



**Board of Supervisors
County of Louisa
Monday, July 6, 2026
Louisa County Public Meeting Room
5:00 PM**

CALL TO ORDER - 5:00 P.M.

Chairman Adams called the July 6, 2026, 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	6:00 PM
Rachel G. Jones	Green Springs District Supervisor	Present	5:00 PM

Others Present: Christian Goodwin, County Administrator; Chris Coon, Deputy County Administrator; Patricia Smith, County Attorney; Alexandra Stanley, Executive Assistant/Deputy Clerk; Maggie Brakeville, Agricultural Development and Land Conservation Coordinator; and Scott Raettig, Director of Information Technology

CLOSED SESSION

On the motion of Vice Chairman Barlow, seconded by Supervisor 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)(3), discussion or consideration of the acquisition of real property for a public purpose, or of the disposition of publicly held real property in the Louisa District, where discussion in an open meeting would adversely affect the bargaining position or negotiating strategy of the public body; and
2. 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 Supervisor Williams, seconded by Supervisor 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	Seconder	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 Supervisor Williams, seconded by Supervisor 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 6th day of July 2026, 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 6th day of July 2026, 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

Supervisor Williams led the invocation, followed by the Pledge of Allegiance.

ADOPTION OF AGENDA

On the motion of Supervisor Williams, seconded by Supervisor Barnes, which carried by a vote of 7-0, the Board voted to adopt the agenda, as amended, with the following changes:

- To Remove Resolution Requesting a Reerendm on the Levy of an Additional One Percent (1%) Local Sales and Use Tax for School Capital Projects and Authorizing the Preparation and Submission of a Petition to the Louisa County Circuit Court from New Business/Action Items

MINUTES APPROVAL

Board of Supervisors Regular Meeting Minutes – June 15, 2026

On the motion of Supervisor Barnes, seconded by Supervisor McCotter, which carried by a vote of 7-0, the Board voted to approve the minutes of the June 15, 2026, regular meeting.

BILLS APPROVAL

Resolution – To Approve the Bills for the Second Half of June 2026

On the motion of Supervisor Barnes, seconded by Supervisor McCotter, which carried by a vote of 7-0, the Board adopted a resolution approving the bills for second half of June 2026.

CONSENT AGENDA ITEMS

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

1. Resolution – Authorizing the Louisa Fire & Emergency Medical Services Department to Proceed with the FY2027 Pager Purchase Capital Project
2. Resolution – To Proceed with the Replacement of Fleet Vehicles for the Community Development Department per the Capital Improvement Plan Project for FY2027
3. Resolution – Recognizing Jennifer Ford for Her Dedicated Service to the Citizens of Louisa County of Louisa
4. Resolution – To Approve and Award the Contract for Branding for Signage & Art, Plus Roundabout Feature Art Design & Installation
5. Resolution – Pass Through Appropriation for the Louisa Downtown Development Corporation for Local Government Challenge Grant
6. Resolution – Pass Through Appropriation for State Funding for Special

RECOGNITIONS**Recognition – Recognizing Lloyd Runnett for His Years of Service to Louisa County of Louisa**

Ms. Alexandra Stanley read the resolution recognizing Lloyd Runnett for his dedicated service and significant contributions to Louisa County. Following the reading, Chairman Adams presented Mr. Runnett with a framed copy of the resolution in recognition of his service.

Recognition – Recognizing Megan Barrett as the Louisa County Public Schools' 2026 William G. Thomas Educator of the Year

Ms. Alexandra Stanley read the resolution recognizing Megan Barrett for receiving the Louisa County Public Schools' 2026 William G. Thomas Educator of the Year award. Following the reading, Supervisor Jones presented Ms. Barrett with a framed copy of the resolution.

PUBLIC COMMENT PERIOD

Chairman Adams opened the public comment period.

Mr. Gregory Wyatt, Jackson District & Chairman of the Trustees for Mount Olivet Baptist Church, spoke on behalf of the church regarding the County's prohibition on electronic signs in agricultural zoning districts. He requested that the Board revisit the ordinance and consider allowing electronic signs for churches on a case-by-case basis. Mr. Wyatt explained that an electronic sign would reduce the burden on elderly church members who currently update the church's traditional sign by hand. He asked the Board to consider modifying the current policy to permit electronic signs that meet appropriate standards for brightness, location, and compatibility with surrounding properties.

Ms. Amy Seay, Louisa District, thanked the Board for its actions in response to concerns about the proposed Valley Link transmission project, including its correspondence with PJM and Valley Link and its commitment to organizing a second summit with other affected localities. She also thanked citizens for their participation in public meetings and their grassroots efforts to educate the community, highlighting the Red Ribbon Campaign as an example of regional support. Ms. Seay invited the Board to attend a community meeting regarding the project on July 28 at 6:00 p.m. at Moss-Nuckols Elementary School and expressed appreciation for the Board's continued leadership and advocacy on behalf of Louisa County residents.

Mr. Chris Liles, Mineral District, thanked the Board for removing the proposed sales tax resolution from consideration. He expressed appreciation for the Board's willingness to reconsider the proposal, stating that additional taxes were unnecessary given the County's anticipated future revenue and thanking the Board for considering the potential impact on residents.

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

INFORMATION/DISCUSSION ITEMS

(None)

UNFINISHED BUSINESS

(None)

NEW BUSINESS/ACTION ITEMS

Resolution – Authorizing the General Services Department to Proceed with Fiscal Year 2027 Capital Improvement Projects

The Louisa County Board of Supervisors has identified and prioritized fifteen (15) projects in the Capital Improvements Plan for the General Services Department in Fiscal Year 2027 as a priority to replace and/or add equipment critical to operation, renovate, improve, and expand space for County workforce, add storage, and improve overall operation efficiency.

The approved Fiscal Year 2027 Capital Improvement Budget included funding in the amount of \$4,430,000 for the following projects:

- Replacement of County Vehicles: \$85,000
- MSW Waste Compactors for Refuse Sites: \$70,000
- Solid Waste Equipment Replacement: \$120,000
- Administration Parking Lot Repairs: \$400,000
- LED Lighting Replacements – Various Buildings: \$81,000
- HVAC Replacements – Various Buildings: \$200,000
- Animal Shelter Building Addition: \$2,023,000
- General Services – Grounds Maintenance Shop: \$867,000
- Impound Lot Storage Building: \$79,000
- Refuse Sites – Internet Access and Cameras: \$20,000
- Refuse Sites – Replace Existing Buildings: \$50,000
- Grounds Maintenance Equipment: \$78,000
- Refuse Sites – Paving & Resealing: \$100,000
- 60' Articulating Boom Lift: \$32,000

- Henson Building Improvements: \$225,000

The General Services Department would like to proceed with the procurement, purchasing, and contracting of the aforementioned FY2027 Capital Improvements projects slated to receive funding in the 2027 Fiscal Year.

On the motion of Supervisor Williams, seconded by Supervisor Barnes, which carried by a vote of 7-0, the Board voted to authorize the General Services Department to proceed with the procurement, purchasing, and contracting of the aforementioned capital projects as part of the FY2027 Capital Improvements Plan not to exceed a total cost of \$4,430,000.

Resolution – Approving the Parks and Recreation Rules, Facility Fee Schedule, Synthetic Turf Field Rules, and Parks and Recreation Facility and Field Rental Contract

The Department of Parks and Recreation has developed an updated Parks and Recreation Facility Fee Schedule to reflect the County's current facility offerings, establish rental rates for the County's new synthetic turf fields, and incorporate the Louisa Fairgrounds as a reservable County facility. The Department has developed Synthetic Turf Field Rules to establish standards for the safe, responsible, and consistent use of the County's synthetic turf fields and to protect the County's investment in these facilities. Updates have been made to the Parks and Recreation Facility and Field Rental Contract to reflect the current facility inventory, fee schedule, and operational requirements.

The Board offered slight revisions to the rules for the use of the facility to include the restriction of alcohol and tobacco products on site.

On the motion of Supervisor Williams, seconded by Supervisor Woodward, which carried by a vote of 6-1, with Supervisor Barlow voting against, the Board voted to hereby:

1. Approve the Parks and Recreation Facility Fee Schedule, including rental rates for the County's synthetic turf fields, lighting fees, and the Louisa Fairgrounds;
2. Approve the Synthetic Turf Field Rules for the operation and use of the County's synthetic turf facilities; and
3. Approve the Parks and Recreation Facility and Field Rental Contract for use by the Department of Parks, Recreation, and Tourism.

Resolution – To Approve Athletic Field Use Memoranda of Understanding with the Louisa Area Soccer Association (LASA) and the Louisa Youth Athletics Association (LYAA)

The Louisa County Board of Supervisors recognizes the important role that community youth athletic organizations play in providing recreational opportunities, promoting healthy lifestyles, and enhancing the quality of life for Louisa County residents. Louisa County has invested in athletic facilities, including synthetic turf fields, to expand recreational opportunities and improve the quality and availability of athletic facilities.

The County has developed Athletic Field Use Memoranda of Understanding with the Louisa Area Soccer Association (LASA) and the Louisa Youth Athletics Association (LYAA) to establish consistent terms and conditions for the scheduling, use, maintenance, and operation of County athletic facilities.

On the motion of Supervisor Williams, seconded by Supervisor McCotter, which carried by a vote of 6-1, with Supervisor Barlow voting against, the Board voted to hereby:

1. Approve the Athletic Field Use Memorandum of Understanding between Louisa County and the Louisa Area Soccer Association (LASA);and
2. Approve the Athletic Field Use Memorandum of Understanding between Louisa County and the Louisa Youth Athletics Association (LYAA); and
3. Authorize the County Administrator, or his designee, to execute and implement the approved Memoranda of Understanding and to make non-substantive administrative revisions as necessary to facilitate their administration, provided such revisions do not alter the intent or substance of the agreements approved by the Board.

Resolution – Authorizing a Budget Supplement to Louisa County and Louisa County Public Schools for Changes in Final FY2027 State Budget

The Louisa County Board of Supervisors adopted the County's FY2027 budget on April 27, 2026, but the state's budget was not final at that time. On June 29, 2026, the final state budget was approved and included personnel expenditures not included in the County's original budget and adjustments are needed at this time.

In order to align with newly approved state compensation levels for County employees (from 3% to 3.5%) and School employees (from 3% to 4%), along with funding for bonuses for full-time employees, a supplemental appropriation is needed at this time as it was not included in the FY2027 budget. Funding for state-supported positions for both the County and Schools will be reimbursed by the state, but additional County funding will be needed to proceed with increases and bonuses for other employees in similar positions.

Funding to cover these increases is available from budgeted savings, LCPS Long-Term Capital Reserves, and additional revenues collected in FY26.

On the motion of Supervisor Williams, seconded by Supervisor Barnes, which carried by a vote of 7-0, the Board voted to authorize a budget supplement in the amount of \$1,355,480; of which \$714,000 is to Louisa County Public Schools for additional salary increases and \$641,480 to Louisa County departmental budgets for additional salary increases for all employees and bonuses for full-time employees in FY2027. The source of funding is LCPS state funding in the amount of \$438,000, County State funding in the amount of \$149,347, \$276,000 from Long Term Capital Reserves, and \$492,133 from General Fund Balance from FY26 carryover funding.

SUPERVISOR COMMENTS

Jackson District

Supervisor Williams discussed the County's ordinance restricting electronic signs in agricultural zoning districts, noting that concerns about overly bright electronic church signs had prompted the original ordinance. He observed that some existing signs are more visually intrusive than others depending on their brightness and background colors, and suggested the Board consider whether the ordinance should be revisited. While not advocating for a specific change, he encouraged the Board to evaluate whether the current regulations strike the appropriate balance and remain appropriate given evolving technology and community needs.

Patrick Henry District

Supervisor Barnes suggested that the Board consider holding a one-day retreat within the County to discuss long-term planning, growth, and the County's vision, with input from County departments. He also proposed exploring the development of a county park to provide recreational space for families and community gatherings, noting that grant funding may be available to support such a project.

Louisa District

Supervisor Woodward stated that, following comments received from a representative of Mount Olivet Baptist Church during public comment, he believed the Board should revisit the ordinance regarding electronic signs in agricultural zoning districts for churches.

Supervisor Woodward then addressed the proposed Valley Link transmission project and its potential impact on the Trevilian Station Battlefield. He recognized Mrs. Helene Purcell for her research documenting that the battlefield extends well beyond the currently protected acreage and noted that those historic lands should also be preserved.

Supervisor Woodward then read into the record the following letter from the Trevilian Station Battlefield Foundation, Inc., dated July 1, 2026:

Dear Sir: Having been made aware of your new maps through Louisa County, we wish to protest the Route 1 locations. The Battle of Trevilian Station, fought June 11–12, 1864, was the largest all-cavalry battle of the Civil War. It involved approximately 8,500 Federal cavalymen and horse artillerymen and approximately 5,500 Confederate cavalymen and horse artillerymen. It is also known as the largest all-cavalry battle ever fought in the Western Hemisphere and has been referred to as 'Custer's First Last Stand,' as General George A. Custer participated in the battle.

Your route, while avoiding the battlefield currently protected by easement, approximately 2,700 acres, does not avoid the larger and historically significant Trevilian Station Battlefield, which encompasses approximately 7,000 acres. Nor does it avoid lands that may become future acquisitions or conservation easements held by the Trevilian Station Battlefield Foundation, the Virginia Department of Historic Resources, or the Virginia Outdoors Foundation.

On the night of June 10 and the morning of June 11, 1864, Federal forces camped throughout the area surrounding the present-day intersections of Oakland Road and Ellisville Drive. Because thousands of cavalry horses required food and water, camps extended across farms and streams throughout the area. The proposed 200-foot-wide transmission corridor and towers exceeding 150 feet in height would cross many of these historically significant lands, permanently impacting the battlefield.

The proposed route would also adversely affect the viewshed along the Trevilian Station Battlefield driving tour, diminishing the experience of visitors to Louisa County. The Foundation believes this is not an appropriate location for the transmission line and notes that emerging technologies, including small modular reactors, may provide alternatives for supplying power to data centers without destroying historically significant properties.

The Foundation further states that appropriate federal historical and cultural resource studies should be conducted, which it believes will demonstrate the historical significance of the area. The Foundation requested that Valley Link reconsider the proposed route and offered its assistance in evaluating the historic resources affected by the project.

*Sincerely,
Gerald W. Harlow, President
Trevilian Station Battlefield Foundation, Inc.*

Green Springs District

Supervisor Jones highlighted the recreational and historical significance of the Trevilian Station Battlefield, noting that it is a popular destination for equestrians and visitors and emphasizing the importance of preserving the site. She also thanked the Town of Louisa, event organizers, volunteers, and community members for the successful Fourth of July celebrations held throughout the County. Supervisor Jones expressed appreciation to the County's emergency responders, including EMS, Fire and Rescue, the Sheriff's Office, and 911 Communications staff, for their dedicated service during a particularly busy holiday weekend. She also recognized the success of the Virginia Scenic Railway excursions, noting the operators' commitment to expanding tourism and investing in Louisa County.

Cuckoo District

Supervisor McCotter reported that Lake Anna's water level had dropped to approximately two feet below normal, noting that Dominion Energy could begin reducing water releases from the North Anna Dam in accordance with applicable permits. He also provided an update on the traffic signal outage at the intersection of Kentucky Springs Road and Johnson Hall Road, stating that County staff, VDOT, Dominion Energy, and other involved parties were working to restore the signal. Supervisor McCotter announced a July 15 meeting between VDOT and Cedar Hill Road residents to discuss roadway concerns. He concluded by expressing his appreciation for teachers and coaches, recognizing their lasting influence on young people and thanking them for their dedication to shaping the future of the community.

Mineral District

Chairman Adams expressed support for considering amendments to the County's electronic sign ordinance to allow churches in agricultural zoning districts to be evaluated on a case-by-case basis. With no objection from the Board, he directed the Deputy County Administrator to begin the ordinance amendment process through the Planning Commission. Chairman Adams also recognized County staff for decorating the Board Room in observance of Independence Day and thanked Alexandra Stanley for reading the evening's recognition resolutions in the County Administrator's absence, commending her for an excellent job.

REPORTS OF OFFICERS, BOARDS AND STANDING COMMITTEES

Committee Reports

(None)

Board Appointments

On the motion of Supervisor Williams, seconded by Supervisor Barnes, which carried by a vote of 7-0, the Board voted to make the following appointments:

- Appointed Ms. Joan Fuller to the Tourism Advisory Committee to a 2-Year Term
- Appointed Mr. Steve Shubick to the Commission on Aging to Represent the Cuckoo District

County Administrator's Report

Deputy County Administrator Chris Coon referred the Board to the written Administrator's Report included in the agenda packet. He announced that a ribbon-cutting ceremony for the Holly Grove Volunteer Fire Station was scheduled for July 12 at 3:00 p.m. and noted that staff would also plan a future event to showcase the new turf fields.

PUBLIC HEARINGS**Ordinance – Amending Chapter 86 Land Development Regulations – Proposed Addition – Cuckoo Agricultural and Forestal District**

Ms. Maggie Brakeville provided an update on the County's Agricultural and Forestal District Program and reported that applications for agricultural and forestal districts now total 10,034.42 acres, exceeding the previous record established in 1998 by approximately 340 acres. Upon completion of the current application cycle, the County will have approximately 41,270.11 acres enrolled in agricultural and forestal districts.

Ms. Brakeville presented an ordinance to add 93.72 acres, consisting of two A-2 zoned parcels owned by David and Sarah Truslow, to the Cuckoo Agricultural and Forestal District. The property is located in the Cuckoo Voting District, is designated rural in the Comprehensive Plan, and is currently used for livestock, equine, and timber production. She noted that both the Agricultural and Forestal Advisory Committee and the Planning Commission recommended approval of the application.

Chairman Adams opened the public hearing.

Sarah and Scott Truslow, owners of Heart to Heart Ranch, spoke in support of their application to add their property to the Cuckoo Agricultural and Forestal District. They described the ranch's agricultural operations, including horse training and therapy programs, livestock production, and forestry activities, and noted their partnership with Louisa County Public Schools to provide equine-related opportunities for students with special needs. They expressed their appreciation for the opportunity to participate in the Agricultural and Forestal District program.

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

On the motion of Supervisor McCotter, seconded by Supervisor Jones, which carried by a vote of 7-0, the Board voted to approve the proposed addition to the Cuckoo Agricultural and Forestal District.

Ordinance – Amending Chapter 86 Land Development Regulations – Proposed Addition – Green Springs Agricultural and Forestal District

Ms. Maggie Brakeville presented an ordinance to add 85.098 acres, consisting of three A-2 zoned parcels owned by Karen Hulbach and Joseph Rodericks, to the Green Springs Agricultural and Forestal District. The property adjoins the existing district, is designated rural in the Comprehensive Plan, and is used for timber, pasture, and sheep production. She noted that the application had been recommended for approval by both the Agricultural and Forestal Advisory Committee and the Planning Commission.

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.

On the motion of Supervisor Barnes, seconded Supervisor Williams, which carried by a vote of 7-0, the Board voted to approve the proposed addition to the Green Springs Agricultural and Forestal District.

Ordinance – Amending Chapter 86 Land Development Regulations – Proposed Addition – Ellisville Agricultural and Forestal District

Ms. Maggie Brakeville presented a proposed amendment to the Indian Creek Agricultural and Forestal District to add 1,332.939 acres consisting of 12 parcels owned by Brandy Cox Douglas, Lindsay Cox, Sydney Barbie Cox, and SB Cox, Inc. She explained that the proposed addition includes both northern and southern parcels located in the Cuckoo Voting District. The properties are designated Rural in the Comprehensive Plan and are currently used for cattle, pasture, timber, and crop production. The application was recommended for approval by both the Agricultural and Forestal Advisory Committee and the Planning Commission.

During the discussion, it was asked whether the applicants owned the existing Indian Creek Agricultural and Forestal District. Ms. Brakeville clarified that while the applicants do not own the existing district, they own surrounding properties that adjoin it and are seeking to add those lands to the district.

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.

On the motion of Supervisor McCotter, seconded by Supervisor Williams, which carried by a vote of 7-0, the Board voted to approve the proposed amendment to the Indian Creek Agricultural and Forestal District.

Ordinance – Amending Chapter 86 Land Development Regulations – Proposed Addition – Gold Mine Creek Agricultural and Forestal District

Ms. Maggie Brakeville presented an ordinance to add 284 acres, consisting of four A-1 and A-2 zoned parcels owned by Matthew Craig and Jason and Anna Anderson, to the Gold Mine Creek Agricultural and Forestal District. The application includes three groups of parcels located in the Louisa and Mineral Voting Districts, all within areas designated as rural in the Comprehensive Plan. The properties are used for crop, hay, timber, vegetable, and livestock production, including goats, pigs, chickens, and rabbits. She noted that the applicants were enthusiastic about participating in the Agricultural and Forestal District program and preserving their farmland. Chairman Adams noted that the application included properties in both the Louisa and Mineral Districts before opening the public hearing.

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.

On the motion of Supervisor Woodward, seconded by Supervisor Williams, which carried by a vote of 7-0, the Board voted to approve the proposed addition to Gold Mine Creek Agricultural and Forestal District.

Ordinance – Amending Chapter 86 Land Development Regulations; Article I. General Provisions; Article II. Zoning Ordinance and Maps

Deputy County Administrator Chris Coon presented a proposed ordinance amending the County's zoning regulations related to emergency and humanitarian shelters, noting that the proposal had been under review by the Planning Commission for approximately ten months. He explained that the County's existing zoning ordinance has included provisions for emergency shelters since 2019 but that increased interest from religious organizations and nonprofit groups prompted the Planning Commission to develop a broader definition for "humanitarian shelters." Mr. Coon stated that the proposed definition would allow temporary shelter and basic services to individuals or families in need, including those affected by extreme weather or other circumstances, rather than limiting assistance to individuals experiencing homelessness.

Mr. Coon explained that the ordinance would establish clearer Conditional Use Permit (CUP) application requirements, providing applicants, the Planning Commission, and the Board with the information necessary to evaluate proposed shelters. He noted that religious organizations and nonprofits would be permitted to operate humanitarian shelters during a locally or state-declared emergency without obtaining a CUP, allowing them to respond quickly when assistance is needed. For ongoing operations outside of declared emergencies, a one-time CUP would still be required, with the approval remaining with the property rather than the organization. He added that CUP applications for religious organizations and nonprofits are processed without fees and that the typical review process is relatively timely. Mr. Coon concluded that the proposed ordinance expands opportunities for humanitarian assistance while providing transparency, operational standards, and protections for neighboring properties, and stated that staff found no legal concerns preventing the Board from moving forward with the amendment.

Supervisor Williams sought clarification on the proposed ordinance, confirming that the Conditional Use Permit (CUP) process is intended to provide transparency, establish operational safeguards, and inform neighboring property owners, while requiring only a one-time approval at no cost to religious organizations or nonprofits unless significant operational changes occur. He expressed concern that the ordinance addresses two distinct situations, long-term humanitarian shelters and temporary emergency sheltering during events such as severe weather or extended power outages, and suggested that those circumstances may warrant different regulatory approaches. He stated that he looked forward to hearing additional public input before reaching a decision.

The Board engaged in a detailed discussion with Deputy County Administrator Chris Coon regarding the proposed humanitarian shelter ordinance and its application during emergencies and for long-term operations.

It was asked whether anything in the current ordinance prevents a church from opening its doors during a snowstorm to provide shelter or meals to parishioners and neighbors.

Mr. Coon responded that nothing prohibits churches from opening their facilities for daytime refuge, meals, or similar assistance. He explained, however, that once individuals remain overnight, additional state and local regulations are triggered, including building, fire, health department, and drinking water requirements. He also noted that churches are generally classified as assembly occupancies, but overnight lodging changes the regulatory standards that apply. Some churches may already meet those standards, while others may require additional

compliance with state agencies, including the Department of Social Services and the Health Department.

Chairman Adams then asked whether, without a CUP process, any church not affiliated with the Louisa Housing Coalition could establish a humanitarian shelter without oversight. Mr. Coon clarified that, under the current ordinance adopted in 2019, all emergency shelters require a CUP. He explained that if the Board took no action on the proposed amendment, the existing emergency shelter regulations would remain in effect and continue to require a CUP. He further explained that the proposed ordinance would replace the existing "emergency shelter" definition with the broader "humanitarian shelter" definition while retaining the CUP requirement for ongoing operations outside of declared emergencies. Mr. Coon emphasized that the proposed ordinance is less restrictive than the current regulations because it expands both the definition of who may be served and the zoning districts where humanitarian shelters could be considered.

A Board member asked Mr. Coon to clarify his earlier statement that the proposal expands the zoning districts in which humanitarian shelters could be permitted. Mr. Coon explained that, under the proposed ordinance, humanitarian shelters could be considered by CUP in every zoning district within the County and their corresponding Growth Area districts. He confirmed that any organization seeking to establish a humanitarian shelter could apply for a CUP, subject to the Board's review and approval.

The Board also asked who would qualify for fee exemptions. Mr. Coon explained that religious organizations and nonprofit organizations are exempt from Community Development fees under the Board's adopted fee schedule, not only for CUP applications but also for rezonings, building permits, zoning determinations, and other Community Development applications.

Chairman Adams sought additional clarification regarding cooling and warming shelters during recent extreme heat events. He asked whether churches, nonprofits, or other organizations could currently open daytime cooling or warming centers without government approval. Mr. Coon confirmed they could, explaining that the distinction occurs only when individuals remain overnight. Chairman Adams then asked whether the overnight exemption would also apply during a declared local or state emergency. Mr. Coon confirmed that it would, explaining that emergency shelters operated only during declared emergencies are treated differently under state regulations because they are temporary, emergency-response activities rather than recurring shelter operations. Chairman Adams observed that locally declared emergencies typically last only a few days and involve a limited number of individuals, and Mr. Coon agreed.

Before opening the public hearing, Mr. Coon informed the Board of a scrivener's error in the agenda packet. He noted that references to Section 86-44 should read Section 86-44.1 throughout the matrix table on packet pages 263 through 266. He advised that the public hearing advertisement had correctly referenced the section number and that the error was limited to the agenda packet.

Chairman Adams opened the public hearing.

Mr. Bill Walling, Mineral District, stated that he had researched the proposed ordinance and spoken at length with County staff to better understand its purpose and implications. He observed that the issue affects the entire County and noted that humanitarian shelters involve many complex questions requiring careful consideration. Mr. Walling commented that churches

generally take their responsibilities seriously and work to address operational concerns before providing such services. He encouraged the Board to be mindful of maintaining an appropriate balance between its regulatory responsibilities and the broad mission of religious organizations, cautioning against unnecessary government involvement that could create concerns regarding the relationship between church and state. In closing, Mr. Walling remarked that while the Board was discussing a Conditional Use Permit (CUP), a church's "cup" represents something very different.

Ms. Heather Wiley, Louisa District, spoke in opposition to placing unnecessary barriers on churches seeking to provide shelter to those in need. She shared her experience volunteering for several years serving meals to individuals experiencing homelessness in Richmond and described the challenges many homeless individuals face. Ms. Wiley urged the Board to consider the human impact of the proposed ordinance, emphasizing that churches should be able to fulfill their mission of serving vulnerable members of the community without excessive regulatory obstacles. She encouraged the Board to ensure that the process for providing humanitarian assistance remains practical and accessible.

Ms. Mary Kranz, Mountain Road District, encouraged the Board to reach a compromise that would allow churches to provide temporary humanitarian shelter while addressing community concerns. She stated that churches generally seek only to provide overnight shelter to a limited number of individuals during periods of severe weather and argued that requiring a Conditional Use Permit (CUP) for such situations is overly burdensome, particularly for smaller congregations. Ms. Kranz explained that, although the County had clarified there would be no application costs, the CUP process itself could discourage small churches from participating. She suggested that the Board consider alternative safeguards, noting that the Louisa Homeless Coalition already provides training, operational procedures, volunteers, and resources to churches that participate in its programs.

During discussion, Chairman Adams corrected the record by noting that the County also covers the publication costs associated with CUP applications, meaning there is no cost to churches or nonprofit organizations. He recalled an earlier conversation with Ms. Kranz in which she had suggested a two-tiered approach that would allow churches to provide shelter for a limited number of individuals over a limited period without a CUP while requiring a CUP for larger or longer-term operations. Chairman Adams asked whether she still believed that approach could serve as a reasonable compromise. Ms. Kranz responded that she did, noting that her church had voluntarily limited the number of individuals it could accommodate and that a cap on occupancy, along with operational guidelines, could help address community concerns. She added that the appropriate time limit might need flexibility depending on weather conditions but agreed that larger or ongoing operations should be subject to the CUP process.

Supervisor Williams asked Ms. Kranz to elaborate on why she believed the CUP process was unworkable. Ms. Kranz explained that her concern was less about the requirements themselves than the perception among smaller churches that a government permitting process would be intimidating or overly bureaucratic, potentially discouraging participation. Supervisor Williams noted that a CUP would be required only once, would remain with the property, would involve no fees, and that County staff would assist churches throughout the process. Ms. Kranz acknowledged that those factors addressed some concerns but reiterated that temporary weather-related sheltering and long-term humanitarian shelter operations are fundamentally different activities that may warrant different regulatory approaches. Supervisor Williams agreed that the

two situations may require separate consideration and observed that the discussion had highlighted the need to distinguish between limited emergency sheltering and more permanent humanitarian shelter operations.

Ms. Lin Kogle, Mineral District and representing the Louisa Homeless Coalition, thanked the Board for its work on the proposed ordinance and stated that the Coalition supports the proposed humanitarian shelter definition and many aspects of the ordinance, but remains concerned about requiring a Conditional Use Permit (CUP). She explained that the Coalition successfully operated two pilot winter shelter programs in partnership with local churches using policies modeled after Charlottesville's PACEM program. Ms. Kogle stated that the Coalition already utilizes many of the operational safeguards contemplated in the proposed ordinance, including on-site supervision, intake and screening procedures, partnerships with service providers, volunteer training, community communication, and designated points of contact. She noted that religious organizations would be permitted to operate shelters during declared emergencies without a CUP under the proposal but questioned why a CUP would still be required during non-emergency periods. She suggested that a standard or streamlined CUP process could be developed to simplify participation for churches and noted that more than 110 churches in Louisa County could potentially participate in the program. She concluded by asking the Board to consider the needs of individuals experiencing homelessness during periods of cold weather that do not rise to the level of a declared emergency.

During Board discussion, it was asked whether the Louisa Homeless Coalition would be willing to assist smaller churches in navigating the CUP process. Ms. Kogle responded that she believed the Coalition would be willing to help churches prepare applications and satisfy the required operational standards, subject to approval by the Coalition's governing body.

It was also asked how the Coalition currently transports shelter guests, notifies surrounding neighborhoods, and ensures appropriate screening. Ms. Kogle explained that intake is conducted in advance by Coalition volunteers, transportation is provided by volunteers and participating churches using church vans, guests are picked up and returned to predetermined locations on a set schedule, and an overnight coordinator remains on-site throughout the evening. She added that the Coalition has coordinated with local emergency responders and previously explored using JAUNT transportation services.

Supervisor Jones clarified that JAUNT transportation is provided under a contract with the County and that expanding evening transportation services beyond the existing schedule would require renegotiating the contract and providing additional funding. Deputy County Administrator Chris Coon confirmed that JAUNT's current operating hours would not accommodate the Coalition's evening transportation schedule without extending service hours.

The discussion then turned to possible alternatives to the traditional CUP process. Ms. Kogle suggested that a standard set of operational requirements could be applied countywide, with only site-specific conditions varying by location. Mr. Coon agreed that standardized CUP conditions could be developed but explained that land use approvals must still be evaluated on a parcel-by-parcel basis. It was questioned whether there might be a legal mechanism allowing churches to register during a specified application period, agree to standardized operational requirements, and receive approval without requiring an individual affirmative vote by the Board. Mr. Coon responded that he would need to research whether such an approach would be legally permissible because of zoning and land use requirements.

Chairman Adams explained that his goal was to find an approach that would establish appropriate operational safeguards, avoid unnecessary government interference with churches' missions, and alleviate concerns that a church's application could ultimately be denied by the Board. Ms. Kogle responded that the Coalition already works closely with the Sheriff's Office and local service providers, noting that law enforcement is familiar with the Coalition's shelter operations and schedules. The Board emphasized the importance of ensuring that neighboring property owners have an opportunity to understand proposed shelter operations and express concerns, adding that public involvement through the CUP process can help address those concerns while recognizing the Coalition's existing policies and procedures as valuable safeguards.

The Board took a recess at 8:10 and reconvened at 8:25.

Ms. Sarah Teets, Louisa County resident and member of Yanceyville Christian Church, spoke about her church's participation in providing overnight shelter during the past two winters. She expressed concern that portions of the proposed Conditional Use Permit (CUP) requirements could interfere with the free exercise of religion, particularly provisions requiring churches to verify the identity of individuals seeking shelter. Ms. Teets stated that her congregation believes it should be able to welcome anyone seeking sanctuary without requiring identification. She also expressed concern that the proposed operational requirements, including intake assessments and referrals to supportive services, could place responsibilities on church volunteers that are better suited for trained professionals. Speaking from her experience as a mental health counselor, she emphasized the importance of proper assessment and handling of sensitive personal information and suggested that such functions should be performed by qualified individuals rather than untrained volunteers.

During discussion, Supervisor Jones asked how eliminating identity verification requirements would protect surrounding residents if an individual posed a safety risk. Ms. Teets acknowledged the concern but maintained that her primary objection was requiring churches to verify identification as a condition of opening their doors. She stated that her church works in partnership with the Louisa Homeless Coalition but recognized that not all churches would have that support and indicated she did not have a complete answer for how those situations should be addressed.

Supervisor Williams stated that the Board supported helping Louisa County residents in need but expressed concern that humanitarian shelter operations could attract individuals experiencing homelessness from outside the County, particularly from larger neighboring localities. He explained that several constituents had shared similar concerns and emphasized the importance of ensuring that any program primarily serves local needs rather than encouraging the relocation of homelessness into Louisa County. Ms. Teets responded that, in her professional experience, individuals are typically referred to services within their own communities rather than relocated elsewhere, but acknowledged the Board's concern.

Ms. Sue Frankel Streit, Patrick Henry District, spoke in opposition to requiring a Conditional Use Permit (CUP) for churches providing temporary humanitarian shelter. Drawing on nearly 30 years of experience assisting individuals experiencing homelessness in Louisa County, she stated that the County's homeless population is relatively small and that, in her experience, people typically seek assistance in larger neighboring communities rather than relocating to Louisa. She noted that the Louisa Homeless Coalition generally assists only a small number of individuals during severe winter weather and argued that homelessness itself constitutes an emergency,

regardless of whether a formal state of emergency has been declared. Ms. Frankel encouraged the Board to make it easier, rather than more difficult, for churches to provide temporary shelter, stating that relatively few churches are likely to participate because of the time and effort involved. She expressed concern that future Boards could modify or deny CUP approvals and suggested establishing reasonable limits on the number of individuals and duration of sheltering rather than requiring a CUP.

During discussion, Chairman Adams asked how many individuals had been assisted during the previous winter. Ms. Frankel responded that the Louisa Homeless Coalition had sheltered approximately eight individuals countywide, including those temporarily housed at the Loyalty Inn.

The Board stated that concerns about individuals being transported into Louisa County from neighboring jurisdictions were based on previous discussions with another church that had explored partnering with organizations in Charlottesville and Orange County to shelter overflow populations. She explained that those discussions had raised questions regarding transportation, emergency response, and the safety of shelter guests in rural areas, emphasizing that such concerns were legitimate and distinct from the Coalition's current program.

The Board voted unanimously (7-0) to extend the public hearing beyond the one-hour time limit in accordance with the Board's bylaws.

Mr. Nathan Wiley, Louisa District, spoke in support of allowing churches to provide humanitarian shelter with minimal government regulation. Drawing on his experience working with individuals experiencing homelessness, he expressed a personal commitment to helping those in need and stated that he was concerned that government regulations could impede the mission of churches. Mr. Wiley emphasized that a community is measured by how it cares for its most vulnerable members and urged the Board to weigh the potential benefits of saving lives and providing food and shelter against the concerns that had been raised. He encouraged the Board to adopt an approach that allows churches to fulfill their mission while addressing legitimate public concerns.

The following speakers either did not complete a comment card or submitted their card after the meeting; therefore, names and spellings may be inaccurate.

Mr. David McWilliams, Green Springs District, spoke in support of establishing humanitarian shelter regulations that include appropriate safeguards without requiring a Conditional Use Permit (CUP). He stated that the Board had appropriately identified the need for operational guardrails but argued that a CUP is not the only legislative tool available to accomplish that goal. While noting that his church's recent CUP for a farmers market was completed successfully in approximately 74 days, he emphasized that a humanitarian shelter is far more likely to generate public opposition than a farmers market, making the CUP process inherently subjective because it depends on the approval of elected officials. Mr. McWilliams also expressed concern that the time required to obtain a CUP could delay assistance in urgent situations, citing an example in which his church immediately sheltered a Louisa County resident fleeing an abusive relationship before helping her transition to stable housing. He encouraged the Board to consider adopting objective countywide standards or regulations that would establish operational requirements without requiring churches to seek case-by-case approval through the CUP process.

During discussion, Supervisor Williams explained that the purpose of the CUP process is to work collaboratively with applicants to accommodate proposed uses while protecting neighboring properties, rather than to deny applications. Mr. McWilliams acknowledged that perspective but maintained that the process remains subjective because final approval depends on the votes of the Planning Commission and Board of Supervisors.

Chairman Adams agreed that humanitarian shelters differ significantly from other types of CUP applications and suggested there may be alternative regulatory approaches that establish objective operational standards while avoiding the need for churches to seek Board approval. He asked Mr. McWilliams whether he supported reasonable operational guardrails if they could be implemented through another mechanism. Mr. McWilliams responded that he fully supported objective standards and accountability but believed those requirements should be established through clear regulations rather than a discretionary CUP process.

Ms. Juanita Jo Matkins, Mountain Road District, spoke in opposition to requiring a Conditional Use Permit (CUP) for churches providing temporary humanitarian shelter. Speaking as a participant in the Louisa Homeless Coalition's shelter program, she argued that requiring a CUP would place an unnecessary burden on the free exercise of religion. Ms. Matkins cited the Religious Land Use and Institutionalized Persons Act, the Virginia Constitution, and the Virginia Religious Freedom Restoration Act, stating that government should not regulate the sincere religious activities of churches unless there is a compelling governmental interest and no less restrictive alternative. She expressed concern that imposing a CUP requirement could expose the County to costly litigation and urged the Board to allow churches to open their doors to individuals in need during severe weather without additional regulatory requirements, regardless of where those individuals reside.

Mr. Duane Sergent, Mineral District, spoke in opposition to requiring a Conditional Use Permit (CUP) for churches providing temporary humanitarian shelter. He clarified that the Louisa Homeless Coalition serves only Louisa County residents, emphasizing that the Coalition's guidelines do not permit sheltering individuals from outside the County. Mr. Sergent stated that, regardless of how simple the CUP process may be, the requirement itself discourages churches from participating, noting that at least two churches withdrew their interest after learning of concerns expressed during the public discussion.

Mr. Sergent shared the personal story of his younger brother, Kevin, whose life was marked by family hardship, disability, alcoholism, homelessness, and limited access to services. He explained that Kevin ultimately benefited from homeless services and supportive housing available outside Louisa County, resources that are not readily available locally. Mr. Sergent urged the Board to exempt religious organizations from the proposed CUP requirement so churches can fulfill their mission of helping vulnerable residents without unnecessary regulatory barriers. He concluded by noting that his advocacy for individuals experiencing homelessness is deeply personal because of his brother's experience and argued that providing temporary shelter makes the community safer by giving vulnerable individuals a place to stay rather than leaving them outdoors.

Ms. Pamela Bickley, a certified community health worker serving the Western Region, spoke in support of providing temporary shelter and supportive services for individuals experiencing homelessness. Drawing on more than 40 years of experience in healthcare, including her work with the University of Virginia's Ryan White Program, she explained that stable housing is often

the critical first step in helping individuals address addiction, obtain treatment, and achieve long-term stability. Ms. Bickley shared examples of formerly homeless individuals who successfully secured employment and maintained recovery after receiving housing assistance. She also described her current work conducting assessments and connecting individuals with needed services, emphasizing that each person's circumstances are unique and often require in-person evaluation to identify underlying needs. She encouraged the Board to recognize the importance of combining temporary shelter with supportive services to help individuals regain stability.

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

Supervisor Barnes requested that Ms. Janice Shepherd, Director of Human Services come to the podium and asked about eligibility for services for individuals experiencing homelessness in Louisa County. Ms. Shepherd explained that, under state regulations, an individual generally must be present in Louisa County for at least 30 days to be eligible for local services, although children are eligible for educational services immediately. When asked about the number of individuals experiencing homelessness who seek assistance locally, Ms. Shepherd estimated that approximately 20 individuals identify themselves as homeless at the local Social Services office.

The Board discussed the testimonies received and reflected on the balance between protecting the mission of churches and addressing the County's responsibility to ensure public safety and fiscal responsibility. Several members expressed personal support for the charitable work of churches while acknowledging concerns about the potential impact of humanitarian shelter operations on County services and neighboring properties.

The Board agreed that the public hearing had provided valuable information and highlighted the complexity of the issue. Members discussed two general approaches for moving forward: retaining a Conditional Use Permit (CUP) process, potentially with modifications, or developing objective operational standards through the County Code that would establish safeguards without requiring churches to obtain individual CUP approvals. Members also discussed the possibility of partnering with the Louisa Homeless Coalition or another nonprofit organization to provide training, oversight, and assistance to participating churches, rather than having the County directly administer such a program.

Concluding that additional review was needed, the Board reached a consensus that it was not prepared to take final action that evening. Members directed staff to further evaluate the legal and regulatory options discussed during the hearing, including alternatives to the CUP process, and to continue discussions with community stakeholders. The Board then voted unanimously to table the proposed ordinance until the August 3 meeting to allow staff time to conduct additional research and develop potential revisions before returning the matter for further consideration.

ADJOURNMENT

On the motion Supervisor Barnes, seconded by Supervisor Williams, which carried by a vote of 7-0, the Board voted to adjourn the July 6, 2026, meeting at 9:17 p.m.

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

LOUISA COUNTY, VIRGINIA

DRAFT