrington asked if the equipment could be purchased on government contract, to which Mr. Amarode stated the RFP has been brought forth a few weeks ago and he's aware that Motorola has been working on this endeavor.

Mr. Amarode advised that most of the P25 systems aren't on state contract and is usually by competitive bid only.

Mr. Finks advised that the building at Blakey Ridge will be replaced and a generator will also be installed at the site.

Mr. Amarode advised that all current upgrades will work in conjunction with any future upgrades.

Mr. Finks advised that the new structure at Blakey Ridge will be climate controlled; he also advised that the current maintenance contract with Clear Communications, Inc. is about \$14,100.00 annually and a new contract will include an increase for the upgraded equipment. In closing, he advised that Culpeper County currently pays \$274,000.00 annually for the maintenance contract on their P25 equipment (their system is an 800 megahertz system).

Supervisor Allen asked if today's equipment would be on a turnkey contract.

Mr. Amarode advised that was correct as this will be the seventh (7<sup>th</sup>) project the County has had in place with Clear Communications, Inc.

Bob Kane was present and asked if a coverage map had been run to denote the areas that were checked.

Chairman Arrington advised Mr. Kane that the public aren't allowed to speak during the Workshop Session.

Mr. Finks advised that testing was utilized with one repeated and personnel from several emergency offices visited these areas to perform testing.

The County Administrator advised that she has issued an application to VML and should know something in about fourteen (14) days); she also spoke of a financing arrangement where equipment can be leased to the finance company. In closing, once all quotes have been received, she will advise the Board of the information.

**b. Discussion of Upcoming Procedures to Renew RSA Charter:**

The County Attorney advised that a request has been made for the County to renew the RSA Charter. He explained that the charter was formed in 1969 and the State Code allows the charter to exist for a lifetime of fifty (50) years, which will be

The County Attorney also indicated that the RSA frequently does bond financing and the bond counsel has advised the entity to have the County expand their charter from January 2011 through January 2061. In closing, he advised this request is basically a 'housekeeping' matter only.

Supervisor Butler asked if there were any existing issues that the charter would need address.

The County Attorney advised that nothing has changed and the locality has the right to terminate the term at any time, and that most bonds have a life of twenty (20) to thirty (30) years. In closing, he stated the charter only involves Counties and not Towns.

Chairman Arrington asked if a locality could 'opt out' and whether there was any contemplation of a bond issue.

The County Attorney explained the procedures involved and advised that no locality has ever opted out. Additionally, the last bond issue involved an area at the Lake of the Woods (water treatment plant) and was based on a rate for that particular area. Also, he advised that nothing else has changed regarding the charter and the locality can choose to terminate the charter at anytime.

The County Attorney also advised that this procedure will need to be done again in about every twenty (20) years in order to cover the thirty-year (30) window for bond issues. In closing, he reminded the Board that a Public Hearing on this matter and the

proposed abandonment of Shotwell Road have both been advertised to take place on Tuesday, September 13, 2011 at the 7:30 p.m. session, and suggested the Board discuss the RSA request first during that session.

Chairman Arrington thanked the County Attorney and Mr. Hoffman and Mr. Coppage for attending today's session.

**d. Discussion of Recreation Group Proposal (Baseball/Softball):**

Becky Hurt, parent volunteer, was present to verbalize some ideas that the parent volunteers have for Hoover Ridge. In discussing her ideas with the County Administrator, she was encouraged to attend today's session and present them to the Board.

Ms. Hurt advised that the youth baseball/softball groups have raised funds for use in completing field #1; however, funding has been depleted and she questioned whether the organization can do a fundraiser (similar to the one that took place when the new firehouse was built) as a means of accepting enough donations to complete work at Hoover Ridge to have water, electricity and other amenities on site that can be utilized by all forms of youth sports.

Supervisor Butler advised that he believed the Board was hoping that the youth organization would take the initiative to move forward; however, he feels that an overall plan from the youth sports groups should be in place. In closing, he feels if amenities are being sought, he'd like to see an overall view of what things will look like afterwards, as well as some guidelines of the order in which the proposed improvements will be put into place.

The County Administrator advised that a general management plan is in place for landscaping at Hoover Ridge only; however, there needs to be an overall plan with input as to who will take the lead in completing and following through with the plan.

Supervisor Allen feels there is a limit as to what a public authority can do to receive solicitations.

The County Administrator advised that an overall site plan isn't really necessary for Hoover Ridge. Generally, in this type of situation, a professional is hired to draw up plans to coordinate the aforementioned requests being brought forth today. In closing, she advised the Board could elect to have a role in this process or allow the Parks & Recreation Authority to be responsible.

The County Attorney advised that the Rapidan Service Authority might be willing to assist with the water needs at the site, as there is water to the school in the area.

Supervisor Dean questioned whether the aforementioned request would be a County expense.

Supervisor Elliott advised there isn't any funding available for today's requests and feels some members of the community can assist in this endeavor and also have a master plan completed and reviewed by an engineer.

Supervisor Dean advised that the County does have EDU's that were purchased for future school expansions; however, these aren't currently being used and may be a viable option.

Chairman Arrington asked if the dugout would be permanent, to which Supervisor Dean advised would depend on what type of materials are going to be used (i.e. chain link or block).

Supervisor Dean also advised that he believed the original plans for Hoover Ridge were to get the land developed; therefore, he strongly urged the Board to 'step up' and make some decisions regarding the future of the property.

Supervisor Butler advised that he would be in favor of a 'no cost' option.

Chairman Arrington suggested the plans be reviewed.

Ms. Hurt stated the youth sports group already has approval and the dugout area and fencing will consist of chain link; however, they will need permission to hold a fundraiser in order to move forward with today's proposed project.

Supervisor Dean advised that old barn (not the red one) at Hoover Ridge has no roof and the Board needs to determine what to do about that structure – if it's left in its current condition, it will eventually become a safety hazard.

Supervisor Allen clarified that Ms. Hurt is here to represent the baseball and softball groups and that she isn't a member of the Parks & Recreation Authority.

Supervisor Elliott advised that the Board is already aware of the groups that use Hoover Ridge; therefore he has no problem if the groups want to utilize their funds and this should be allowed so they can get the dug outs and fencing in place. However, if water and electric is going to be installed, the Board should be involved in this endeavor.

Supervisor Allen advised that he would have no problem with Ms. Hurt's group moving forward.

Supervisor Dean advised that the Board has the responsibility to the citizens to oversee what's being done on any County property.

Supervisor Elliott offered to volunteer his time along with Supervisor Dean and ensure that what is being done is compliant.

The County Administrator advised that the Board could elect to form a committee that will be responsible to providing the group with some direction and communicate how things should work. In closing, this will be most helpful to all parties involved, and also suggested the Board provide guidelines for communication between the volunteers and the Parks & Recreation Authority.

After discussion, it was the consensus of the Board to allow Ms. Hurt and the volunteers of the youth sports group to proceed with today's proposed fundraising request.

The County Administrator advised that she will provide Supervisor Dean and Supervisor Elliott with additional information.

**e. Other Matters Presented by BOS Members Not Placed on Agenda In Advance:**

Supervisor Allen verbalized concerns about the property below the Knightings' and asked the County Administrator to attain some bids.

Supervisor Butler asked if a volunteer architect and landscaper could be sought to determine what needs to be done to clear the property so it can be mowed.

Supervisor Allen advised that funding will need to be incorporated into the County's annual budget to cover annual maintenance of the property.

Supervisor Elliott advised if the property is filled in by spring, it will need to be cleared; he also suggested that a culvert and piping be put into place as well.

The County Administrator advised the Board will need to elect which option to move forward with. In closing, she advised that quotes received in the past can be reworked, if the Board desires.

Chairman Arrington advised that he doesn't plan to vote to spend any funding to clear or dam up the stream at the Knightings' property as he doesn't feel this is in line with what's specified in the agreement.

The County Administrator advised that she will work up a scope of work and get with Brian Daniel, Erosion & Sedimentation Technician, and Wes Smith, Building Official.

Bill Campbell was present and wanted to make a comment.

Chairman Arrington advised that there will be no comments from the public today.

Supervisor Elliott verbalized concerns due to the fact that people have been advised today that they couldn't speak; however, during the last workshop, citizens were allowed to speak several times. In closing, he asked for clarification and feels the rules of the workshop session should be consistently maintained.

Chairman Arrington advised that the rules of the workshop session prohibited the public from speaking, unless the Board wants to change the rules.

Supervisor Dean advised that the Workshop Session was designed to allow those denoted on the Agenda the opportunity to come before the Board and also allow County Departments the opportunity to bring ideas before the Board. In closing, he advised that the public has the opportunity for discussion during the Joint Meeting and the monthly Regular Meeting formats.

Supervisor Elliott recognized school officials who were present and asked if they had any issues to bring before the Board.

Dr. Eberhardt advised that members walked each school building to perform inspections and some hairline cracks were denoted in some of the walls; however, some of the cracks denoted were old and had been painted over throughout the years. Additional concerns denoted involved some cracks in the brick, the cage area in the middle school gym, and cracks in the chorus room at the high school. In closing, the blueprints have been reviewed on some of the load-bearing walls, and although the structural engineer denoted there are areas of concern, it was also advised that the school buildings are relatively safe and all are open.

Robert Finks, Director of Emergency Communications, advised that he participated in a conference call and it was denoted if the hurricane continues along its present course, the most that Madison County will experience is wind and rain showers.

## **2. Adjournment:**

With no further discussion or action being required by the Board, on motion of Supervisor Allen, seconded by Supervisor Elliott, Chairman Arrington adjourned the meeting, with the following vote recorded:

James L. Arrington	Aye
Jerry J. Butler	Aye
J. Dave Allen	Aye
Eddie Dean	Aye
Pete J. Elliott	Aye

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James L. Arrington, Chairman

Madison County Board of Supervisors

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Lisa A. Robertson, County Administrator  
And Clerk to the Board

Date Adopted by the Board: September 13, 2011

Copies: James L. Arrington, Jerry J. Butler, J. Dave Allen, Eddie Dean,  
Pete J. Elliott, V. R. Shackelford, III & Constitutional Officers

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