



**AGENDA**  
**Economic Development Authority**  
**of the City of Emporia**  
**September 26, 2024 - 6:00PM**

**ROLL CALL**

**APPROVAL OF MINUTES**

February 29, 2024

July 2, 2024

**REPORTS**

Financial Report – February 1, 2024 – June 30, 2024

**APPROVAL OF AGENDA**

**OLD BUSINESS**

**NEW BUSINESS**

24-04 – Election of Officers

24-05 – FY25 Budget – Ordinance

24-06 – Economic Development Updates – Shanetta Beck

**PUBLIC COMMENT**

**CLOSED SESSION**

Closed meeting pursuant to Virginia Code Section 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, where discussion in an open meeting would adversely affect the bargaining position or negotiating strategy of the public body.

**MINUTES  
ECONOMIC DEVELOPMENT AUTHORITY  
OF THE CITY OF EMPORIA  
FEBRUARY 29, 2024**

*Note to Reader: Although the printed agenda document for this Economic Development Authority meeting is not part of these minutes, the agenda document provides background information on most all the items discussed by the Board at this meeting. The Secretary of the Economic Development Authority maintains the agenda document. One may see a copy of the agenda for this meeting by contacting the Secretary.*

The Economic Development Authority of the City of Emporia held a Regular Meeting on Thursday, February 29, 2024, in the Council Chambers of the Municipal Building, 201 South Main Street, Emporia, Virginia, Emporia, Virginia. David Bland, Chairman, presided over the meeting.

**ROLL CALL**

Upon roll call, the following Economic Development Authority Members indicated their presence:

Mr. David Bland	Mr. David Webb
Ms. Gloria Robinson	Mr. Kenneth Ryals
Mr. Vincent Lowery	

Not Present: Mr. Jason Slagle  
Mr. Robert Grizzard

Others present: Mr. William E. Johnson, III, City Manager  
Matthew Culbreath, Director of Planning and Zoning  
Shenetta Beck, Community and Economic Development Director  
Lori R. Jarratt, EDA Secretary

**AGENDA APPROVAL**

Mr. Bland stated that there was an addition to the agenda to add Item Number *24-02 – Site Plan – Authorize Chairman to Execute Zoning Application.*

Ms. Robinson moved to approve the agenda as amended, seconded by Mr. Ryals, which passed as follows:

Mr. David Bland	aye	Mr. David Webb	aye
Ms. Gloria Robinson	aye	Mr. Kenneth Ryals	aye
Mr. Vincent Lowery	aye		

**MINUTES APPROVAL**

There were no minutes provided at this meeting.

## FINANCIAL REPORT

The financial report for the period of July 1, 2023, through January 31, 2024, was presented.

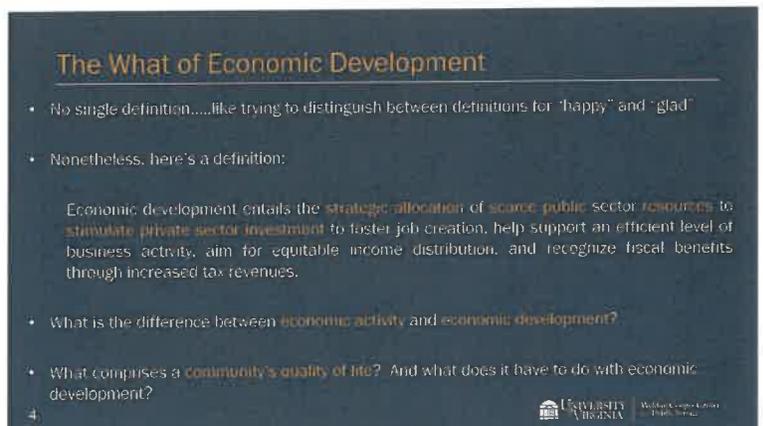
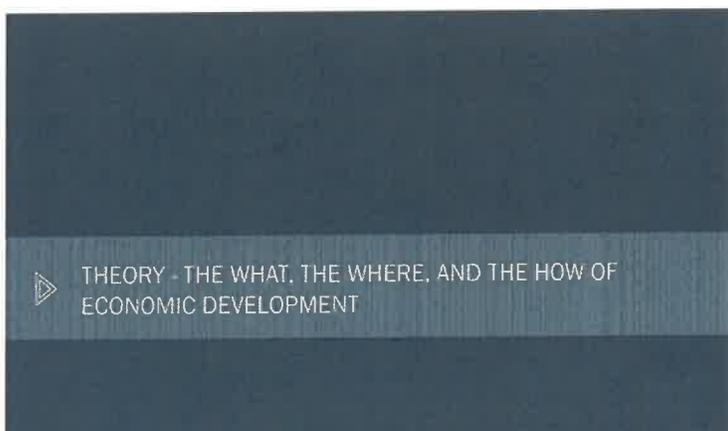
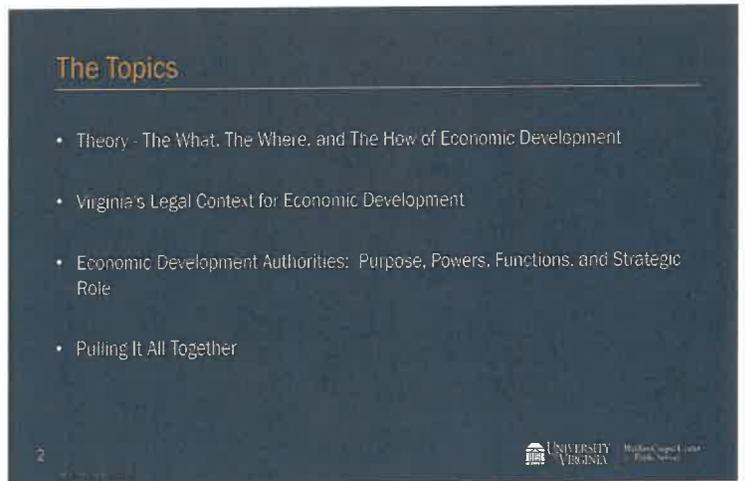
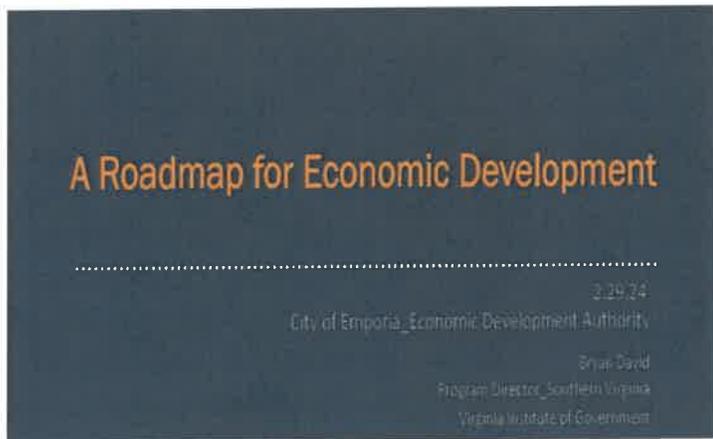
There were no questions regarding the report.

### NEW BUSINESS

#### *24-01 – Training – A Roadmap for Economic Development – Presentation*

Mr. Johnson stated that Mr. Bryan David, Program Director-Southern Virginia with the Virginia Institute of Government, was in attendance to provide a background on Economic Development. He also stated that Mr. David has an extensive background in local government and economic development.

Mr. David presented the following information:



## The Where of Economic Development?



### REGION

In 7 BC, Augustus divided the city of Rome into 14 administrative regions (Latin *regiones*, sing. *regio*). These replaced the four *regiones*—or “quarters”—traditionally attributed to Servius Tullius, the sixth king of Rome. They were further divided into official neighborhoods.

Source: *Oxford English Dictionary*

c. 1300. *region*, “tract of land of a considerable but indefinite extent,” also “a kingdom, country, nation; the people of a country,” from Anglo-French *region*, Old French *region* “land, region, province” (12c.) and directly from Latin *regiōnem* (nominative *regiō*) “a district, portion of a country, territory; district; a direction, line; boundary line, limit.”



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## The Where of Economic Development?

**Formal**—sometimes called homogeneous regions, have at least one characteristic in common; typically established by governmental organizations and statutes



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## The Where of Economic Development?

**Vernacular**—regions that are not well-defined; often based on people's perceptions; “Southside”, “Southwest”, “The Valley”, “Northern Neck”, “Hampton Roads”, “Eastern Shore”, “Central Virginia”, “NOVA” and “ROVA”



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## The Where of Economic Development?

**Functional**—regions that are by definition not homogeneous but share a particular function, often economic



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## The How of Economic Development?

### Economic Base Theory

$$E_T = E_B + E_{NB}$$

$E_T$  = Total Local Area/Region/State Employment

$E_B$  = Total Employment in Basic Business

$E_{NB}$  = Total Employment in Non-Basic Businesses

- Basic businesses are devoted to producing goods and services ultimately sold to consumers (individuals and firms) outside of the local area/region/state
- Non-basic businesses are devoted to producing goods and services ultimately sold to consumers (individuals and firms) inside a local area/region/state



Source: *Forbes* (2014) and *WVLT*

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## ▶ VIRGINIA'S LEGAL CONTEXT FOR ECONOMIC DEVELOPMENT

## Virginia's Legal Context for Economic Development

### Virginia Constitution (1971)

#### Uniformity of Taxation Clause (Art. X, §1)

- provides that all similarly situated property and taxpayers should be taxed similarly
- comes into play with performance incentives to offset tax liabilities for business investment to create jobs and capital improvements

#### Public Purpose Clause (Art. X, §2)

- prohibits the lending of public credit for private purposes
- looks to the "primary purpose" of the transaction, e.g., investments, grants, leases, performance incentives, etc., to promote economic benefits

#### Credit Clause (Art. X, §10)

- prohibits the lending of public credit for private purposes
- General Assembly may allow authorities to insure and guarantee loans to finance industrial development and industrial expansion and from making appropriations to such authority.



## Virginia's Legal Context for Economic Development

- Economic Development Authorities are "political subdivisions" under Virginia Statutes

- Industrial Development and Revenue Bond Act (Code of Va. § 15.2-4900 et seq.)
  - "It is the intent of the legislature...to authorize the creation of industrial development authorities by the localities in the Commonwealth so that...such authorities may be able to promote industry and develop trade by inducing manufacturing, industrial, governmental, nonprofit, and commercial enterprises, and institutions of higher education to locate in or remain in the Commonwealth...and to vest such authorities with all powers that may be necessary to enable them to accomplish such purposes, which powers shall be exercised for the benefit of the inhabitants of the Commonwealth, either through the increase of their commerce, or through the promotion of their safety, health, welfare, convenience, or prosperity."
  - Powers not necessarily available to local governing bodies



## Virginia's Legal Context for Economic Development

#### Dillon Rule

- Powers that are expressly granted by the state government
- Powers necessary and fairly implied by those powers the state government
- Powers that are essential and indispensable to anything

- Dillon Rule derived from two Iowa Supreme Court decisions in the late 19th century



#### Home Rule

- Granted by state constitution or state statute
- Allocates some autonomy to local governments subject to certain conditions
- Implies that state and local governments have a separate realm of authority



## PURPOSE, POWERS, FUNCTIONS, AND STRATEGIC ACTIVITIES

## Purpose, Powers, Functions, and Strategic Activities

Economic Development Authorities promote and induce private sector activity to improve the economic well-being of a community by supporting:

- a competitive business environment
- job creation and retention
- tax base expansion, enhancement, and resiliency
- diversification of local and regional economy

## Purpose, Powers, Functions, and Strategic Activities

- buy and sell property
- to borrow money and accept grants, contributions, or other financial governmental assistance to support development activities
- may exercise powers outside of the locality, e.g., acquire land for a business park, which may require approval of the host locality
- issue loans and grants, and serve as bond-issuing entity
- develop and redevelop land, buildings, and infrastructure to promote or induce economic benefits through sale, lease, or donation to a third party
- engage professional advisors on matters necessary to carry out the business of the authority

\*The Dillon Rule Veto\*

## Purpose, Powers, Functions, and Strategic Activities

- develop, finance, sell/lease, and manage **real estate projects** for commercial, industrial, tourism/cultural, institutional, parks and recreation, residential land uses, and associated infrastructure
- develop, implement, and manage an **incentive policy** for business recruitment and retention (understand local, regional, and state perspectives)
- support **workforce development** programs for K12, community college, and 4-year institutions
- listen**, then communicate, coordinate, and advocate for the interests of the **business community**
- develop, implement, finance, and support **Central Business District** projects and programs
- bond finance/refinancing**, tax exempt
  - private activity manufacturing and processing facilities (501(c)(3), and IPS-defined "exempt facilities")
  - declining balance bond fee
- tourism and visitor** programs
- develop, implement, finance, and support **Central Business District** projects and programs

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\*The Dillon Rule Veto\*



## Purpose, Powers, Functions, and Strategic Activities

- COLLABORATE WITH THE LOCAL GOVERNING BODY AND ALLIED STAKEHOLDERS TO DEVELOP AN ECONOMIC DEVELOPMENT STRATEGY, IMPLEMENTATION PLAN, AND PERFORMANCE MEASURES**
- initiate development of economic development-related infrastructure
- identify and develop public and private sector **partners**
- periodically convene local economic development stakeholders to review existing initiatives and plan and implement new initiatives
- identify, assess, and improve community and regional economic and workforce development assets
- local business development revolving loan fund
- research and establish target markets and business recruitment and retention (BRE) strategy
- develop, implement, and manage **specialty zones and districts**
- identify and pursue federal, state, and philanthropic grants aligned strategic plan
- Identify and develop regional relationships for business recruitment and retention, business site development, joint-marketing, and pursue federal, state, and philanthropic grants aligned strategic plan

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## Purpose, Powers, Functions, and Strategic Activities

### Specialty Zones

- technology
- tourism zone
- local defense production and support services zone
- enterprise zone
- economic revitalization zone
- green development zone
- arts and culture districts
- abandon school revitalization zone

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## Purpose, Powers, Functions, and Strategic Activities

### Public and Private Sector Partners

- regional economic development organizations
- chambers of commerce
- K12 divisions, community colleges, 4-year institutions
- adjacent local governments/economic development authorities
- community-focused organizations
- faith community
- public and private utility operators
- telecommunication firms
- railroad companies
- local, regional, and long-haul trucking firms
- public transit operators
- infrastructure developers
- commercial realtors
- Virginia Economic Development Partnership
- Department of Housing and Community Development
- Port of Virginia
- Department of Environmental Quality
- Southeast Crescent Regional Commission
- US Economic Development Administration

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## PULLING IT ALL TOGETHER

## Pulling It All Together

- Economic Development is the public sector's role in developing a strong and resilient community**
- Theory - The What, The Where, and The How of Economic Development
  - What = **strategic allocation of scarce public sector resources to stimulate private sector investment**
  - Where = **established in a formal region yet operates in vernacular and functional regions**
  - How =  $E_t = E_B + E_{NB}$
- Virginia's Legal Context for Economic Development
  - The Virginia Industrial Development and Revenue Bond Act gives broad and unparalleled authority to advance a community's **quality of life and prosperity**
  - Dillon Rule Veto**

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## Pulling It All Together

- Economic Development Authorities: Purpose, Powers, Functions, and Strategic Role
- Purpose = promote and induce private sector activity to improve the economic well-being
- Powers = make things happen by buying, selling, financing, and developing
- Functions = listen, collaborate, develop, implement and manage
- Strategic Activities = collaborate with the local governing body and allied stakeholders to develop an economic development strategy, implementation plan, and performance measures

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## Pulling It All Together

MAKE NO SMALL PLANS, THEY HAVE NO MAGIC  
TO STIR ONE'S THOUGHTS, IMAGINATION, AND ASPIRATIONS  
OF WHAT CAN BE.

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## Thank You

Bryan David, AICP  
Program Director  
Southern Virginia\_GO Virginia Region 3

Weldon Cooper Center for Public Service  
coopercenter.org  
bryan.bavid@virginia.edu

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Mr. Johnson and Mr. Bland thanked Mr. David for taking the time to give the presentation to the Economic Development Authority.

### ***24-02 – Site Plan – Authorize Chairman to Execute Zoning Application***

Mr. Culbreath addressed the EDA stating that he has been working with a Civil Engineer with regards to a site-plan submittal for the “Bently Project.” He stated that the submission of a site-plan review requires a Zoning Compliance Application.

He advised that with the EDA being the current property owners of 201 Market Drive, Emporia, VA, he is requesting the authority authorize the chairman to execute the Zoning Compliance Application for the site plan review.

Ms. Robinson made a motion to authorize the EDA chair to execute the Zoning Compliance Application for a site plan review of 201 Market Drive, Emporia, VA; seconded by Mr. Lowery which passed as follows:

Mr. David Bland     aye  
Ms. Gloria Robinson   aye  
Mr. Vincent Lowery   aye

Mr. David Webb     aye  
Mr. Kenneth Ryals   aye

**PUBLIC COMMENT**

With there being no comments to come before the Economic Development Authority, Mr. Bland closed the public comment portion of the meeting.

**ADJOURNMENT**

With no further business to come before the Authority, Chairman Bland adjourned the meeting.

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David Bland, Chair

Date

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Lori R. Jarratt, EDA Secretary

Date

**MINUTES  
ECONOMIC DEVELOPMENT AUTHORITY  
OF THE CITY OF EMPORIA  
JULY 2, 2024**

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The Economic Development Authority of the City of Emporia held a Special Meeting on Tuesday, July 2, 2024, in the Council Chambers of the Municipal Building, 201 South Main Street, Emporia, Virginia, Emporia, Virginia. Gloria Robinson, Vice-Chairman, presided over the meeting.

**ROLL CALL**

Upon roll call, the following Economic Development Authority Members indicated their presence:

Ms. Gloria Robinson	Mr. David Webb
Mr. Vincent Lowery	Mr. Kenneth Ryals

Not Present: Mr. David Bland  
Mr. Jason Slagle  
Mr. Robert Grizzard

Others present: Mr. William E. Johnson, III, City Manager  
Shenetta Beck, Community and Economic Development Director  
Lori R. Jarratt, EDA Secretary

**AGENDA APPROVAL**

Mr. Ryals moved to approve the agenda as presented, seconded by Mr. Ryals, which passed as follows:

Ms. Gloria Robinson	Mr. David Webb
Mr. Vincent Lowery	Mr. Kenneth Ryals

**MINUTES APPROVAL**

There were no minutes provided at this meeting.

**FINANCIAL REPORT**

There was no financial report provided at this meeting.

**NEW BUSINESS**

**24-03 – Sale of Property - Chick-fil-A – Resolution**

Mr. Johnson stated that this item was to clearly authorize the sale of approximately 2.307 acres located on the northwest corner of Market Drive and W. Cloverleaf Drive.

Mr. Ryals made a motion to adopt Resolution *No. 24-01* authorizing the Economic Development Authority of the City of Emporia, Virginia the sale of properties in the City of for Economic Development purposes, seconded by Mr. Webb which passed as follows:

Ms. Gloria Robinson  
Mr. Vincent Lowery

Mr. David Webb  
Mr. Kenneth Ryals

**PUBLIC COMMENT**

With there being no comments to come before the Economic Development Authority, Ms. Robinson closed the public comment portion of the meeting.

**ADJOURNMENT**

With no further business to come before the Authority, Vice-Chairman Robinson adjourned the meeting.

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Gloria Robinson, Vice-Chair

Date

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Lori R. Jarratt, EDA Secretary

Date

**Economic Development Authority  
Checking Account  
February 1, 2024 - June 30, 2024**

<b>Beginning Balance</b>		<b>\$129,805.29</b>
Revenues:		
2/27/2024 Deposit-CD #117939928	\$10,000.00	
3/6/2024 Deposit - Creative Playthings - March Rent	6,950.00	
3/25/2024 Deposit - East Coast Buildings Rent - 5/23-4/24	9,600.00	
4/5/2024 Deposit - Creative Playthings - April Rent	6,950.00	
5/16/2024 Deposit - HGIS Escrow - Pair Building	3,300.00	
6/7/2024 Deposit - Creative Playthings - June Rent	6,950.00	
6/18/2024 Add back Check #1534 (Lost in Mail)	1,000.00	
Total Revenues		<b>\$44,750.00</b>
Expenses:		
2/12/2024 Check #1542-Samantha Talley - BIG Grant	\$170.00	
3/8/2024 Check #1544-Tim Sloan -BIG Grant	100.00	
3/12/2024 Check #1544-Tim Sloan -BIG Grant	100.00	
3/14/2024 Check #1545- Amanda House- BIG Grant	150.00	
3/11/2024 Check #1546- Zions Bank-Interest Payment(land)	70,125.00	
3/18/2024 Check #1547 - COE Reimburse for Dinners	232.17	
4/4/2024 Check #1548- Tim Sloan- BIG Grant	100.00	
4/5/2024 Check #1549- Amanda House- BIG Grant	150.00	
4/22/2024 Check #1550- Shana Rawlings- BIG Grant May- April	320.00	
5/8/2024 Check #1551- Tim Sloan- BIG Grant	100.00	
5/14/2024 Check #1552- Amanda House- BIG Grant	150.00	
6/10/2024 Check #1553- Tim Sloan-BIG Grant	100.00	
6/11/2024 Check #1554- Amanda House- BIG Grant	150.00	
6/18/2024 HGIS - Invoice 794	1,000.00	
	Total Expenses	<b>\$72,947.17</b>
<b>Ending Balance</b>		<b>\$101,608.12</b>



# CITY OF EMPORIA

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## Memorandum

July 16, 2024

**TO:** Economic Development Authority  
**FROM:** William E. Johnson, III, City Manager  
**SUBJECT:** Election of Officers  
**ITEM #** 24-04

Per the EDA bylaws you are required to elect, annually, a Chairman, Vice-Chairman, Secretary, and Treasurer.

The current officers are as follows:

David Bland – Chairman  
Gloria Robinson – Vice Chairman  
Lori Jarratt – Secretary  
Alicia Hargrove – Treasurer

### Recommendation:

I recommend that you elect an Executive Director, Chairman, Vice-Chairman, Secretary, and Treasurer



# **CITY OF EMPORIA**

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## **Memorandum**

July 31, 2024

**TO:** Economic Development Authority  
**FROM:** William E. Johnson, III, City Manager  
**SUBJECT:** FY25 Budget – Ordinance  
**ITEM #** 24-05

A draft budget for Fiscal Year 2024-2025 (FY25) is provided for your discussion and consideration.

### **Recommendation**

The budget ordinance is attached for your consideration.

### **Attachment**

Proposed FY25 Budget  
Ordinance

**Emporia Economic Development Authority  
Operating Budget FY 24-25**

	2022-23 Budget	2022-23 Actual	2023-24 Budget	2023-24 Year-End Projection	2024-25 Recommended	2024-25 Approved
<b>Revenues</b>						
Creative Playthings Rent	0	103,835	103,835	103,835	103,835	
Land Rent	0	563	563	563	563	
DMV Rent	0	0	0	0	0	
Proceeds from Land Sales	0	0	700,000	700,000	2,293,523	
<i>Total Revenues</i>	0	104,398	804,398	804,398	2,397,921	0
<b>Other Funding Sources</b>						
Transfers from the City of Emporia	0	232,731	218,387	218,387	172,224	
Other	0	2,663,975	5,781	0	0	
<i>Total Other Funding Sources</i>	0	2,896,706	224,167	218,387	172,224	
<b>Total Revenues &amp; Other Funding Sources</b>	<b>0</b>	<b>3,001,104</b>	<b>1,028,565</b>	<b>1,022,785</b>	<b>2,570,145</b>	<b>0</b>
<b>Expenditures</b>						
<b>Contractual Services</b>						
DMV Lawn Care	0	0	0	0	0	0
Repairs and Maintenance - DMV Building	0	0	0	0	0	0
<i>Total</i>	0	0	0	0	0	0
<b>Miscellaneous</b>						
Business Incubation Grants	0	12,699	25,000	25,000	25,000	
M & T Investment Grants	0	182,731	193,387	193,387	147,224	
Attorney Services	0	10,357	15,000	15,000	15,000	
Miscellaneous Expenses	0	2,688,710	0	0	0	
Transfers to the City of Emporia	0	103,835	103,835	103,835	103,835	
COF Grant	0	0	0	0	0	
COF Grant Match	0	0	0	0	0	
<i>Total</i>	0	2,998,332	337,222	337,222	291,059	0
<b>Debt Service</b>						
Lease Revenue Note, Series 1999	0	0	0	0	0	0
2023 BAN Payment	0	0	140,640	140,640	2,043,523	
<i>Total</i>	0	0	140,640	140,640	2,043,523	0
<b>Total Expenditures</b>	<b>0</b>	<b>2,998,332</b>	<b>477,862</b>	<b>477,862</b>	<b>2,334,582</b>	<b>0</b>
<b>Profit/(Loss)</b>	<b>0</b>	<b>2,772</b>	<b>550,704</b>	<b>544,923</b>	<b>235,563</b>	<b>0</b>

**Ordinance**

An Ordinance To Adopt The 2024-2025 Operating Budget For The Economic Development Authority Of The City Of Emporia And To Appropriate The Funds For The Same

**BE IT ORDAINED** by the Economic Development Authority of the City of Emporia, Virginia as follows:

1. That the Economic Development Authority hereby approves and adopts the document entitled "*Economic Development Authority Operating Budget For Fiscal Year 2024-2025.*"
2. In order to provide the requisite funds for said operating budget, the sum of \$2,334,582 is hereby appropriated to the Economic Development Authority expenditure account for the fiscal year beginning July 1, 2024 and ending June 30, 2025.
3. The Executive Director is hereby authorized and directed to do all things necessary to implement said budget to include executing all purchase orders of any amounts and making all payments and disbursements consistent with the purpose and intent of this budget.
4. This ordinance shall be in effect on and after its adoption.

Adopted: August 15, 2024

Economic Development Authority,  
City of Emporia, Virginia

By: \_\_\_\_\_  
David Bland, Chairman

Attest:

\_\_\_\_\_  
Secretary



# CITY OF EMPORIA

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## Memorandum

July 16, 2024

**TO:** Economic Development Authority  
**FROM:** William E. Johnson, III, City Manager  
**SUBJECT:** Economic Development – Updates  
**ITEM #** 24-06

Ms. Shanetta Beck, Community and Economic Development Director will be in attendance to provide a brief update on the current economic projects.