



**Board of Supervisors
County of Louisa
Monday, December 1, 2025
Louisa County Public Meeting Room
5:00 PM**

CALL TO ORDER - 5:00 P.M.

Mr. Adams called the December 1, 2025, meeting of the Louisa County Board of Supervisors to order at 5:00 p.m.

Attendee Name	Title	Status	Arrived
Tommy J. Barlow	Mountain Road District Supervisor	Present	5:00 PM
Fitzgerald A. Barnes	Patrick Henry District Supervisor	Present	5:00 PM
Christopher C. McCotter	Cuckoo District Supervisor	Present	5:00 PM
H. Manning Woodward, III	Louisa County Supervisor	Present	5:00 PM
R. T. Williams	Jackson District Supervisor	Present	5:00 PM
Duane A. Adams	Mineral District Supervisor	Present	5:00 PM
Rachel G. Jones	Green Springs District Supervisor	Present	5:00 PM

Others Present: Christian Goodwin, County Administrator; Wanda Colvin, Deputy County Administrator/Director of Finance; Patricia Smith, County Attorney; William Newman, Assistant County Attorney; Alexandra Stanley, Executive Assistant/Deputy Clerk; Andy Wade, Economic Development Director; Linda Buckler, Director of Community Development; Tom Egeland, Deputy Director of Community Development; and Scott Raettig, Director of Information Technology

CLOSED SESSION

On the motion of Mr. Barlow, seconded by Mr. Williams, which carried by a vote of 7-0, the Board voted to enter Closed Session at 5:00 p.m. for the purpose of discussing the following:

1. In accordance with §2.2-3711(A)(8), consultation with legal counsel employed or retained by a public body regarding specific legal matters requiring the provision of legal advice by such counsel.

REGULAR SESSION

On the motion of Mr. Williams, seconded by Mr. Barnes, which carried by a vote of 7-0, the Board voted to return to Regular Session at 6:00 p.m.

RESOLUTION - CERTIFICATION OF CLOSED SESSION

Voter	Role	Vote
Tommy J. Barlow	Voter	Yes/Aye
Fitzgerald A. Barnes	Seconded	Yes/Aye
R.T. Williams, Jr.	Mover	Yes/Aye
Christopher C. McCotter	Voter	Yes/Aye

Duane A. Adams	Voter	Yes/Aye
Rachel G. Jones	Voter	Yes/Aye
H. Manning Woodward, III	Voter	Yes/Aye

On the motion of Mr. Williams, seconded by Mr. Barnes, which carried by a vote of 7-0, the Board voted to adopt the following resolution:

WHEREAS, the Louisa County Board of Supervisors has convened a Closed Meeting this 1st day of December 2025, pursuant to an affirmative recorded vote and in accordance with the provisions of the Virginia Freedom of Information Act; and

WHEREAS, §2.2-3712 of the Code of Virginia requires a certification by the Louisa County Board of Supervisors that such closed meeting was conducted in conformity with the Virginia Law.

NOW, THEREFORE BE IT RESOLVED on this 1st day of December 2025, that the Louisa County Board of Supervisors does hereby certify that, to the best of each member's knowledge, (i) only public business matters lawfully exempted from open meeting requirements by Virginia law were discussed in the closed meeting to which this certification resolution applies, and (ii) only such public business matters as were identified in the motion convening the closed meeting was heard, discussed or considered by the Louisa County Board of Supervisors.

ADMINISTRATIVE ITEMS - 6:00 P.M.

INVOCATION

Mr. Barnes led the invocation, followed by the Pledge of Allegiance.

ADOPTION OF AGENDA

On the motion of Mr. McCotter, seconded by Mr. Barnes, which carried by a vote of 7-0, the Board voted to adopt the agenda, as presented, with the no changes:

MINUTES APPROVAL

Board of Supervisors Regular Meeting Minutes – November 17, 2025

On the motion of Mr. Barnes, seconded by Mr. McCotter, which carried by a vote of 7-0, the Board voted to approve the minutes from the November 17, 2025, regular meeting.

BILLS APPROVAL

Resolution – To Approve the Bills for the Second Half of November 2025

On the motion of Mr. Barnes, seconded by Mr. McCotter, which carried by a vote of 7-0, the Board adopted a resolution approving the bills for the second half of November 2025.

CONSENT AGENDA ITEMS

On the motion of Mr. Barnes, seconded by Ms. Jones, which carried by a vote of 7-0, the Board voted to adopt the Consent Agenda as follows:

1. Resolution - To Approve and Award a Contract for IT Asset Disposal
2. Resolution - Authorizing a Pass Through Appropriation to Fire & EMS for the Radiological Emergency Preparedness Grant
3. Resolution - To Approve and Award a Contract for HVAC Preventative Maintenance and Repairs
4. Resolution - To Approve the Easement Compensation Agreement Between SummitIG, LLC and the County of Louisa
5. Resolution - Requesting the Commonwealth Transportation Board to Name a Portion of Route 208 and Route 22 in Honor of Colonel Samuel "Nelson" Drew and Agreeing to Pay the Cost of Signage

RECOGNITIONS**Recognition - Posthumously Honoring the Life and Service of Gerald Bowles**

Mr. Goodwin read the Resolution posthumously honoring the life and service of Gerald Bowles. Mr. Barlow then presented a framed copy of the resolution to Mr. Bowles' family.

Recognition - Posthumously Recognizing the Honorable John R. Cullen

Mr. Goodwin read the Resolution posthumously honoring the life and service of Honorable John R. Cullen. Mr. Adams then presented a framed copy of the resolution to Mr. Cullen's family

PUBLIC COMMENT PERIOD

Chairman Adams opened the public comment period.

Mr. David Rogers, Mineral District, addressed the Board regarding safety concerns on Chopping Road. He referenced a November 5th meeting with County staff and VDOT, during which rumble strips were proposed as a safety measure. Mr. Rogers expressed opposition to rumble strips, citing concerns about noise pollution and their ineffectiveness in deterring speeding or preventing large trucks from crossing the center line. He emphasized that increased law enforcement presence would be a more effective solution and noted he has not received any updates regarding enforcement efforts. Mr. Rogers also suggested reducing the speed limit in certain areas of Shopping Road to improve safety.

Mr. Bob Babyok, Green Springs District, commended the Board and County Administration for conducting the Comprehensive Plan survey and for expanding public engagement through increased mailings and upcoming town hall meetings. He then expressed concern regarding VDOT's lack of a comprehensive transportation plan for the Zion Crossroads area, noting that multiple development projects have already been approved. As an example, he cited the Camp Creek Parkway and Route 15 intersection, where a previous plan was rejected by the public. The speaker emphasized the need for a coordinated transportation plan before further construction occurs.

Mr. Lloyd Runnett, Mineral District, spoke in support of the Fluvanna-Louisa Housing Foundation, praising the organization as a valued partner that provides essential housing services to the community. He emphasized the importance of the Foundation's work in helping residents remain warm, safe, and dry, and expressed strong support for the item before the Board related to assisting the organization. He concluded by briefly noting ongoing concerns with conditions on Chopping Road.

With no one else wishing to speak, Chairman Adams closed the public comment period.

INFORMATION/DISCUSSION ITEMS

Presentation – VDOT Quarterly Update

Mr. Scott Thornton, Residency Engineer and Louisa Residency Administrator with VDOT, presented the quarterly VDOT update, outlining progress on projects in development and preliminary engineering, safety and operational improvements, Smart Scale projects, paving and resurfacing, construction and maintenance activities, traffic engineering studies, and county road conditions. He reported that drainage replacement pipes have been installed ahead of the 2026 paving schedule, the 2025 paving schedule has been completed, and the Route 15 paving project has been certified complete. He also provided an update on the Hamilton Road Bridge, noting that required environmental documentation will be completed prior to demolition and that replacement work will proceed following approval by the National Park Service and the Department of Historic Resources. Mr. Thornton added that crews would be mobilized overnight in anticipation of freezing weather conditions.

During the discussion, Board members raised several district-specific concerns.

Mr. McCotter requested review of resurfacing needs on Moody Town Road and asked about potential traffic improvements on Kentucky Springs Road.

Mr. Thornton reported that an all-day traffic study for the Hailey Drive and Johnson Road area near Kentucky Springs Road has been received, reviewed, and commented on, with next steps pending responses from Dominion.

Mr. McCotter also expressed concerns regarding the quality of line painting following recent paving projects and asked about corrective options. He further raised safety concerns on Cedar Hill Road, particularly the lack of warning signage.

Mr. Thornton explained that advisory signage is based on safety and speed studies, noting prior reviews did not warrant signage, but stated staff would be willing to revisit the issue.

Chairman Adams thanked VDOT for continued engagement regarding Chopping Road and acknowledged the denial of a through-truck restriction by the Commonwealth Transportation Safety Board. He expressed appreciation for VDOT's continued efforts to identify alternative solutions and discussed concerns related to rumble strips.

Mr. Thornton clarified that VDOT is proposing mumble strips, which are quieter than traditional rumble strips, and noted that mumble strips have been incorporated into Louisa County resurfacing contracts and will be implemented as roads are repaved.

Chairman Adams also acknowledged VDOT's work on safety improvements at the Route 605 and Route 33 intersection and raised concerns about safety at the Daniel Road and Route 522 intersection, particularly limited sight distance.

Mr. Thornton stated that staff would review the area for possible signage and sight-distance improvements.

Ms. Jones raised concerns regarding traffic congestion at Zion Crossroads near the Walmart and Camp Creek area and asked about future planning efforts.

Mr. Thornton responded that discussions with district planning staff are ongoing to evaluate potential options, noting that staff will follow up and provide additional information to the Board.

Presentation – Fiscal Year 2025 Louisa County Annual Comprehensive Financial Report

Mr. Michael Lupton from Robinson, Farmer & Cox presented the draft Fiscal Year 2025 Louisa County Annual Comprehensive Financial Report (ACFR), explaining that the report remains in draft form due to a delayed release of the federal Uniform Guidance Compliance Supplement and the implementation of a new accounting standard. Despite these delays, the auditors expressed confidence in the results and stated they fully expect to issue an unmodified (clean) audit opinion, indicating the County's financial statements are materially correct and prepared in accordance with Generally Accepted Accounting Principles.

The auditors reviewed required audit communications, noting no difficulties encountered during the audit, no disagreements with management, and no significant deficiencies or material weaknesses identified in the County's internal controls. All audit adjustments were reviewed, accepted, and posted by County finance staff.

Key financial highlights were presented. The presentation also highlighted steady growth in property tax revenues, increased interest earnings, and the County's expenditure priorities, with education representing the largest share, followed by public safety and health and welfare. The auditors discussed the statistical section of the ACFR, which provides 10 years of financial and demographic trend data, and the compliance section, which includes audit reports under Government Auditing Standards and Uniform Guidance. Four federal programs were audited in FY25, with no reportable issues identified.

Board members commented that the report reflects the County's strong financial position and commended Deputy County Administrator Wanda Colvin and the Finance Department for their work. It was noted that the final ACFR is expected to be issued later in the month following the release of the remaining federal guidance.

Discussion – Comprehensive Plan Outreach Mailer & Public Engagement Strategy

Mr. Goodwin provided an update on community engagement efforts underway for the required five-year update of the County's Comprehensive Plan. He reported that a comprehensive five-part public survey is currently open and will remain available for several more weeks, addressing topics such as land use, growth, schools, public safety, business development, and quality of life. He outlined four upcoming public open houses scheduled for December 10th at Moss-Nuckols, January 7th at Trevilians Elementary School, January 14th at Jouett Elementary School, and January 21st at Central Virginia Assembly of God Church, each to be held from 4:30 to 7:30 p.m. Multiple County departments, elected officials, and representatives from the Thomas Jefferson Planning District Commission will be present to engage residents, answer questions, and assist with survey participation.

Mr. Goodwin also described additional outreach efforts, including mailing postcards to approximately 18,500 households with a QR code to access the survey, promoting participation through social media, the County website, community organizations, and local media. He noted that survey participation has been strong, with 732 responses received as of the third week of November, primarily from long-term residents and homeowners.

Preliminary survey results indicate strong support for preserving rural land, farms, and forested areas; directing growth to areas with existing infrastructure; and using growth-management tools consistent with a "growth should pay for growth" approach. Top concerns identified include overdevelopment, loss of rural character, traffic, and school capacity. Mr. Goodwin stated that the survey will close on January 30th, with findings to be presented to the Planning Commission and the Board thereafter.

During the discussion, members of the Board expressed support for the Comprehensive Plan engagement efforts and suggested adding a fifth public meeting location to expand public participation. They recommended a centrally located site, such as Thomas Jefferson Elementary School, the middle school, or the high school, to better serve the middle portion of the County. Staff indicated they had already discussed the possibility and, absent any objection from the Board, would proceed with adding a fifth meeting at one of the suggested locations.

The Board reached consensus to direct staff to determine if a fifth public meeting is necessary, and for that location to be determined by staff based on Board input.

UNFINISHED BUSINESS

(None)

NEW BUSINESS/ACTION ITEMS

Resolution – To Approve a Local Performance Agreement with EDI Louisa I, LLC (EdgeCore)

Mr. Andy Wade, Economic Development Director, presented a resolution to approve a local performance agreement between Louisa County and EdgeCore (Louisa One LLC), the purchaser of the Shannon Hill Regional Business Park. Mr. Wade explained that the agreement outlines the responsibilities of both parties and establishes a grant rebate structure capped at either \$15 million or 15 years, whichever occurs first. Grant payments would equal 15% of the annual tax

revenue paid by EdgeCore to the County and would be funded solely from EdgeCore's tax payments, with no impact to the County's General Fund. Legal counsel has reviewed the agreement, and it is ready for execution upon approval.

Board members asked clarifying questions regarding the funding source of the rebates, confirming that the incentives are not taxpayer-funded but are generated directly from EdgeCore's tax payments.

Discussion also addressed similarities and differences between this agreement and prior AWS agreements, noting that unlike the AWS agreement, this performance agreement includes a firm cap on total incentives and does not contain a tax equalization clause. The Board confirmed that data center equipment tax rates and depreciation schedules would be applied consistently with other data center developments, as required by law.

Mr. Wade highlighted EdgeCore's use of closed-loop cooling systems, which are less water-intensive than other data center technologies, and explained the importance of this commitment. He further clarified that EdgeCore's announced \$17 billion capital investment is entirely related to real property, which will be fully taxable, as EdgeCore operates as a landlord leasing space to tenants who own their own equipment.

Board members discussed the long-term revenue implications, noting that while equipment owned by tax-exempt tenants may not generate personal property tax revenue, the real property tax base would remain substantial and permanent.

Board members expressed appreciation for staff's work, noting lessons learned from prior agreements and acknowledging the County's strong negotiating position.

On the motion of Mr. Barnes, seconded by Mr. Williams, which carried by a vote of 7-0, the Board voted to approve the local performance agreement with EDI Louisa 1, LLC.

Resolution – Directing the Advertisement of an Ordinance Update to Exempt Property Owned by the Fluvanna-Louisa Housing Foundation and Used for Eligible Affordable Housing Purposes

The Board considered a resolution directing the advertisement of an ordinance amendment to exempt property owned by the Fluvanna-Louisa Housing Foundation from taxation when used for eligible affordable housing purposes.

Ms. Smith explained that the Foundation is a nonprofit public charity under Section 501(c)(3) that provides affordable rental housing to low-income tenants and offers additional support services, including financial and educational assistance. The subject properties are used for income-restricted rental housing, and rental proceeds are reinvested to cover administrative costs and support the Foundation's community services.

On the motion of Mr. Williams, seconded by Mr. Barnes, which carried by a vote of 7-0, the Board voted to direct staff to advertise the ordinance update to exempt property owned by the Fluvanna-Louisa Housing Foundation and used for eligible affordable housing purposes.

Resolution – Authorizing a Budget Supplement to Holly Grove Volunteer Fire Department for Additional Costs Related to the Concrete Pad Repair/Replacement Capital Project

Ms. Colvin noted the Holly Grove Volunteer Fire Department was approved for funding in the amount of \$37,010 for replacement/repair of the concrete pads in front of the bay doors at the stations. Once the work began, it was determined that a change order was needed for an additional \$11,369 to cover the cost of soil removal and stone replacement.

The Holly Grove Volunteer Fire Department is requesting a budget supplement for FY2026 in the amount of \$11,369 so that they may complete the aforementioned project.

On the motion of Mr. Williams, seconded by Mr. Barnes, which carried by a vote of 7-0, the Board voted authorize a budget supplement in the amount of \$11,369 to Holly Grove Volunteer Fire Station Building Enhancements (GL # 30332000-482500-FS4) from Contingencies (10091000-410010) for the additional costs of the soil removal and stone replacement for the concrete pad repair/replacement capital project.

Resolution – Authorizing a Budget Transfer to the Fire Apparatus Replacement Capital Project

Ms. Colvin explained the FY2026 capital improvement budget included \$1,500,000 for the Department of Fire & EMS (FEMS) to purchase a new ladder truck. An additional \$67,310 is still available in this budget from prior year savings for the aforementioned purpose as well as \$200,000 that can be transferred from the SCBA capital project and \$80,000 that can be transferred from the Ambulance capital project. The cost of the new apparatus is \$1,987,310, leaving a total of \$140,000 still needed for the purchase which is available in Contingencies.

The Department of Fire & EMS is requesting approval to transfer funding from the sources above for the purchase of the new ladder truck.

On the motion of Mr. Williams, seconded by Mr. Barnes, which carried by a vote of 7-0, the Board voted to authorize a budget transfer in the amount of \$420,000 to Fire Trucks and Apparatus (30332000-482180). The source of funding is \$80,000 from Ambulances and Rescue Apparatus (30332000-481051), \$200,000 from Equipment Additions (30332000-482000), and \$140,000 from Contingencies (10091000-410010).

Resolution – Approving a Purchase Agreement for Property Adjacent to the Louisa County Landfill

Mr. Williams stated that, due to a conflict of interest, he would recuse himself from the discussion and deliberation regarding the Purchase Agreement for Property Adjacent to the Louisa County Landfill.

Mr. Goodwin stated the Louisa County Sanitary Landfill is regularly evaluated for its ability to sustain necessary future use by the citizens of Louisa County. Staff has summarized the expected lifespan of the facility's current area and permitted cells, as calculated by the County's solid waste engineering firm based on current usage and future estimates, in recent presentations to the Board of Supervisors. Though the currently permitted area is expected to meet near- and

moderate-term County needs, the analysis supports the need for consideration of facility expansion, as planning for future needs requires early site selection and a permitting process which can span many years. Owners of adjacent land are willing to sell property to the County and allow a reasonable due diligence period to consider site suitability from a permitting standpoint.

Mr. Goodwin explained that recent evaluations by the County's solid waste engineering consultants indicate increasing utilization of the landfill and that permitting new landfill cells is a lengthy process, potentially taking 20–25 years. Consultants advised that expanding the landfill footprint onto adjacent property offers a significantly higher likelihood of permitting success compared to developing a new landfill elsewhere. The proposed agreement includes the purchase of approximately 450 acres at \$9,000 per acre, a due diligence period through April 15 terminable at the County's discretion, a \$500,000 deposit that becomes nonrefundable incrementally, provisions for construction of a replacement access road for neighboring landowners, and resolution of timber and access issues.

Board members discussed the proposed access road, including its location, specifications, and the lack of a detailed cost estimate, while acknowledging that addressing the road and adverse possession issues would likely be required regardless of future landfill expansion decisions. The Board also discussed long-term solid waste planning, noting community opposition to siting a new landfill elsewhere, the extended permitting timelines, and the importance of planning well into the future.

Concerns were raised regarding the purchase price, future waste management technologies, and whether expansion would ultimately be necessary. Other members emphasized the strategic value of acquiring adjacent land, the difficulty of siting a new landfill, and the long-term benefits of preserving options for landfill expansion.

The Board approved, by a 6–0 vote, amendments to the purchase agreement for the Board's consideration. The approved amendments revised language related to the access road easement, removed specific timing and width requirements, and deleted a confidentiality provision.

On the motion of Mr. Barnes, seconded by Ms. Jones, the Board voted to approve the purchase agreement as amended by a vote of 5–1, with Mr. Woodward voting against, and one abstention due to a conflict of interest.

REPORTS OF OFFICERS, BOARDS AND STANDING COMMITTEES

Committee Reports

Mr. McCotter presented on behalf of the Lake Anna Advisory Committee, noting that the Committee met on November 20th to approve its 2025 Annual Report, which will be presented at the January State of the Lake Anna meeting. The Committee also discussed hydrilla mitigation planning for 2026 following meetings with Dominion Energy and the Department of Wildlife Resources, an issue of significant interest to lakefront property owners. Additionally, it was announced that the Committee received AWS Rappahannock Community Fund grant funding, with appreciation expressed to Barbara Aikens for grant writing assistance, along with support from County staff, to aid in buoy maintenance.

Additional announcements included a reminder about the Commission on Aging Christmas luncheon scheduled for December 11th at the Betty Queen Center, comments praising the completion of the turf field project, and public appreciation extended to Judge Sanner for administering the oath of office to several Board members earlier that day.

Board Appointments

On the motion of Mr. Williams, seconded by Mr. McCotter, which carried by a vote of 7-0, the Board voted to make the following appointments/reappointments:

- Reappointed Tina Schweikhart to the Human Services Advisory Board
- Reappointed Mr. Frederick Ross to the Transportation Safety Commission to represent the Jackson district.

County Administrator's Report

Mr. Goodwin provided several updates to the Board. He highlighted the quarterly report from the Thomas Jefferson Planning District Commission, noting the wide range of services it provides, and encouraged Board members to review the report included in the packet. He also acknowledged a thank-you note from the Trevilians Station Battlefield Foundation, which included photos of roof repairs completed using a previously approved tourism grant. Additional items in the report included a legislative agenda from the Virginia Soil and Water Conservation Districts Association and a recently released study on the economic impact of Freeman Field Airport, which reported an estimated \$26 million impact on the local economy.

He also reminded the Board of the upcoming Christmas tree lighting and parade scheduled for the weekend.

During the discussion, a Board member asked for clarification regarding a Virginia Department of Environmental Quality enforcement action against ACNH Homes, Inc. Staff confirmed that the matter involved failure to obtain required stormwater permitting under the Virginia Pollutant Discharge Elimination System and noted that the County was not involved in the enforcement action. The discussion concluded without further questions.

PUBLIC HEARINGS

Resolution – To Approve/Deny REZ2025-03 & CUP2025-09 Ashton Promise LLC, Application/Owner – Rezoning and Conditional Use Permit Requests

Mr. Tom Egeland, presented Rezoning Request REZ-2025-03 and Conditional Use Permit CUP-2025-09 submitted by Ashton Promise LLC for property located along Route 522 in the Mineral District. The request proposed rezoning a portion of the parcel from Agricultural (A-2) to General Commercial (C-2), while retaining Residential General (R-2) zoning on the remainder, and approving a conditional use permit to allow a recreational vehicle sales and service business within an existing storage building.

Staff explained that the property has had split zoning since 1969, is located within the Lake Anna Growth Area, and is designated as low-density residential on the Comprehensive Plan. The rezoning was presented as consistent with Comprehensive Plan goals related to supporting

business development and broadening the tax base. The Planning Commission recommended approval of both requests with conditions, including a vegetative screening buffer added in response to concerns raised by a nearby property owner.

The Board discussed the location, necessity, and extent of the proposed vegetative screening buffer, noting that existing vegetation is already in place, that the applicant owns adjacent parcels, and that zoning code requirements would already mandate buffering if a commercial site plan were submitted. The applicant confirmed that existing vegetation would remain and be maintained.

Chairman Adams opened the public hearing. With no one wishing to speak, Chairman Adams closed the public hearing and brought it back to the Board for discussion.

The Board agreed to strike the Planning Commission's additional vegetative screening condition, relying instead on existing zoning code requirements. A minor correction was also made to ensure recreational vehicle sales and service remained an allowed use under the conditional use permit.

On the motion of Mr. Williams, seconded by Mr. Barnes, which carried by a vote of 7-0, the Board voted to approve REZ2025-03 & CUP2025-09 Ashton Promise LLC, Rezoning and Conditional Use Permit Requests, with amendments to the conditions as noted above.

ADJOURNMENT

On the motion of Mr. Barnes, seconded by Mr. Williams, which carried by a vote of 7-0, the Board voted to adjourn the December 1, 2025, meeting at 7:34 p.m.

BY ORDER OF:
DUANE A. ADAMS, CHAIRMAN
BOARD OF SUPERVISORS
LOUISA COUNTY, VIRGINIA