



**RAPIDAN SERVICE AUTHORITY  
BOARD OF MEMBERS AGENDA  
18-Sep-25**

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**NOTE: MEETING TO BE HELD AT THE ORANGE COUNTY PUBLIC SAFETY BUILDING AT 2:00 PM.  
11282 GOVERNMENT CENTER DRIVE, ORANGE, VA 22960**

**TO VIEW THE MEETING VIRTUALLY, VISIT  
<https://youtube.com/live/zlgG7VRG1TE?feature=share>**

A regular meeting of the Board of Members of Rapidan Service Authority was held on July 17, 2025, at the Orange County Public Safety Building, Orange, VA.

A quorum was present, and the meeting was called to order at 2:00 p.m., followed by the Pledge of Allegiance.

Present:	Members:	Elliott, Johnson, Marshall
	Staff:	G.M. Clemons, D.O. Jarrell
	Attorney:	Stefan Calos
	Guests:	Bryan Nicol

The agenda for the meeting was adopted on a motion by Marshall, seconded by Elliott, and passed on a unanimous voice vote.

The minutes of the June 18, 2025 meeting were then approved on a motion by Elliott, seconded by Marshall, and passed unanimously on a voice vote.

There was no old business.

During the opportunity for public comment, Orange County Supervisor and Lake of the Woods resident Bryan Nicol expressed his appreciation for the work of Joe Gonzalez and his staff during two recent incidents in the area. He stated that during the recent boil water advisory, Mr. Gonzalez was down in the mud working with his crew to get water service restored and that during a sewer overflow on Crystal Court over the 4<sup>th</sup> of July weekend, he responded immediately and professionally when contacted by Mr. Nicol about the problem and that the situation was resolved within an hour. Mr. Nicol asked that the Board pass on his thanks, and his constituents', to Mr. Gonzalez and his staff for the manner in which they handled the issues.

During the opportunity for Board comment, the Chairman announced that Mr. Voorhees had left his position with Orange County and had resigned his seat on the RSA Board. The Chairman expressed appreciation for his service during his tenure.

G.M. Clemons then announced the result of the bid opening for the Route 20 Vault Project. Patterson Construction was the low bidder at \$497,844 and RSA's engineering consultant recommended awarding the job to them. On a motion by Marshall, seconded by Elliott, the Board voted unanimously on a voice vote to award the project to Patterson Construction Company.

G.M. Clemons then presented a proposal that the RSA Board adopt a design-build construction policy that could potentially be used on complex construction projects, including an upcoming project at Lake of the Woods. Attorney Calos and his firm recommend this as a potential tool for the RSA Board to use in these types of projects. In order to do so, however, a design-build construction policy must first be adopted by the Board. On a motion by Elliot, seconded by Marshall, the Board voted to adopt the "Design-Build Construction Contract Procedures" as outlined on pages 4-12 of the agenda package. The motion passed

unanimously on a roll call vote. (The resolution in its entirety is included on page 13 of the agenda package.)

G.M. Clemons then asked the Board to adopt a set of construction management construction contract procedures that are described on pages 14-23 of the agenda package. The key factor in this approach is that it allows for oversight of a project by a project manager representing the owner, and it provides for the project manager to assume some of the financial risk of the project (if there is any) and ensures a cap for the cost of the project to RSA. Mr. Calos explained that previously these two methods – Design Build Procedure and Construction Management Procedure were merged together but the statute has gotten complicated to the point that Heather Lockerman, an attorney at Mr. Calos firm that specializes in procurement law, recommends breaking these two procedures apart as it makes it cleaner. On a motion by Marshall, seconded by Elliott, the Board voted on a unanimous roll call vote to adopt the “Construction Management Construction Contract Procedures” as outlined on pages 14-23 of the agenda package. (The resolution in its entirety is included on page 24 of the agenda package.)

G.M. Clemons then introduced a proposed resolution regarding RSA’s policy for disconnecting service due to non-payment. This is needed to meet VRA requirements for any upcoming bond issue as staff is currently preparing an application for the upcoming VRA bond issue. On a motion by made by Elliot, seconded by Marshall, the Chairman called for a roll call vote and the Board voted unanimously to adopt the resolution on page 25 of the agenda package formally authorizing and ratifying RSA’s collection/disconnection policies and procedures and authorizing the General Manager to update them as needed. (The resolution in its entirety is included on page 25 of the agenda package.)

G.M. Clemons then gave his report. Net operating revenue is up as water sales have increased, although not as much as hoped due to the wet summer the area has experienced. RSA hopes to work with VRA for a fall bond issue, with a spring issue as a back-up if all of the necessary elements cannot be completed in time. G.M. Clemons closed his report by repeating the Chairman’s earlier statement about Mr. Voorhees moving and resigning his position on the Board. He stated that he was a pleasure to work with and wished him well.

Attorney Calos then gave a brief update on the PFAS matter. It is possible that RSA may eventually receive some additional compensation, but at this point Mr. Calos does not know.

As the meeting prepared to close, the Chairman asked G.M. Clemons to begin consideration of a public information position within RSA. (This position could include other duties, as well, as RSA would not need such services full time.) The Chairman stressed the importance of getting correct information out quickly during emergency situations, as incorrect information will quickly fill any vacuum. G.M. Clemons will come back to the Board with a proposal.

With no further business to discuss, on a motion by Marshall, the meeting was adjourned at 2:24 p.m. on a unanimous voice vote.

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Chairman

September 12, 2025

Mr. Tim Clemons  
General Manager, Rapidan Service Authority  
2445 S. Seminole Trail  
Madison, VA 22727

RE: Madison WWTP Upgrade and Expansion Project

Rapidan Service Authority opened sealed bids for the above referenced project on July 2, 2025. Patterson Construction Inc. submitted the low, responsive and responsible bid of \$9,555,344.

The project entails upgrading and expanding the Madison WWTP from 80,000 to 160,000 gpd. The major elements of work to be performed include: New influent fine screening system with manual screening chamber; new influent flow measurement flume, new influent pump station, new SBR treatment system to include pre-cast post-tensioned tank system (Pre-EQ, SBR 1, SBR2, Aerobic Sludge Holding 1 and 2 tanks), new SBR and aerobic sludge holding blower system, new chemical feed and storage systems, new UV disinfection system; new effluent pump station with post aeration; new sludge dewatering system and new building; new electrical building/gear/system; new generator with 1,250 gallon belly tank; new ATS, new SCADA system for all new processes/equipment, a new control building and all required ancillary components required to provide a complete and functional system.

In depth post-bid discussions between Owner, Engineer and Patterson have resulted in agreed to cost savings of \$605,000 to Patterson's low bid amount without any changes in project scope or equipment quality. These cost savings result in a revised construction contract amount of \$8,960,344.

The project was advertised and bid based upon a variety of project funding sources, which all have varying requirements. Once the project funding source is finalized, additional cost savings may be generated from the Construction Contract value by removing administrative requirements that are not relevant to the selected project funding source.

Mangrum Consulting recommends project award to Patterson Construction Co. Inc. for an amount up to but not to exceed \$8,960,344 for the Madison WWTP Upgrade and Expansion Project.

Please do not hesitate to contact me ([Rob@mangrumconsulting.com](mailto:Rob@mangrumconsulting.com); (434) 665-1515) should you have any questions or require additional information. And thank you for this opportunity to work again with Rapidan Service Authority.

With Regards,



Rob Mangrum, P.E., BCEE

**Consultant / Process Engineer**

*Board Certified by the American Academy of Environmental Engineers  
Water Supply and Wastewater Treatment*



# Bid Tabulation

Project: Madison WWTP Upgrade & Expansion Project

Bid Opening Date & Time: July 2, 2025 at 2:00 PM

Location: 2445 S. Seminole Trl, Madison, VA 22727

Bidder	Bid Amount	Rank
Patterson Construction Company, Inc.	\$9,555,344	1 (Apparent Low Bidder)
English Construction Company, Inc.	\$11,565,591	2
Archer Western Construction, LLC	\$12,084,900	3

All bids were determined to be responsive and complete. The apparent low bidder was Patterson Construction Company, Inc.

**RESOLUTION OF OFFICIAL INTENT TO REIMBURSE  
EXPENDITURES WITH PROCEEDS OF A BORROWING**

**WHEREAS**, the Rapidan Service Authority (the “Authority”), desires to undertake various capital improvements for its water and sewer systems, including (without limitation) replacement of the Madison wastewater plant with new outfall line, upgrading of the Lake of the Woods vacuum pump stations, beginning Phase 2 of the Wilderness water treatment plant upgrade including land purchase, replacement of various water and sewer lines and pump station upgrades (collectively, the “Projects”);

**WHEREAS**, the Authority intends to commence work on the Projects and to advance its own funds to pay the related costs (the “Expenditures”); and

**WHEREAS**, the Authority intends to reimburse such Expenditures using proceeds from the issuance of tax-exempt obligations, taxable obligations, or a combination thereof (collectively, the “Debt”);

**NOW, THEREFORE, BE IT RESOLVED BY THE RAPIDAN SERVICE AUTHORITY:**

1. The Authority administration is authorized to commence work on the Projects and to advance Authority funds to pay Expenditures.

2. The Authority confirms its intent to issue the Debt in an estimated principal amount of forty million dollars and use all or a portion of the proceeds thereof to reimburse Expenditures paid on or after the date of this Resolution (and including, as allowed under federal tax law, any Expenditures originally paid up to 60 days prior to the date of this Resolution).

3. Each Expenditure was or will be, unless otherwise approved by bond counsel, either (a) of a type properly chargeable to a capital account under general federal income tax principles (determined in each case as of the date of the Expenditure), (b) a cost of issuance with respect to the Debt, (c) a nonrecurring item that is not customarily payable from current revenues, or (d) a grant to a party that is not related to or an agent of the Authority so long as such grant does not impose any obligation or condition (directly or indirectly) to repay any amount to or for the benefit of the Authority.

4. The Authority intends to make a written reimbursement allocation that evidences the Authority’s use of Debt proceeds to reimburse any Expenditure, no later than 18 months after the *later of* the date on which the Expenditure is paid or the Projects are placed in service or abandoned, but in no event more than three (3) years after the date on which the Expenditure is originally paid. Notwithstanding such time limitation, the Authority recognizes that exceptions are also available under federal tax law that allow reimbursements for certain “preliminary expenditures,” costs of issuance, certain de minimis amounts, expenditures by “small issuers” (based on the year of issuance and not the year of expenditure) and expenditures for certain construction projects of at least five (5) years.

5. The Authority intends that the adoption of this Resolution confirms its “official intent” within the meaning of Treasury Regulations Section 1.150-2 promulgated under the Internal Revenue Code of 1986, as amended.

6. This Resolution shall take effect immediately upon its passage.

Adopted \_\_\_\_\_, 2025

\_\_\_\_\_  
Chairman, Rapidan Service Authority

\_\_\_\_\_  
Secretary-Treasurer  
Rapidan Service Authority



# Memorandum

**To:** Rapidan Service Authority Board of Members

**From:** Trace Gaskins, DoA

**CC:**

**Date:** September 15, 2025

**Re:** Town of Orange Water Rate Adjustment

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RSA has done its due diligence concerning the proposed contracted rate change from the Town of Orange. The rate adjustment from the Town of Orange to RSA is going from \$4.713 to \$4.458 per 1,000 gallons, a 5.4% decrease. The Town of Orange rate will be effective October 1<sup>st</sup>, 2025. According to the contract, the Town of Gordonsville's rate will be proposed after the close of the 2025 fiscal year.

## Town of Orange

Current        \$4.713

Proposed      \$4.458

## Recommend:

Accept the proposed Town of Orange rate



## MEMORANDUM

DATE: September 15, 2025  
TO: RSA Board  
FROM: Tim Clemons, GM  
RE: Public Information Officer/Communication Specialist

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### **Proposal for Public Information Officer / Communications Specialist Position**

At the July 17, 2025, RSA Board meeting, the Board requested that the General Manager explore the potential benefits of adding a Public Information Officer (PIO) or Communications Specialist to RSA staff.

#### **Purpose and Benefits:**

The addition of a dedicated Communications Specialist would significantly enhance RSA's ability to communicate effectively with the public, both during routine operations and in times of crisis. This position would help:

- **Increase public trust:** through consistent, transparent communication.
- **Improve crisis communications:** ensuring timely and accurate information reaches our customers.
- **Enhance customer engagement:** through education and outreach.
- **Relieve operations staff:** from communications duties that divert focus from critical infrastructure and service tasks, especially during emergencies.

Initially, the position would focus on:

- Establishing core communication protocols.
- Developing public education content.
- Assessing and improving RSA's digital communication tools.
- Supporting other customer-oriented efforts as time allows.

The PIO would centralize all public-facing communications, playing a crucial role in maintaining and strengthening RSA's public image. This would include:

- Developing consistent messaging to build credibility and trust.
- Educating customers about water and sewer services, conservation, and emergency protocols.
- Monitoring and updating RSA's website and social media platform(s).
- Managing media relations and crafting press releases.
- Preparing RSA's annual **Consumer Confidence Report** and other educational materials.

### **Background:**

Recent events, such as the August 2024 water crisis in the Locust Grove area, highlighted the need for more robust internal communication capabilities. Although RSA received assistance from Orange County and the Virginia Department of Health, customer feedback indicated a lack of direct and timely communication from RSA. This event exposed a gap in our outreach capabilities and underscored the necessity for dedicated communications support.

Following this event, RSA committed to strengthening its public outreach efforts for both emergency and non-emergency situations. A Communications Specialist would help fulfill that commitment by:

- Coordinating rapid, accurate responses during emergency events (e.g., main breaks, boil water advisories).
- Preemptively addressing potential public concerns and minimizing the spread of misinformation.
- Building relationships with local media, stakeholders, and the community to foster transparency and responsiveness.

### **Next Steps:**

Should the Board determine that this position is warranted, RSA staff will begin recruitment for a qualified individual. Although this role is not currently included in the FY 2025 budget, it would be added for **FY 2026**, pending Board approval.

13 August 2025

Attention:

Tim Clemmons, Rapidan Service Authority

Cheryl Yowell, Madison Town council

Jennifer Garrett, VDOT

Jonathan Weakley, Madison County Administration

From: Albert Yowell on behalf of Madison American Legion Post 157

Greetings,

You are all being Jointly notified of our interest in upgrading the Post 157 sign at the intersection of Main street and Thrift Road. Specifically, we are looking at installing an electronic lighted sign on the opposite corner from the current sign. This is on the property owned by RSA where the former water tower was located. This sign will display various messages entered via internet that advertise our post and upcoming events; such as our monthly breakfast, steak dinners, Memorial Day and Veteran's Day. The included picture of the intersection shows the existing sign and 2 white posts near where we plan to position the electronic sign.

As you can see, the Post building is not visible from Main Street; so many 'non-native' citizens of Madison may not know where we are located. The Post 157 Legion Hall was built in 1947 and is clearly an icon worth promoting in our county. The Hall is undergoing significant upgrades to the kitchen, restrooms, and front entrance. It is available for rent and the capacity exceeds any other non-church facility in Madison.

There are a number of issues to work out including permission from RSA, electric power from REC, Town standards involving the sign, and of course generating funds. A current estimate is in the \$20,000 - \$24k range. There are similar electronic signs at the Reva firehouse on 29, the Salem firehouse on 522, the Culpeper Legion on Rt. 229 and various churches. Stewart Sign company of Florida has a wide variety of commercial or civic signs available.

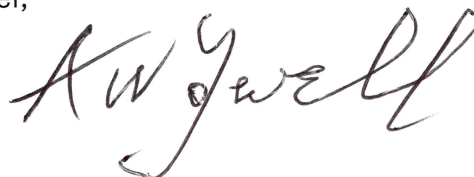
The included picture of the Post 30 sign [7'4"] is a good example of what we like except that it will be ground mounted like the Salem Fire sign, also included. The sign comes with internet connection with no monthly fee. It can be edited remotely by our Post designee. Automatic light sensors will adjust as sunlight changes. Also, it can be programmed to shut off during late night hours. We also plan to advertise other civic events like the County Fair, Bald Top Fireworks, Tractor Pull, Parade, and "Taste of the Mountains" etc.

However, before the Post conducts a vote to proceed with this project, we will need to solve each issue mentioned above.

Thank you for your consideration in this matter,

Albert Yowell, USAF Ret, Legion Member

[awyowell@yahoo.com](mailto:awyowell@yahoo.com) 540-718-4510

A handwritten signature in dark ink, appearing to read "A Yowell", with a stylized, flowing script.















# RAPIDAN SERVICE AUTHORITY

August-2025

Operating Income	PTD Act	PTD Bud	Variance	YTD Act	YTD Bud	Variance
Water & Sewer Revenue - Madison Co.	61,911	56,283	5,628	449,859	450,267	(408)
Water & Sewer Revenue - Orange Co.	882,227	804,808	77,418	6,038,297	6,438,467	(400,170)
Sale of Materials & Supplies	235	1,667	(1,431)	9,801	13,333	(3,532)
Engr & Maint Revenue	-	1,750	(1,750)	2,660	14,000	(11,340)
Service Fees	-	1,667	(1,667)	5,906	13,333	(7,428)
Misc. Income	29,752	29,817	(65)	203,338	238,533	(35,195)
Service Installations Revenue	21,900	16,667	5,233	161,200	133,333	27,867
Total Operating Income	996,025	912,658	83,366	6,871,061	7,301,267	(430,206)
Operating Expenses	PTD Act	PTD Bud	Variance	YTD Act	YTD Bud	Variance
Purchased Water	66,084	49,817	(16,267)	482,243	398,533	(83,710)
Operating Labor	162,372	217,250	54,878	1,369,103	1,738,000	368,897
New Service Installations	15,077	11,808	(3,269)	70,600	94,467	23,867
Locations-Miss Utility	6,810	6,533	(277)	62,735	52,267	(10,468)
Engineering & Maintenance	213,358	140,983	(72,375)	1,717,380	1,127,867	(589,514)
Water Treatment Supp.	64,734	67,217	2,483	501,081	537,733	36,653
Utilities	61,329	79,625	18,296	633,883	637,000	3,117
Vehicle Expense	9,678	12,858	3,180	117,298	102,867	(14,431)
Testing	5,579	7,167	1,587	73,280	57,333	(15,947)
Biosolids Waste Mgmt	42	3,042	3,000	20,722	24,333	3,611
Miscellaneous	-	-	-	1,026	-	(1,026)
Total Operating Expenses	605,063	596,300	(8,763)	5,049,351	4,770,400	(278,951)
Gross Margin	390,962	316,358	74,604	1,821,710	2,530,867	(709,157)
General & Admin Expenses	PTD Act	PTD Bud	Variance	YTD Act	YTD Bud	Variance
Billing & Collection Exp	6,988	10,683	3,695	78,055	85,467	7,412
G & A Labor	71,053	86,750	15,697	639,441	694,000	54,559
Comp. Board of Members	487	667	179	4,656	5,333	677
Insurance Premiums	1,404	12,625	11,221	80,501	101,000	20,499
Bank & Credit Card Fees	630	750	120	5,192	6,000	808
Offices Expenses	11,876	17,171	5,295	190,565	137,367	(53,198)
Legal/Bond Fees	-	5,333	5,333	96,197	42,667	(53,531)
Water Regulatory Fees	-	3,558	3,558	17,698	28,467	10,768
Audit & Other Consulting	-	3,083	3,083	41,159	24,667	(16,492)
Total General & Admin Expenses	92,437	140,621	48,184	1,153,465	1,124,967	(28,497)
Net Operating Income	298,525	175,737	122,787	668,245	1,405,900	(737,655)
Non-Operating Income	PTD Act	PTD Bud	Variance	YTD Act	YTD Bud	Variance
Avail. - Water & Sewer - Madison Co.	-	-	-	10,000	-	10,000
Avail. - Water & Sewer - Orange Co.	200,000	-	200,000	2,180,000	-	2,180,000
Interest Earned	56,880	25,000	31,880	277,583	200,000	77,583
Gain Loss on Disposals of Property	500	-	500	5,363	-	5,363
Non Operating Revenue Cap Contr.	-	-	-	255,835	-	255,835
Insurance Recoveries	-	-	-	-	-	-
Total Non-Operating Income	257,380	25,000	232,380	2,728,780	200,000	2,528,780
Net Income Before Debt Service	555,905	200,737	355,168	3,397,025	1,605,900	1,791,125
Debt Service	PTD Act	PTD Bud	Variance	YTD Act	YTD Bud	Variance
Debt Service	-	70,525	70,525	39,877	564,200	524,323
Net Income	555,905	130,212	425,693	3,357,149	1,041,700	2,315,449