

**Board of Supervisors**

Robert "Bob" Thomas, Jr., Chairman  
Laura A. Sellers, Vice Chairman  
Meg Bohmke  
Jack R. Cavalier  
Wendy E. Maurer  
Paul V. Milde, III  
Gary F. Snellings

C. Douglas Barnes  
Interim County Administrator

Infrastructure Committee  
AGENDA

October 4, 2016 @ 1:30 p.m.  
ABC Conference Room, Second Floor

**Committee Members:** Paul Milde, III, Chairman; Laura Sellers; Jack Cavalier

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Agenda Item	
	Introduction ❖ Welcome
1.	Stafford Courthouse Space Needs Study Update
2.	Groundwater Discussion
3.	Jeff Rouse Swim and Sports Center Operational Update (Eastern Sports Management)
4.	Stafford Regional Airport Hanger Expansion
5.	Next Meeting - November 1, 2016
	Adjourn



# Space Needs Study and Facilities Master Plan for Courts Update

October 4, 2016

## Project Scope

The Project consists of identifying the twenty-year space needs of those functions currently housed in the Stafford County Courthouse located at 1300 Courthouse Road, Stafford, VA, 22555, conduct a security analysis of the existing facilities, with the assistance of the National Center for State Courts and developing a Facilities Master Plan for meeting those needs.

1. Space needs assessment – completed – summary and methodology attached
  - Work with Courts staff to identify needs
  - Compare with case load projections to verify assumptions
2. Facilities Master Plan –
  - Perform site evaluation of possible sites
  - Develop up to three alternative conceptual designs (with site plan layout) to meet the twenty-year space needs. (Proposed Alternatives attached for Committee input)
  - Prepare budget estimates for the three alternatives
  - Finalize the Facilities Master Plan and the conceptual floor plans and elevations and prepare a final report.
3. Security Assessment with assistance by the National Center for State Courts (NCSC)
  1. On site assessment is scheduled for October 13 and 14
  - \* This is not the same assessment as that conducted by the Department of General Services to identify compatibility with the Courthouse Guidelines

## Considerations

- Option 1 considers a full 20 year buildout on a new campus across Courthouse Road. This would include a larger upfront capital expense, but would reduce overall costs compared to a stepped approach
- Option 2 considers using the space north of the current parking lot and expansion into the old jail site– this would require a parking garage, which would be expensive and may not be able to fit on the site

- Option 3 considers a staged approach, building a portion of the ultimate campus with a plan that is expandable in the next 5-10 years. This option requires several components of the ultimate buildout such as holding cells and common areas.

### **Next Steps**

- Feedback from the Committee on the options identified for further study
- Proceed with conceptual design of three proposed alternatives
- Security assessment will be conducted on October 13 & 14

## SPACE NEEDS - STAFFORD COUNTY COURTS

SUMMARY	CURRENT SPACE & PERSONNEL*		CURRENT NEEDS**		2021 NEEDS		2026 NEEDS		2036 NEEDS		ADDITIONAL SQUARE FOOTAGE NEEDED BY 2036	
	NET SQ FT (NSF)	PERS	PERS	NSF	PERS	NSF	PERS	NSF	PERS	NSF	NET SQ FT (NSF)	GROSS SQ FT (GSF)
CIRCUIT COURT	16,570	8	10	27,017	14	27,317	19	34,046	25	40,666	+24096	+37071
CIRCUIT COURT CLERK	8,025	20	20	8,390	24	8,723	30	9,315	34	9,647	+1622	+2496
GENERAL DISTRICT COURT	6,715	3	3	14,615	3	14,615	4	19,480	4	19,480	+12765	+19638
GENERAL DISTRICT COURT CLERK	3,040	11	11	4,073	14	4,616	15	5,196	22	6,457	+3417	+5258
J&DR COURT	4,310	2	3	16,757	5	17,273	6	21,383	7	24,803	+20493	+31528
J&DR COURT CLERK	2,745	12	12	3,757	18	4,427	21	5,017	24	5,595	+2850	+4385
SHERIFF - COURT SECURITY	1,290	26	41	5,583	41	5,583	50	6,555	56	6,576	+5286	+8133
BEACH HEAD OFFICES	740			1,959		1,959		1,959		1,959	+1219	+1876
BUILDING SUPPORT				945		945		945		945	+945	+1454
TOTAL PERSONNEL / NSF	43,435	82	100	83,095	119	85,457	145	103,895	172	116,128	72,693	113,785
CURRENT GROSS SQ FT ***	64,873											
REQUIRED GROSS SQ FT				127,839		131,472		159,838		178,658		

732 parking spaces reqd based on 4.1/1000

Required gross square footage calculation above is determined using an efficiency of 65%.

\* CURRENT SPACE AND PERSONNEL indicates the amount of NSF (net square feet) currently occupied by a department with its current staff. The current staffing level indicated is the number of personnel currently staffing the department which needs to be housed in its space. It does not account for any current staffing deficiencies or excesses.

\*\* CURRENT NEEDS NSF indicates the amount of NSF (net square feet) required to meet the needs of the current staff based on appropriate space standards. The difference between CURRENT NEEDS NSF and CURRENT SPACE NSF is the deficiency or excess of space for the current staff.

\*\*\* Existing building approximately 67% efficient

## HOW SPACE NEEDS WERE DETERMINED

Court facility space needs cannot be determined solely by analysis of case filing statistics and corresponding estimates of staffing levels. In order to more fully understand the amounts and types of spaces needed now and in the future for each function, the consultant team distributed questionnaires to representatives of the Courts, the Clerks' offices, and the Sheriff. The questionnaires addressed issues that have an impact on the type and amount of space required for the effective daily operation of each function.

After reviewing the questionnaire responses, the consultant team individually interviewed representatives of each court function in person and toured the space currently allocated to each function. The information thus gathered was considered along with the State Supreme Court supplied statistical data and projections, and a detailed assessment of anticipated space needs for each function was developed by the consultant team. The resulting tabulation of space needs includes not only courtrooms and staff office space, but also the various support spaces such as file and equipment space, meeting space, customer service areas, and other spaces required to meet anticipated needs in 2021, 2026, and 2036. The existing court facilities do not meet the current space needs of many court functions in either quality or quantity, so the space needs analysis addresses not only additional space required for future growth, but also additional space needed immediately to address current deficiencies.

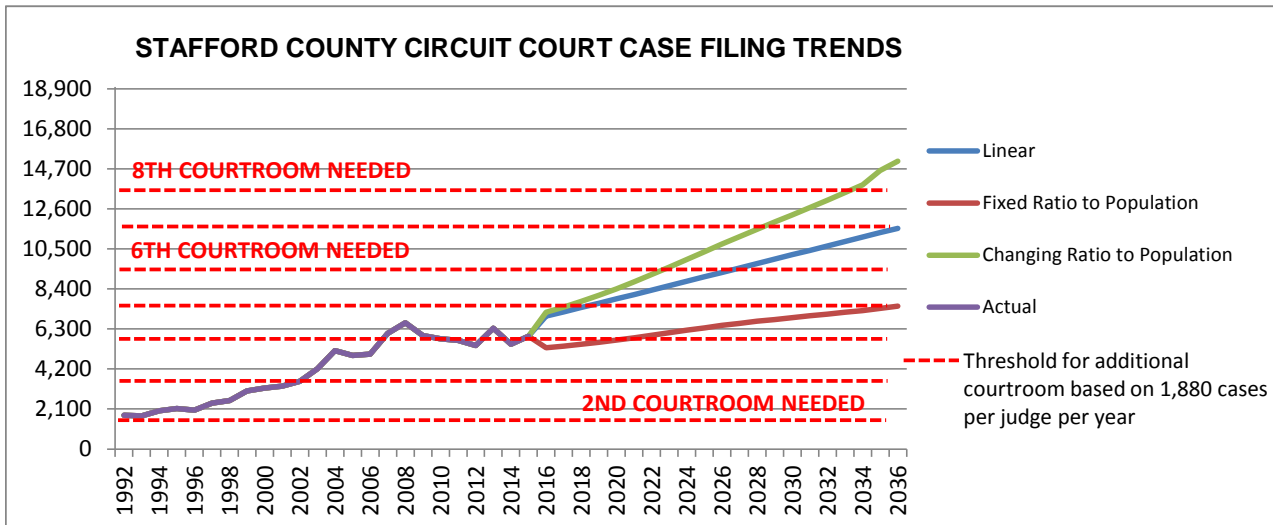
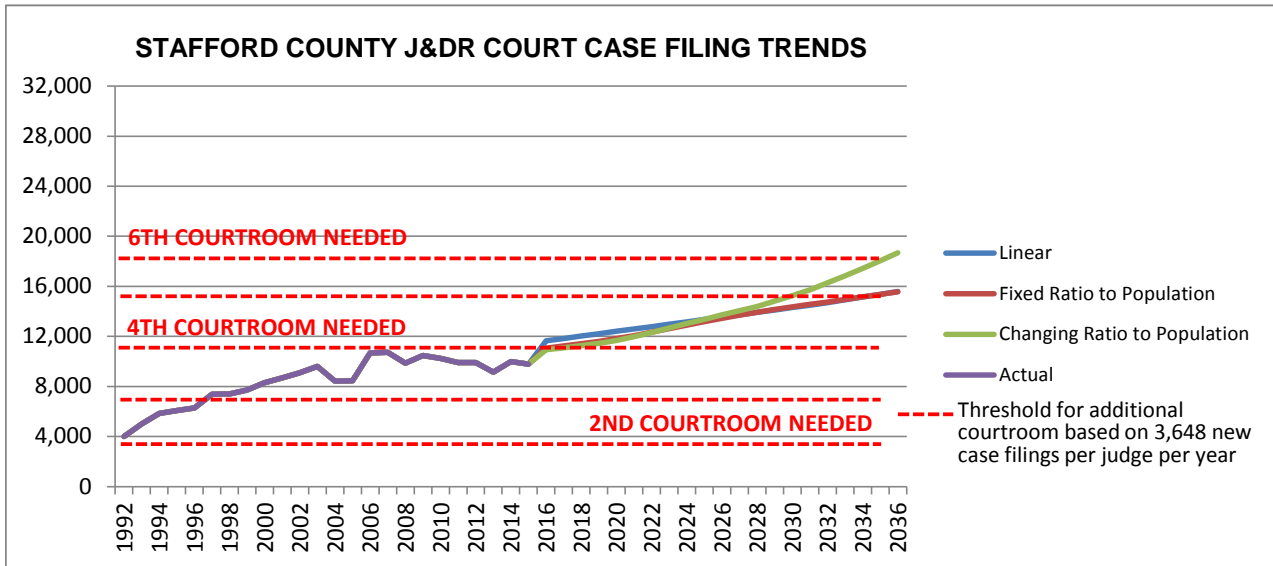
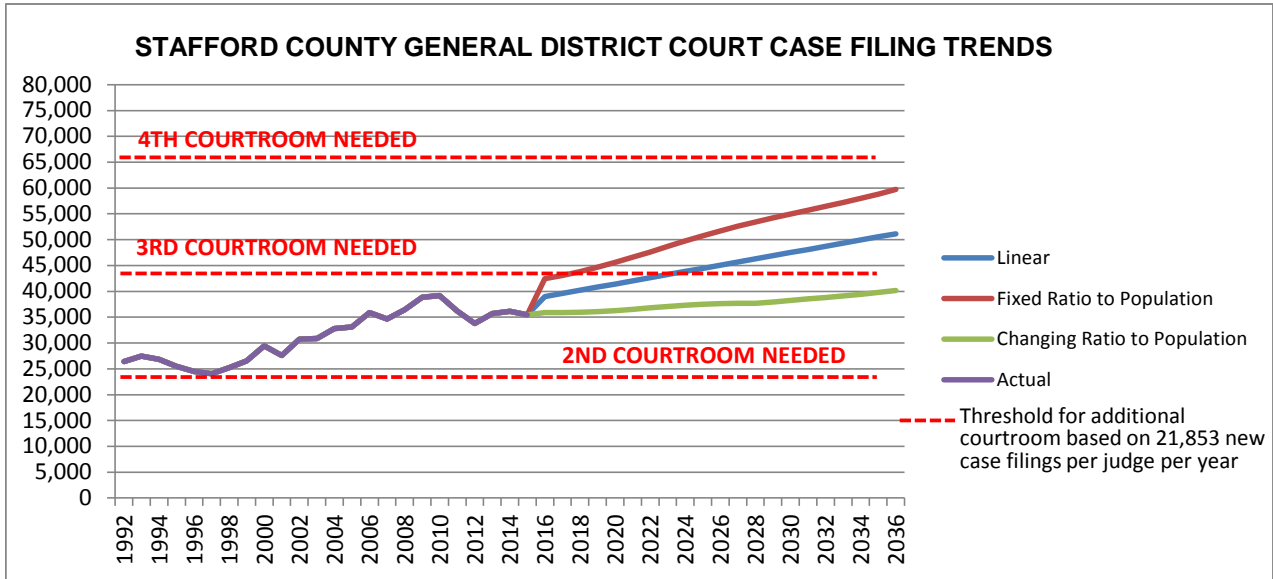
The sizes of each type of space were quantified by applying consistent standards based on the Virginia Courthouse Facility Guidelines and the study team's experience with numerous court facility planning and design projects. All of the standards fall within a range that is appropriate for Stafford based on comparison with court facility construction in other localities around Virginia in recent years. The space standards that were used are listed at the end of the Space Needs document.

Once the individual size requirements for each space were determined and totaled, an internal circulation factor was applied to account for the space needed for aisles and internal corridors connecting offices, courtrooms, and other spaces. The internal circulation factor selected varies for different functions based on the consultant's experience with actual space layouts for similar functions in other localities. Application of this factor yields a **departmental net area** requirement for each court function. Only by developing detailed space layouts for each function can the actual departmental net areas required be precisely determined. However, the factors utilized reflect reasonable expectations about space utilization efficiency and provide an appropriate degree of accuracy for planning.

Departmental net areas do not include spaces shared by all functions housed in a building, such as public toilets, public corridors, mechanical equipment space, stairs, elevators, and structural components that are required in every building. When an estimate for the combined area of such spaces is added to the combined departmental net area of all functions, the estimated **gross building area** is determined. The gross building area is the total area of the entire building, and is of course larger than the combined departmental net area. It is the gross building area that is used to estimate building construction costs when a "per square foot" estimating methodology is employed.

An estimated **building efficiency factor** (the ratio of combined departmental net area to gross building area) of 65% was used for this analysis. The actual gross building area needed is dependent on many variables, and will be refined when conceptual design studies are prepared later in the study process.

## Court Room Recommendations based on Court Case Trends



# MOSELEYARCHITECTS

September 30, 2016

## **CONCEPT NARRATIVES - STAFFORD COUNTY COURTS COMPLEX**

### **CONCEPT 1**

Build a single Judicial Center, for the 20 year space need, for all functions. Locate the facility on county owned/ county acquired parcels across Courthouse Road from the Public Safety Building,

#### Judicial Center

- Approx 178,000 square feet, three stories, approx 59,000 SF footprint.
- Approx 730 total parking spaces

### **CONCEPT 2**

Build a new Circuit Court building and parking structure for the 20 year space need. Locate the facility on the Tignor Building property at the existing Government Center.

#### Circuit Courts Building

- Approx 88,000 square feet, two stories with partial basement, approx 44,000 SF footprint.
- Approx 360 total parking spaces required. Assume 120 surface space and 240 in parking structure. 240 spaces x 425 SF per space = approx 102,000 SF parking structure, three stories, approx 35,000 SF footprint

Build an addition to the existing Courthouse and renovate the entire building, to create a General District and J&DR Courts building for the 20 year space need.

#### General District & J&DR Courts Building

- Build approx 35,000 square foot, three story addition to existing courthouse
- Perform phased renovations to the existing courthouse, approx 65,000 square feet
- Build parking structure to increase current courts-dedicated parking space count from 266 existing spaces to approx 405 parking spaces. 140 spaces x 425 SF per space = approx 59,500 SF parking structure, two stories, approx 30,000 SF footprint

### **CONCEPT 3**

Achieve Concept 1 in two phases. Initially build for 5 Circuit courtrooms, 3 General District courtrooms, and 4 J&DR courtrooms, along with support infrastructure for the 20 year space need. Locate the facility on county owned/ county acquired parcels across Courthouse Road from the Public Safety Building. Second build adds 6th Circuit courtroom, 4th General District courtroom, and 5<sup>th</sup> & 6th J&DR courtrooms.

#### Phase 1

- Approx 149,000 square feet, three stories, approx 49,500 SF footprint.
- Approx 610 parking spaces

#### Phase 2

- Approx 29,000 square feet, comprised of a courtroom wing addition and an office wing addition.
- Approx 120 additional parking spaces

## SPACE NEEDS - STAFFORD COUNTY COURTS

SUMMARY	CURRENT SPACE & PERSONNEL*		CURRENT NEEDS**		2021 NEEDS		2026 NEEDS		2036 NEEDS		OPTION 3 Phase I	
	NET SQ FT (NSF)	PERS	PERS	NSF	PERS	NSF	PERS	NSF	PERS	NSF	PERS	NSF
CIRCUIT COURT	16,570	8	10	27,017	14	27,317	19	34,046	25	40,666	19	34,046
CIRCUIT COURT CLERK	8,025	20	20	8,390	24	8,723	30	9,315	34	9,647	34	9,647
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J&DR COURT	4,310	2	3	16,757	5	17,273	6	21,383	7	24,803	5	17,273
J&DR COURT CLERK	2,745	12	12	3,757	18	4,427	21	5,017	24	5,595	24	5,595
SHERIFF - COURT SECURITY	1,290	26	41	5,583	41	5,583	50	6,555	56	6,576	56	6,576
BEACH HEAD OFFICES	740			1,959		1,959		1,959		1,959		1,959
BUILDING SUPPORT				945		945		945		945		945
TOTAL PERSONNEL / NSF	43,435	82	100	83,239	119	85,601	145	103,895	172	116,128	163	97,258
CURRENT GROSS SQ FT ***	64,873											
REQUIRED GROSS SQ FT				128,060		131,694		159,838		178,658		149,627

Required gross square footage calculation above is determined using an efficiency of 65%.

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\*\*\* Existing building approximately 67% efficient





# MEMORANDUM

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## Department of Planning and Zoning

To: Infrastructure Committee

From: Jeffrey A. Harvey  
Director of Planning and Zoning

Date: October 4, 2016

SUBJECT: ***Groundwater Issues***

### Background:

Recently the Board has heard concerns from residents in the Mount Olive Road area about the availability of groundwater resources for their private wells. Residents are concerned about well recharge rates and potential impacts of a new subdivision being constructed in the area. Some residents have requested the Board to consider numerous changes to our subdivision ordinance relative to the cluster provisions, timing of well completion, and updating a groundwater study. The Board directed staff to examine this matter and report back to the Infrastructure Committee.

The County has completed three previous studies related to groundwater, as follows: Comprehensive Water Supply Study (1991); Ground Water Supply Study (1994); and most recently, the Groundwater Management Plan (2004). In addition, there are private, more localized investigations of County groundwater resources, although these efforts predate the 2004 County-wide study. Details on the most recent effort follow.

### Groundwater Management Plan:

The Groundwater Management Plan (Plan) was adopted as an element of the Comprehensive Plan in 2004. During the years 2001 through 2003, Virginia experienced a sustained drought. In 2004, the Board decided that a groundwater management plan for the county was to be completed. Draper Aden Associates (DAA) was engaged as our consultant for this effort. The objective was to evaluate the characteristics of our groundwater resource, quantify the current and projected use of this resource, and recommend management strategies to protect both quality and quantity of groundwater resource. The DAA used Virginia Department of Health logs from single family wells as its primary data source. Additionally, the DAA incorporated information from USGS studies (R. B. Mixon et. al., 1989) and the County groundwater studies of 1991 and 1994 referenced above, among other resources.

In terms of groundwater quantity for the County, the plan estimates the capacity to be between 31 and 43 million gallons per day (mgd) County-wide. That includes both the Piedmont and Coastal Plain aquifers. While there is no definitive estimate for sustainable groundwater yield for the Piedmont aquifer in Stafford, a very rough estimate included in the Plan indicate that 6 mgd may be a reasonable estimate for this area. Using an estimate of 5,652 homes using wells in the Piedmont area of Stafford, and applying the 220 gallons per dwelling per day calculated for residential water customers within the public utility service area, we estimate approximately 1.24 mgd is presently using this resource.

A projection was also made for peak groundwater usage in 2012 based on a projected county population of 167,300. The peak usage ranged from 4.43 to 7.45 million gallons per day for both agricultural and residential usage. The current population is estimated to be approximately 142,000 which is significantly less than the projected population for the year 2012.

The Plan noted that Stafford County has three distinct geologic zones: Piedmont, Fall (or Coastal Plain Aquifer recharge Zone) and the Coastal Plain system. The Piedmont is generally to the west of I-95, whereas Coastal Zone is to the east of I-95. The recharge zone runs along the fall line and spreads as far as 2,000 feet west and 1 mile east of Fall line as identified in the Figure 8 of the study (attached). In general, the groundwater systems are unique and distinct for the three geological zones.

The Piedmont system is dependent upon fractured bedrock for groundwater recharge and well. Groundwater in the Piedmont area tends to be plentiful where wells intersect the fracture zones (Attachment 2). However, wells that are developed outside of the fracture zones are likely to experience low-yields, especially during dry and excessively dry periods. Shallower bored wells are vulnerable to deep well pumping in the region. Water quality can be highly variable over small geographic areas.

The Coastal Plain system features alternating layers of sands, gravels and clays. Deep wells usually provide generous flows and are less susceptible to variance during periods of droughts. However, deep wells may be affected by other deep wells nearby that draw from the same aquifer. Shallow wells are susceptible to interruptions during times of drought because the surface aquifer is the primary source of recharge for shallow wells. In areas adjacent to estuaries of the Potomac River there may be elevated levels of sodium due to influence of salt water, although that risk is considered minimal. In specific regions, there may be naturally occurring level of iron and fluoride. Saltwater, iron and fluoride concentrations may require treatment before water is potable for human consumption.

The Coastal Plain Aquifer Recharge Zone (Fall Zone) is an area where the Coastal Plain aquifers slope upward to intersect the surface. Shallow wells in the Fall Zone have characteristics similar to those of the Coastal Plain while deep wells have characteristics similar to those in the Piedmont. The Fall Zone is where the majority of recharge for the Coastal Plain takes place. It is also more vulnerable to degradation by surface contamination.

#### Recent Development:

Since the Groundwater Management Plan was completed in 2004, the County has experienced substantial growth. The County estimates that the overall number of housing units has increased from 38,427 in 2004 to 50,424 in 2015. The majority of those 12,000 homes were built within the County's Urban Services Area (USA) where use the public water supply is required. During that time period, 1,463 lots were authorized to be created outside of the USA (522 Coastal Plain and 941 Piedmont). Of those, staff estimates that 824 were constructed (303 Coastal Plain and 521 Piedmont). The total estimated number of houses on wells in the Piedmont area is 5,652.

#### Geology in the Mount Olive Road Area:

The Mount Olive Road area of the County is located within the Piedmont geological area, and residential wells utilize the Piedmont aquifer. While bored wells approximately 60' deep were common before 1990, currently deep wells are usually drilled to obtain water from fractures in the underlying bedrock rather than bored wells in the shallow soil layer. Fractures are not uniform. Access to water will vary based on the size and depth of the fractures. The Groundwater Management Plan includes maps that show the general location of faults within the Piedmont. It may be presumed that wells that tap into fractures along those faults may have relatively high yields. Some areas may have very low well yields. In 1988 the Culpeper Stone Company had proposed to develop a rock quarry along Long Branch Creek and Poplar Road. The application made reference to little impacts of groundwater intrusion in the proposed quarry site. The quarry application was ultimately denied by the Board in 1990 due to traffic impacts and citizen concerns. The proposed quarry site was in the location of the current Long Branch neighborhood. The proposed location of the Culpeper Stone Quarry was similarly situated to the current location of the Vulcan Quarry on Garrisonville Road. Both locations were on plateaus with steep hillside areas sloping down towards the south bank of a major creek. This description is characteristic of properties located on the north side of Mount Olive Road and south of Long Branch Creek.

Due to the geology of the aquifer in the Mount Olive Road area, there is a wide variability of yields from wells in close proximity. For example, one residence has reported 5 wells with no yield or very low yield on a single 4.5 acre parcel,

while across the street there are two wells tested at 10 gallons per minute (gpm) each. A well just north of the problem parcel has tested a well at 60 gpm. This degree of variability demonstrates the difficulty in predicting well yields in the Piedmont aquifer.

Authority to Regulate Groundwater Withdrawals:

Currently Stafford County does not have the state enabling authority to require wells be drilled and quantity tested for water volume in advance of a building permit being issued. As noted above, VDH regulates residential groundwater use, and therefore the issuance of construction permits for wells. Prior to the County issuing an occupancy permit, VDH must verify that wells meet minimum requirements for water quantity and quality. The standard for minimum quantity is that all wells must be able to pump at least 3 gallons of water per minute. For wells that do not meet that standard, there must be at least 150 gallons of water storage for every bedroom in the house. This water storage requirement is often met within the well casing. VDH officials were advised of one location in the County (along Mount Olive Road) where storage tanks with a total of 240 gallons of capacity were used to meet the minimum storage requirement.

In the case of low-flow wells such as those noted in the Mount Olive Road area, those wells also will have a slow recharge rate. Once the water storage is depleted, the slow recharge rate means that several hours may transpire before the water level is built back up in the well to accommodate substantial water usage. For houses with low-flow wells, use of water storage tanks may help to alleviate some of the timing problems between water usage and recharge of well water.

Conversations with VDH indicate there are localized problems with adequate well yields in the areas near Mount Olive Road and Poplar Road. Beyond these two localized areas, no other areas in the County were reported to have problems meeting minimum standards for well yields using deep well construction. Shallower bored wells are more frequently reported with problems, particularly during extended dry periods.

Recommendations:

The Groundwater Management Plan had the following recommendations for code amendments:

- i. Require conditional use permits for all proposed land uses within the Fall Zone to require adequate groundwater recharge methods and minimize surface contamination due to industrial accidents.
- ii. Require conditional use permits for new wells to be drilled within a prescribed radius of 1,000 feet from existing and proposed community water supply wells
- iii. Performance of hydrogeological testing and modeling of proposed groundwater withdrawals equal to or greater than 300,000 gallons per month. This would include residential subdivisions with more than 25 lots.

Whereas the County has no current plans to use groundwater for public water supply purposes, and there are no private community wells currently in use or planned, and no proposals for new single point groundwater withdrawals in excess of 300,000 gallons per month, these recommendations have not been directly implemented. County and state stormwater management regulations were adopted to require groundwater infiltration measures.

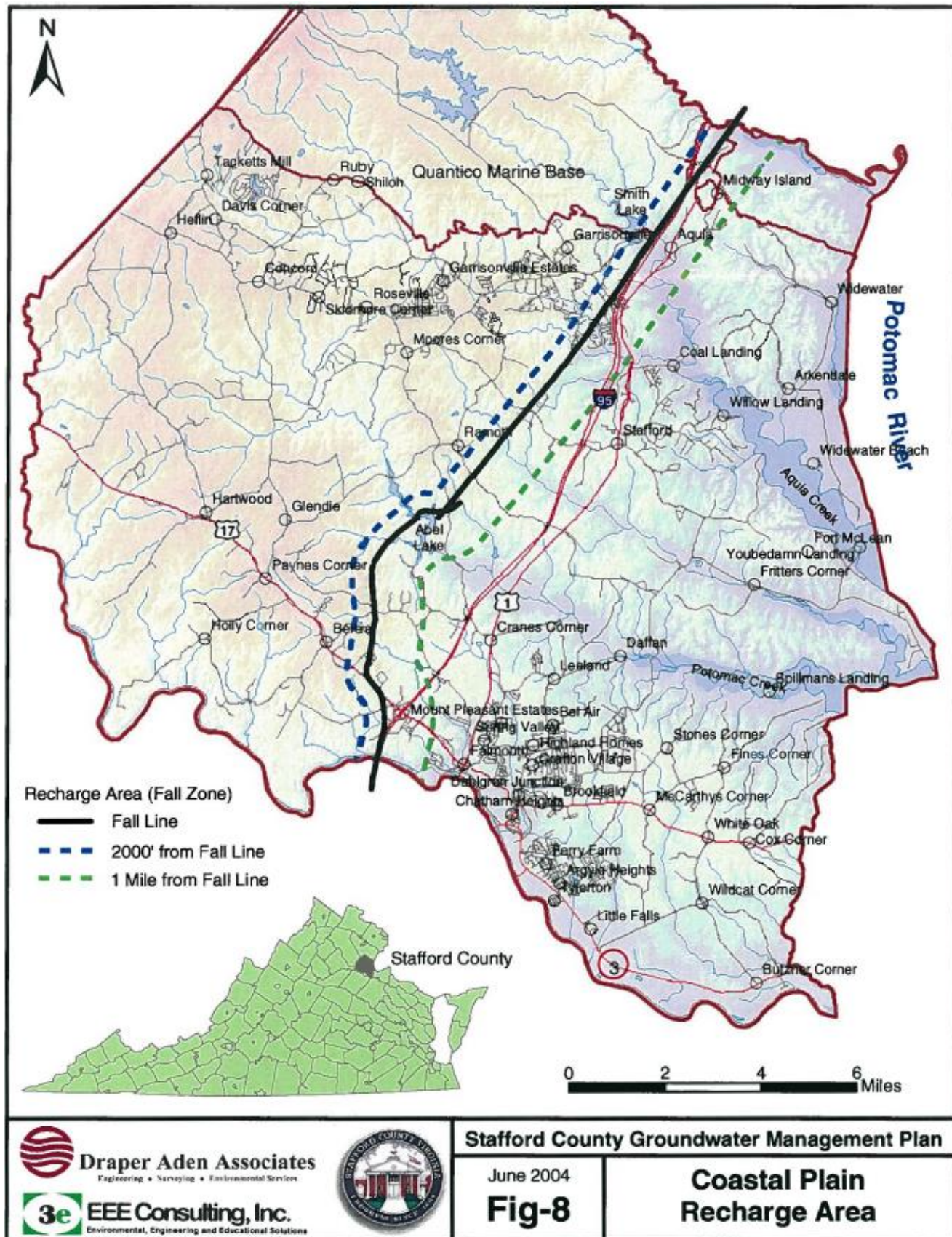
Recommendations for individual home owners with low-yield wells can include:

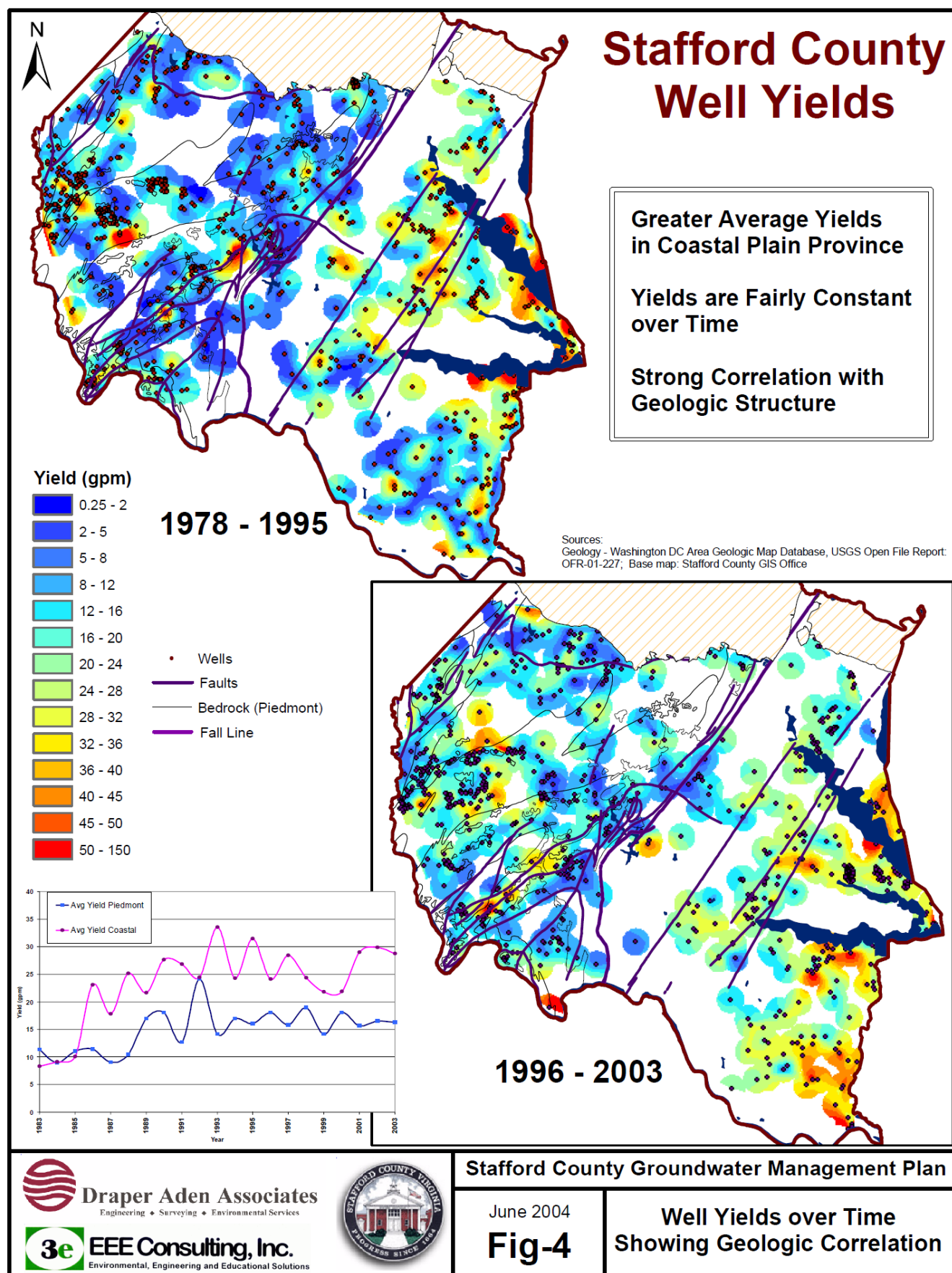
- use of water saving fixtures in the house
- use of rain barrels or cisterns to capture rainwater for outside watering
- Use of water storage tanks to help alleviate timing of well water recharge relative to water usage

JAH:

Attachments (3)





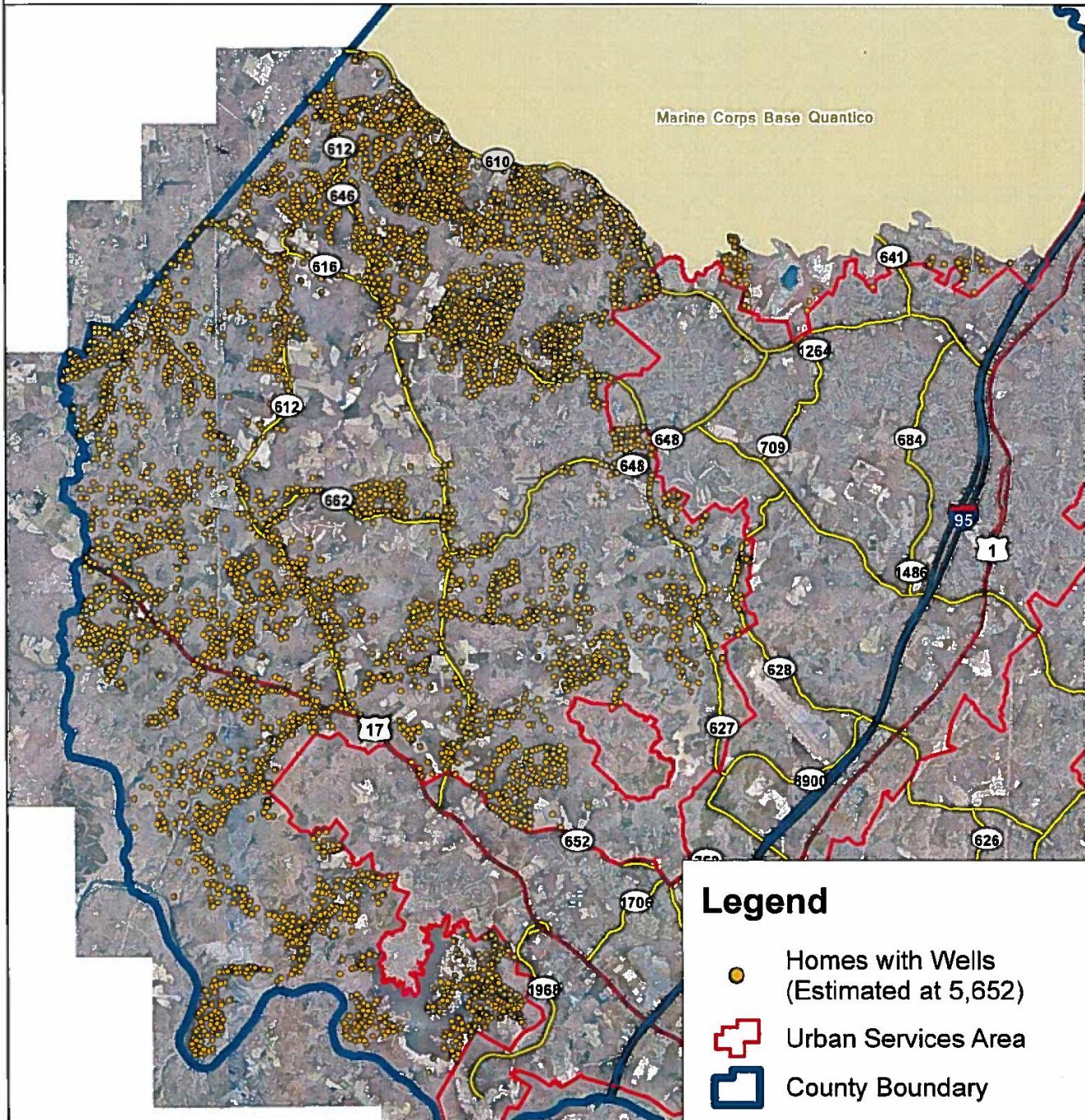






# Homes with Wells in Piedmont Geologic Area

Produced by the Stafford County GIS Office  
540-658-4033 | [www.StaffordCountyGIS.org](http://www.StaffordCountyGIS.org)



Coordinate System: NAD 1983 HARN StatePlane Virginia North FIPS 4501 Feet  
Produced: 9/27/2016  
MXD Path: \\srv16\gisdata\users\gis\Brad\Planning\WellsPiedmont\WellsPiedmont.mxd  
Data layers are compiled from various sources and are not to be construed or used as a "legal description." Data layers are believed to be accurate, but accuracy is not guaranteed.

0 1 2 4 Miles



Jeff Rouse Swim and Sports  
Center Operational update  
(Materials will be provided at the meeting)



**BOARD OF SUPERVISORS**  
**Agenda Item**

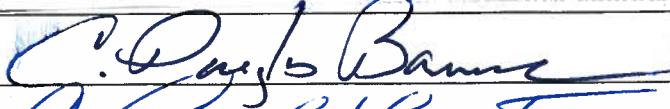


<b>Meeting Date:</b>	October 4, 2016
<b>Title:</b>	Consider Amending and Restating the 2012 Memorandum of Understanding with the Stafford Regional Airport Authority
<b>Department:</b>	County Administration
<b>Staff Contact:</b>	Keith Dayton, Deputy County Administrator
<b>Board Committee/ Other BACC:</b>	Infrastructure Committee
<b>Staff Recommendation:</b>	N/A
<b>Fiscal Impact:</b>	See Background Report
<b>Time Sensitivity:</b>	See Background Report

**ATTACHMENTS:**

1.	Background Report	5.	SRAA Letter Dated September 18, 2016
2.	Proposed Resolution R16-309	6.	SRAA Financing Breakdown
3.	SRAA Letter Dated August 2, 2016	7.	Amended and Restated MOU
4.	2012 Memorandum of Understanding		

	<b>Consent Agenda</b>		<b>Other Business</b>		<b>Unfinished Business</b>
	<b>Discussion</b>		<b>Presentation</b>		<b>Work Session</b>
X	<b>New Business</b>		<b>Public Hearing</b>		<b>Add-On</b>

**REVIEW:**

X	County Administrator	
X	County Attorney	
X	Finance and Budget	

<b>DISTRICT:</b>	Hartwood
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### **BACKGROUND REPORT**

The Stafford Regional Airport Authority (SRAA) Chairman, Hamilton Palmer, contacted the Chairman of the Board of Supervisors by letter dated August 2, 2016 (Attachment 3), to request modifications to the 2012 Memorandum of Understanding (MOU) (Attachment 4) between the SRAA and Stafford County. The letter also requested the Board waive outstanding water and sewer connection and pro rata fees, and accelerate water system improvements planned for the Centreport Area.

The SRAA is proposing to directly finance a new 15,000 to 22,000 square foot hangar for maintenance and overnight storage of aircraft. The SRAA feels that the return of 55% of total revenues from ground leases would hamper their ability to secure a commercial loan, and that the payment of 55% of total revenues is excessive for a facility financed directly by the SRAA. The SRAA maintains that an appropriate rate of return for the County is 55% of the net revenues for the proposed new hangar.

This matter was considered at the September 7, 2016 Infrastructure Committee meeting where it was pointed out to the SRAA representatives that the Board did not have the authority to waive utility fees, but that the Board could consider paying the fees directly on behalf of the SRAA. It was further noted that funds for this were limited, and that a compelling case would have to be presented by SRAA for the Board to consider funding the estimated \$143,700 in utility fees. Committee members expressed some support for modifying the repayment calculation for this facility, although there were questions about the financing previously obtained by the SRAA, the liability of the County for this financing, and the status of payment for the Airport Terminal loan relative to a subsequent loan for the proposed hangar.

The SRAA responded to these concerns in their September 18, 2016 correspondence (Attachment 5), and provided a list of all financing obtained by the SRAA (Attachment 6) with the outstanding loan balance for each.

The SRAA has requested further consideration of their request by the Infrastructure Committee at the October 4, 2016 meeting, to modify the MOU to provide 55% of net revenues from the proposed new hangar financed and operated by the SRAA towards repayment of the terminal loan. Staff has provided an amended and restated MOU for the Board's consideration. If approved and executed, this amended and restated MOU would replace the 2012 MOU.

PROPOSED

BOARD OF SUPERVISORS  
COUNTY OF STAFFORD  
STAFFORD, VIRGINIA

RESOLUTION

At a regular meeting of the Stafford County Board of Supervisors (the Board) held in the Board Chambers, George L. Gordon, Jr., Government Center, Stafford, Virginia, on the 4th day of October, 2016:

MEMBERS:

Robert "Bob" Thomas, Jr., Chairman  
Laura A. Sellers, Vice Chairman  
Meg Bohmke  
Jack R. Cavalier  
Wendy E. Maurer  
Paul V. Milde, III  
Gary F. Snellings

VOTE:

On motion of , seconded by , which carried by a vote of , the following was adopted:

A RESOLUTION AUTHORIZING THE INTERIM COUNTY  
ADMINISTRATOR TO EXECUTE AN AMENDED AND RESTATED  
MEMORANDUM OF UNDERSTANDING WITH THE STAFFORD  
REGIONAL AIRPORT AUTHORITY

WHEREAS, the Stafford Regional Airport Authority (SRAA) is proposing to seek commercially available financing for a proposed new hangar at the Stafford Regional Airport to allow it to operate a maintenance facility and lease overnight hangar spaces for visiting aircraft; and

WHEREAS, the current Memorandum of Understanding (MOU) between the County and the SRAA, establishing the requirements for repayment of the loan by the SRAA to the County for construction of the airport terminal, contains provisions that will impede the SRAA's ability to obtain financing for the proposed hangar; and

WHEREAS, the current MOU requires that the SRAA reimburse the County with 55% of the total revenues from the new Corporate Aviation Hangar Facilities; and

WHEREAS, amending and restating the current MOU to allow reimbursement to the County with 55% of the net revenues from new hangar facilities financed and operated by the SRAA is equitable; and

WHEREAS, an Amended and Restated Memorandum of Understanding will allow the SRAA to obtain financing for the new hangar facilities and provide the County with an equitable rate of return in the repayment of the terminal loan;

NOW, THEREFORE, BE IT RESOLVED by the Stafford County Board of Supervisors on this the 4th day of October, 2016, that it be and hereby does authorize the Interim County Administrator to execute an Amended and Restated Memorandum of Understanding with the Stafford Regional Airport Authority.



August 2, 2016

Mr. Robert "Bob" Thomas  
Chairman, Stafford County Board of Supervisors  
1300 Courthouse Rd.  
Stafford, VA 22554

SUBJECT: Expansion Plans for Stafford Regional Airport

1. Stafford Regional Airport Authority (SRAA) intends to commercially finance and build a 15,000 to 22,000 square foot hanger to provide space for an aircraft maintenance facility as well as overnight, protected parking for business aircraft that frequent our airport and interim space for corporate aircraft wishing to permanently relocate at Stafford. Neither capability currently exists, and it is believed that establishing these services will encourage greater use of our facilities, generate additional revenue, and attract additional private sector investment at the airport.
2. As the governmental entity serving Stafford County, Prince William County and the City of Fredericksburg, SRAA does not exist to produce a profit distributed to investors. Currently, our primary source of income is the sale of aircraft fuel. All funds derived from these sales, less expenses, are used to pay down loans for existing infrastructure and current operating expenses. It should be noted that our focus has been to enhance the attractiveness of Stafford airport as a magnet for corporate investment; consequently, we have out of financial necessity deferred setting aside funds for the inevitable depreciation and replacement of our existing capital assets.
3. We intend to first seek alternative financing for the proposed hanger construction loan versus a moral obligation commitment from any jurisdiction that is represented by SRAA. This will necessitate commercial financing at a rate higher than that which would be available to us if a moral obligation was forthcoming from one or more jurisdictions. Given this assumption, our financial analysis indicates construction of the proposed hanger will likely be financially possible if three of the following conditions can be met:
  - a. SRAA, as the hanger owner, is exempted from paying fifty-five percent (55%) of the gross income derived from hanger fees (only on hangar's owned by SRAA) as repayment for the terminal construction loan. This is necessary to permit the anticipated revenue stream from hanger clients to cover the cost of the hanger construction loan.
  - b. Stafford County utility connection fees for water and sewer hookups, estimated to be nearly \$200,000 for the Airport, are waived. Failure to do so would force SRAA to finance the hookup fees and increase the overall cost for construction.

- c. Stafford County will accelerate the planned water system improvements to provide sufficient water pressure for fire and sprinkler protection at Stafford Airport and specifically for this large hanger.
4. It is well known that Stafford Regional Airport produces a substantial economic benefit for the citizens of this region, both from jobs generated by its presence and the funds expended in the course of its operation. What is probably less well known is that the majority of its infrastructure has been funded by Federal and State grants and loans, loans that are the fiscal responsibility of SRAA. When we receive final approval to begin design and construction of our runway extension, an improvement that will be critical to the long-term potential of this airport, SRAA will be responsible for funding the 2% locality cost in addition to the 90% Federal and 8% State shares of the estimated \$12Million cost for the extension. Construction of the proposed hanger, with assistance from Stafford County as outlined in paragraph 3. above, will better posture us to meet those future obligations by increasing the attractiveness of Stafford Airport for corporate investment and by demonstrating community commitment to its growth.

SRAA would be happy to provide any information you or the Board of Supervisors might require. We look forward to your support in this matter.

Sincerely,



Hamilton G. Palmer, Chairman  
Stafford Regional Airport Authority

**Board of Supervisors**

Susan B. Stimpson, Chairman  
 Cord A. Sterling, Vice Chairman  
 Jack R. Cavalier  
 Paul V. Milde, III  
 Ty A. Schieber  
 Gary F. Snellings  
 Robert "Bob" Thomas, Jr.

Anthony J. Romanello, ICMA-CM  
 County Administrator

MEMORANDUM OF UNDERSTANDING  
 BETWEEN  
 COUNTY OF STAFFORD, VIRGINIA  
 AND  
 STAFFORD REGIONAL AIRPORT AUTHORITY

This Memorandum of Understanding ("Memorandum") is made this 17th day of July, 2012, by and between the County of Stafford, Virginia, a political subdivision of the Commonwealth of Virginia ("County"), and the Stafford Regional Airport Authority, a public authority created pursuant to Section 5.1-31, *et seq.*, of the Code of Virginia, 1950, as amended ("SRAA") (SRAA and the County, together, the "Parties").

WHEREAS, SRAA requested a loan from the County in the amount of One Million Four Hundred Thousand Dollars (\$1,400,000) to assist in financing the construction of a terminal building at Stafford Regional Airport; and

WHEREAS, the Board of Supervisors of the County adopted Resolution R12-113 on May 15, 2012; and

WHEREAS, Resolution R12-113 budgets and appropriates funds not to exceed One Million Four Hundred Thousand Dollars (\$1,400,000) from the FY2013 Transportation Fund for a loan to SRAA for construction of a terminal building at Stafford Regional Airport; and

WHEREAS, Resolution R12-113 authorizes the County Administrator to sign a Memorandum of Understanding with SRAA that reflects SRAA's commitment to repay the loan as soon as possible, with a minimum payment to the County of 55% of revenues from new commercial clients after the date of this Memorandum;

NOW, THEREFORE, the Parties bind themselves to this Memorandum for a loan from the County to SRAA in an amount not to exceed One Million Four Hundred Thousand Dollars (\$1,400,000) for the purpose of financing a portion of the construction cost for a terminal building at Stafford Regional Airport, and SRAA's repayment thereof (the "Terminal Construction Loan"), in accordance with the following terms and conditions:





1. SRAA has earmarked 55% of ground lease income from a corporate expansion site currently under negotiation with an existing corporate client to repay the August 2009 Moral Obligation support provided by the County in the amount of One Hundred Thirty-three Thousand Nine Hundred Fifty Dollars (\$133,950).
2. The Terminal Construction Loan funds will be disbursed by the County to SRAA over the course of construction of the terminal building in amounts to be determined and supported by the construction contractor's progress billings detailing the total amount paid and allocating funding between the Virginia Department of Aviation and the County. The County, in its sole discretion, may request any additional documentation that it deems necessary or appropriate.
3. The total amount of the Terminal Construction Loan shall not exceed One Million Four Hundred Thousand Dollars (\$1,400,000).
4. SRAA commits 55% of the ground lease revenues from new corporate or commercial clients of the Corporate Aviation Hangar Facilities acquired after the date of this Memorandum (the "New Clients"), and not including the existing client negotiating the ground lease referenced in paragraph 1 above, to the County to repay the Terminal Construction Loan.
5. SRAA shall commence repayment of the Terminal Construction Loan to the County promptly upon successful ground lease negotiations and receipt of lease payments from New Clients, and again, not including the existing client negotiating the ground lease referenced in paragraph 1 above.
6. SRAA payments to the County shall increase with each additional lease with New Clients at the stated rate of 55% of ground lease revenues received.
7. SRAA shall continue repayment to the County until the Terminal Construction Loan balance is retired in full. Nothing in this Memorandum shall prohibit SRAA, in its sole discretion, from (a) repaying the Terminal Construction Loan in full or in part at any time, or (b) committing a greater percentage than 55% of the ground lease revenues from New Clients to the County to repay the Terminal Construction Loan.

This Memorandum represents the entire understanding of the Parties with respect to this agreement and supersedes any prior agreements, whether written or oral. Any amendment or modification of this Memorandum must be in writing and signed by the Parties. This Memorandum shall be governed by the laws of the Commonwealth of Virginia. The Circuit Court of Stafford County, Virginia shall be the exclusive venue for any legal action related to this Memorandum.

[SIGNATURES ON FOLLOWING PAGE]

County of Stafford, Virginia:

  
Anthony J. Romanello  
County Administrator

7.12.12

Date


Stafford Regional Airport Authority:

  
Henry Scharpenberg  
Chairman

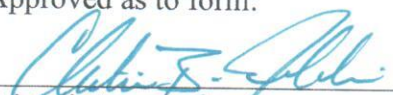
17 July 2012

Date

Approved as to form:

  
Stafford County Attorney's Office  
Printed Name: Alan F. Smith  
Title: Deputy County Attorney

Approved as to form:

  
Printed Name: Christian D. Franklin  
Counsel for Stafford Regional Airport Authority





September 18, 2016

Mr. Paul Milde, Chairman  
Stafford County Infrastructure Committee  
1300 Courthouse Rd.  
Stafford, VA 22554

Mr. Robert "Bob" Thomas  
Chairman, Stafford County Board of Supervisors  
1300 Courthouse Rd.  
Stafford, VA 22554

Via email to: [pmilde@staffordcountyva.gov](mailto:pmilde@staffordcountyva.gov)  
[bthomas@staffordcountyva.gov](mailto:bthomas@staffordcountyva.gov)

Dear Mr. Milde and Mr. Thomas,

The Stafford Regional Airport Authority (SRAA) appreciated the opportunity to brief the County Infrastructure Committee on September 7<sup>th</sup>. As a follow-up to the questions that were raised, I wanted to provide the following information:

First, as was discussed at the meeting, SRAA is seeking to modify the terms of the agreement enacted by Resolution R12-113 at the May 15<sup>th</sup>, 2012 Board of Supervisors meeting, specifically to add a sentence after "...minimum payment to the County of 55% of revenues from new commercial clients after the date of the MOU" that reads: *Additionally, a minimum payment to the County of 55% of **net** revenues will be assessed for new facilities that are built and operated by the SRAA after the date of the MOU.* This change would recognize the critical distinction between gross revenues on commercial enterprises (those for which the SRAA would receive a lease payment from a lessee) and net revenues for those facilities that are built and operated by the SRAA where no lease payment is required. This will allow SRAA to financially undertake public-private financing for infrastructure improvements, where SRAA is responsible for principal and interest for such financing.

Second, any loan obtained by SRAA from commercial lenders requires SRAA to assume ALL risk in the event of default. Stafford County would incur no legal responsibility for any default by SRAA to a commercial lender. Additionally, funds for repayment of the existing terminal loan, codified by R12-113, cannot be diverted by SRAA for any other purpose and would have to be paid before any subsequent commercial obligation of the SRAA. Finally, existing infrastructure loans from VRA to SRAA which were used for the building of T-Hangers, fuel farm, sewer and electrical power improvements are already guaranteed by the moral obligations of the three jurisdictions represented by SRAA. Attached is a summary of our current loan obligations and their status. Our financial profitability since the lowering of the aircraft tax in 2009 has made any default on these loans extremely unlikely.

Third, SRAA will be required to fund the locality portion (2%) of the cost of the runway extension. These projected costs and timing of these are as follows:

1. FY 18 – Runway permitting and mitigation – estimated SRAA share \$10,000.
2. FY 19 – Runway extension design - estimated SRAA share \$10,000.
3. FY 20 – Runway extension construction start - estimated SRAA share \$160,000.
4. FY 21 – Runway extension construction finish - estimated SRAA share \$80,000.

We believe these projected costs are manageable, given our current financial performance, as well as the anticipated economic benefit to be derived by construction of the proposed 22,500 Sq. ft. hanger. Please contact me if you have any questions.

Sincerely,



Hamilton G. Palmer, Chairman  
Stafford Regional Airport Authority

attachment

## Stafford Regional Airport Authority Financing Breakdown

[illegible]

**Board of Supervisors**

Robert "Bob" Thomas, Jr., Chairman  
 Laura A. Sellers, Vice Chairman  
 Meg Bohmke  
 Jack R. Cavalier  
 Wendy E. Maurer  
 Paul V. Milde, III  
 Gary F. Snellings

C. Douglas Barnes  
 Interim County Administrator

AMENDED AND RESTATED  
 MEMORANDUM OF UNDERSTANDING  
 BETWEEN  
 COUNTY OF STAFFORD, VIRGINIA  
 AND  
 STAFFORD REGIONAL AIRPORT AUTHORITY

This Amended and Restated Memorandum of Understanding ("Memorandum") is made this \_\_\_\_\_ day of \_\_\_\_\_, 2016, by and between the County of Stafford, Virginia, a political subdivision of the Commonwealth of Virginia ("County"), and the Stafford Regional Airport Authority, a public authority created pursuant to Section 5.1-31, *et seq.*, of the Code of Virginia, 1950, as amended ("SRAA") (the SRAA and the County, together, the "Parties").

WHEREAS, in 2012, the SRAA requested a loan from the County in the amount of One Million Four Hundred Thousand Dollars (\$1,400,000) to assist in financing the construction of a terminal building at Stafford Regional Airport; and

WHEREAS, the Board of Supervisors of Stafford County adopted Resolution R12-113 on May 15, 2012 authorizing a Memorandum of Understanding (MOU) between the SRAA and the County; and

WHEREAS, Resolution R12-113 budgets and appropriates funds not to exceed One Million Four Hundred Thousand Dollars (\$1,400,000) from the FY2013 Transportation Fund for a loan to SRAA for construction of a terminal building at Stafford Regional Airport; and

WHEREAS, Resolution R12-113 authorizes the County Administrator to sign a Memorandum with the SRAA that reflects the SRAA's commitment to repay the loan as soon as possible, with a minimum payment to the County of 55% of revenues from new commercial clients after the date of this Memorandum; and

WHEREAS, the County and the SRAA entered into the original Memorandum of Understanding on July 17, 2012 (2012 MOU); and

WHEREAS, the SRAA now desires to finance and operate a new hanger for aircraft maintenance and overnight aircraft storage under their ownership; and



WHEREAS, the Parties desire to amend and restate the 2012 MOU, pursuant to this Memorandum to provide a minimum payment of 55% of the net revenue from this and any subsequent new facility that is financed and operated by the SRAA, as further detailed below;

NOW, THEREFORE, the Parties bind themselves to this Memorandum and the 2012 MOU for a loan from the County to the SRAA in an amount not to exceed One Million Four Hundred Thousand Dollars (\$1,400,000) for the purpose of financing a portion of the construction cost for a terminal building at Stafford Regional Airport, and the SRAA's repayment thereof (the "Terminal Construction Loan"), in accordance with the following terms and conditions:

1. The SRAA earmarked 55% of ground lease income from a corporate expansion site with an existing corporate client to repay the August, 2009 Moral Obligation support provided by the County in the amount of One Hundred Thirty-three Thousand Nine Hundred Fifty Dollars (\$133,950).
2. The Terminal Construction Loan funds were disbursed by the County to SRAA over the course of construction of the terminal building in amounts to be determined and supported by the construction contractor's progress billings detailing the total amount paid and allocating funding between the Virginia Department of Aviation and the County. The County, in its sole discretion, may request any additional documentation that it deems necessary or appropriate.
3. The total amount of the Terminal Construction Loan is \$\_\_\_\_\_.
4. The SRAA commits 55% of the ground lease revenues from new corporate or commercial clients of the Corporate Aviation Hanger Facilities acquired after the date of the 2012 MOU (the "New Clients"), and not including the existing client referenced in paragraph 1 above, and subject to modification for those facilities built and operated by the SRAA addressed in paragraph 5 below, to the County to repay the Terminal Construction Loan.
5. The SRAA commits 55% of the net revenues for new facilities which are built and operated by the SRAA after this date of this Memorandum.
6. The SRAA shall commence repayment of the Terminal Construction Loan to the County promptly upon successful ground lease negotiations and receipt of lease payments from New Clients, not including the existing client referenced in paragraph 1 above.
7. The SRAA payments to the County shall increase with each additional lease with New Clients at the stated rate of 55% of ground lease revenues received, except for those facilities referenced in paragraphs 1 and 5 above.
8. The SRAA shall continue repayment to the County until the Terminal Construction Loan balance is retired in full. Nothing in this Memorandum shall prohibit SRAA, in its sole discretion, from (a) repaying the Terminal Construction Loan in full or in part at any time, or (b) committing a greater percentage than 55% of the ground lease revenues from New Clients to the County to repay the Terminal Construction Loan.



This Amended and Restated Memorandum of Understanding represents the entire understanding of the Parties with respect to this agreement and supersedes any prior agreements, whether written or oral. Any amendment or modification of this Memorandum must be in writing and signed by the Parties. This Memorandum shall be governed by the laws of the Commonwealth of Virginia. The Circuit Court of Stafford County, Virginia shall be the exclusive venue for any legal action related to this Memorandum.

County of Stafford, Virginia:

\_\_\_\_\_  
C. Douglas Barnes  
Interim County Administrator

\_\_\_\_\_  
Date

Stafford Regional Airport Authority:

\_\_\_\_\_  
Hamilton G. Palmer  
Chairman

\_\_\_\_\_  
Date

Approved as to form:

\_\_\_\_\_  
Stafford County Attorney's Office  
Printed Name:  
Title:

Approved as to form:

\_\_\_\_\_  
Printed Name:  
Counsel for Stafford Regional Airport Authority

