## Popular Annual Financial Report

County of Frederick, VA DECEMBER 2013



## To the residents of Frederick County:

We face a steady influx of facts, figures and statistics in today's busy world. Sorting through this information, deciding what is important and then putting that information to good use can be a difficult task. In an effort to provide you with easily accessible, reliable information, we are pleased to present the Frederick County, Virginia's Popular Annual Financial Report (PAFR) for the fiscal year July 1, 2012 through June 30, 2013.

The PAFR is presented in a simple and easy to understand format to better inform the public about the County's financial condition, without excessive detail or the use of technical accounting terms. This report represents the ongoing commitment of County officials to keep Frederick County citizens informed about County finances, and to be accountable for the receipt and expenditure of public funds. It is intended to be a supplement to the CAFR, not a replacement. It does not conform to accounting principles generally accepted in the United States of America (GAAP) and focuses solely on primary governmental activities. Financial information related to the County Schools, Landfill, Adult Detention Center, Regional Airport, Shawneeland and Court Services are not included. Although the PAFR is not audited and excludes many material disclosures, financial statements, schedules and notes to the financial statements, figures are extracted from the County's CAFR.

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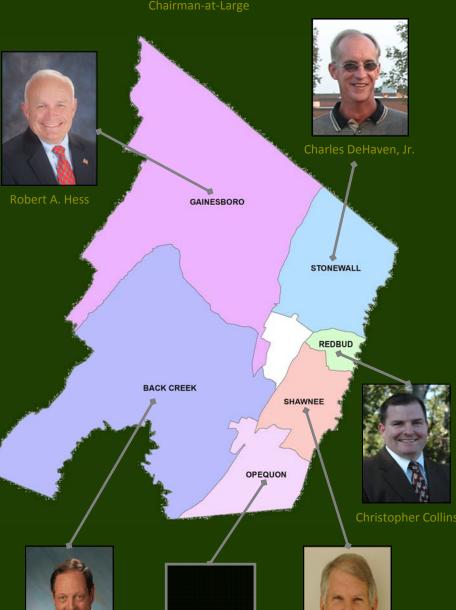
#### **PAFR PURPOSE**

The purpose of this report is to summarize and simplify the presentation of information contained in the audited Frederick County 2013 Comprehensive Annual Financial Report (CAFR). The County's financial statements are prepared using the financial reporting model prescribed by Accounting Governmental Standards Board (GASB) and are independently audited in accordance with auditing standards generally accepted in the United States of America by the accounting firm of Robinson, Farmer, Cox Associates of Charlottesville, VA. We encourage you to read the CAFR, which is comprised of detailed financial statements, notes, schedules and reports. The CAFR, in its entirety, is available Frederick County Finance Department and online at www.fcva.us.

## Your Board of Supervisors



Richard C. Shickle
Chairman-at-Large





Robert W. Wells



#### **Vision Statement & Core Values**

Insuring the quality of life of all Frederick County citizens by preserving the past and planning for the future through sound fiscal management.

A government that is accountable and dedicated to providing responsible stewardship for county funds and to insure the citizens receive the best services possible for the funds expended.

A government concerned with long range planning that protects our rural heritage and directs its future growth through planned infrastructure.

A government concerned with expanding commercial and industrial tax base in order to insure a viable and thriving economy.

A government that looks to the future and implements plans to insure that the quality of life for future generations is preserved.

A government that emphasizes a quality education through a cooperative effort with the school board.

A government that recognizes the importance of maintaining a highly trained public safety program to provide efficient services and protection to county citizens.

A government that promotes the spirit of cooperation with its regional local government partners.

A government unit based on honesty, trust, integrity, and respect that understands the importance of clear communication and a willingness to listen.

Gene E. Fisher



## Frederick County At A Glance

Frederick County, at the tip of the Northern Shenandoah Valley, is 72 miles northwest of Washington, D.C., and in the northernmost corner of the state of Virginia.

The County, which covers 424 square miles and borders the West Virginia line, was established in 1738. Its county administrator form of government was established in 1971.

In the southeastern portion of the county, there are two incorporated towns — Stephens City and Middletown. The per capita income for Winchester-Frederick County was \$39,359 in 2012, the last year for which the information is available, according to the Bureau of Economic Analysis.

The area is served by the Winchester Regional Airport, a 376-acre, all-weather general aviation airport. It is the only general aviation airport in the state manned and open for service 24 hours a day that has a U.S. Customs Service on call 24 hours a day.

There are over 12,000 acres of land in battle-fields that maintain high historic character. Without a concentrated and effective effort, most battlefield sites in Winchester and Frederick County will be lost to development during the next twenty years because of their location. Significant efforts are underway on the part of the City and County government, the Kernstown Battlefield Association, the Cedar Creek Battlefield Foundation and others to protect local battlefield sites

and create a battlefield park network. A battlefield park network in Frederick County and Winchester will provide substantial economic and educational benefits.

The Frederick County Public School System, the 19th largest school division in Virginia, is composed of eleven elementary schools serving students in grades kindergarten through fifth grade; four middle schools serving grades six through eight; three high schools serving grades nine through twelve; and one alternative/vocational school. Frederick County participates and is fiscal agent for a regional facility, Northwestern Regional Educational Program that provides services to some of its special education population. Other support facilities include the administration building, the maintenance and warehousing facility and the transportation facility.

#### HISTORIC PRESERVATION

The following sites are listed on both the Virginia Landmarks Register and the National Register of Historic Places:

Belle Grove

Cedar Creek Battlefield

Monte Vista

Springdale House and Mill Complex

Willow Shade

Sunrise

Rose Hill

**Hopewell Friends Meeting House** 

**County Poor House** 

Willa Cather's Birthplace

Newtown/Stephensburg District

St. Thomas Episcopal Church

Six battlefields of great national importance are located in Frederick County & Winchester:

First & Second Battles of Winchester

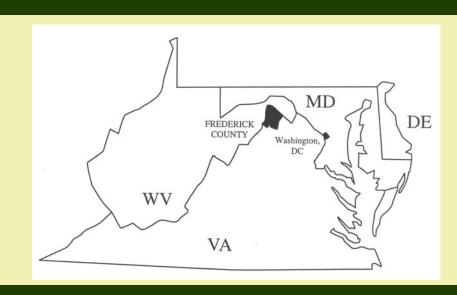
First & Second Battles of Kernstown

Stephenson's Depot

Third Battle of Winchester

Cedar Creek

Rutherford's Farm



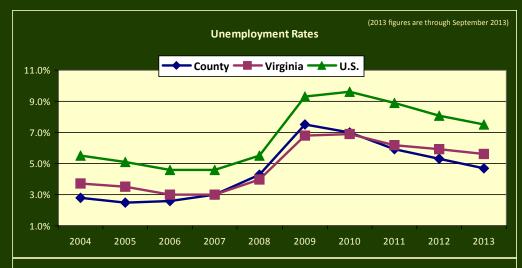
## **Local Economy**

As the nation continues to recover from its most recent recession, there have been recent indicators that the economy in Frederick County is showing signs of recovery. Sales tax continues to increase at an average rate of 6.8 percent. Other positive indicators include a fairly steady showing in construc-

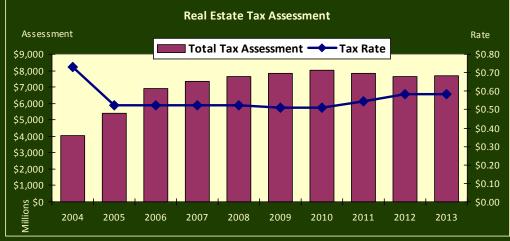
tion-related permits and a slight increase in meals and lodging taxes collection.

The County's population has increased from nearly 65,000 ten years ago to an estimated 81,000 today. By 2020, it is projected that the population of Frederick County will be

(Continued on page 5)









## Principal Employers — Top 10 in Frederick County

- L. Frederick County School Board
- 2. County of Frederick
- U.S. Department of Homeland Defense
- 4. Navy Federal Credit Union
- 5. Lord Fairfax Community College
- 6. Kraft Foods
- 7. The Home Depot
- 8. Axiom Staffing Group
- 9. H.P. Hood, Inc.
- 10. Trex Company, Inc.

## 2013 TAX RATES Per \$100 of assessed value

Property Type	Tax Rate		
Real Estate	\$0.585		
Personal Property	\$4.86		
Machinery & Tools	\$2.00		
Airplanes	\$0.001		
Mobile Homes	\$0.585		

NOTE: All calendar year 2013 figures are estimates.



## Local Economy

(Continued from page 4)

approximately 97,192, by 2030—119,419 and by 2040—145,935.

Employment is a broad economic measurement that gives a picture of major developments. Unemployment rates were at historical highs in 2009. Rates for Frederick County have decreased 40% since the high and appears to be continuing to decline. The 2012 rate was 5.3% compared to the 2013 (through October) rate of 4.7%.

Frederick County's labor supply is drawn from a 30-mile radius and includes the City of Winchester and the counties of Shenandoah, Page, Clarke and Warren in Virginia, the counties of Berkeley, Hampshire, Hardy, Jefferson and Morgan in West Virginia, and Washington County, Maryland. According to the Virginia Employment Commission, the largest employment sector in 2012 was health care, followed by government, retail trade, manufacturing, and accommodation & food, in that order.

It is a fact that businesses have closed; however, 2012 marked a historic year for economic development in Frederick County. Frederick County ranked in the top 5% of counties in Virginia in economic development announcements on a per capita basis. The combined efforts of Carmeuse Lime & Stone, Navy Federal Credit Union, M & H Plastics, and Kraft Food to expand their operations combined with the location of

McKesson Corporation resulted in a total investment of \$180 million and the creation of 800 new jobs. In addition to these projects, there were other expansion and location projects that did not receive state funding, totaling an additional private investment of \$30 million while creating 83 new jobs.

The cost of living in Frederick County is about 104.3% of the national average. Home sales since 2005, the top of the real estate boom have fallen by 44%. According to MRIS, the average selling price of a home in Frederick County in 2013 (through November) was \$215,000 up 1.4% from 2012 average.

The total 2013 real estate tax assessment has increased slightly compared to 2012. The real estate tax rate was increased in 2012 to \$0.585 to offset state mandates and remains constant for 2013.

#### **QUALITY OF LIFE**

#### **Higher Education**

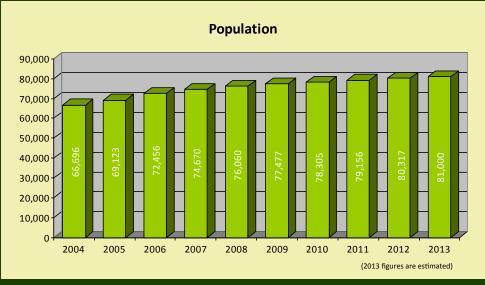
Lord Fairfax Community College offers two-year programs for an associate degree in Art and Sciences and Applied Science, Career Studies and Certificate Programs.

Shenandoah University offers fouryear undergraduate and graduate programs. The schools include Harry F. Byrd, Jr. School of Business, Health Professions, Arts and Sciences, Pharmacy and Conservatory. The John Marsh Institute of Public Policy is also located at the university.

There are 22 colleges and universities within a 125 mile radius of Frederick County.

#### Medical Care

Winchester Medical Center, a 445-bed, non-profit hospital in Winchester, Virginia, is a regional referral center offering a broad spectrum of services that includes diagnostic, medical, surgical, and rehabilitative care. A level II trauma center, Winchester Medical Center is a resource for 400,000 residents in Virginia as well as neighboring West Virginia and Maryland. In 2012, WMC completed a three-year campus expansion project costing \$161 million.



## Frederick County—By the Numbers

## **PARKS & RECREATION**

389

**Acres Maintained** 

15

**Community Centers** 

7

**Swimming Pools** 

8,541

**Youth Sports Participants** 

54

**Special Events Held** 

## **COUNTY EMPLOYEES**

(full time non-school)

648

## BUILDING INSPECTIONS

3,608

Permits Issued

13,957

**Inspections Completed** 



## **POPULATION**

80,317

## **FIRE & RESCUE**

8,975

**Incident Responses** 

## **ANIMAL SHELTER**

1,306 Animals Adopted

## **SHERIFF**

72,547

Calls Answered

17,786

**Civil Papers Served** 

6,902

Warrants Served

3.781

**Criminal Arrests** 

5.820

Citations Issued



Government Finance Officers Association

# Award for Outstanding Achievement in Popular Annual Financial Reporting

Presented to

## County of Frederick Virginia

For its Annual Financial Report for the Fiscal Year Ended

June 30, 2012



## GFOA OUTSTANDING ACHIEVEMENT AWARD

The Government Finance Officers
Association of the United States and
Canada (GFOA) has given an Award
for Outstanding Achievement in
Popular Financial Reporting to the
County of Frederick, Virginia for its
Popular Annual Financial Report
(PAFR) for the fiscal year ended
June 30, 2012. The Award for Outstanding Achievement in Popular
Annual Financial Reporting is a prestigious national award recognizing
conformance with the highest standards for preparation of state and
local government popular reports.

In order to receive an Award for Outstanding Achievement in Popular Annual Financial Reporting, a government unit must publish a PAFR whose contents conform to program standards of creativity, presentation, understandability and reader appeal.

An Award for Outstanding Achievement in Popular Annual Financial Reporting is valid for a period of one year only. The County of Frederick, VA has received a Popular Award for the last four consecutive years. We believe our current report continues to conform to the requirements, and we are submitting it to GFOA.



## Frederick County's FY 2013 Budget

The budget is one of the most important policy decisions elected officials have to consider each fiscal year. The FY 2013 budget, July 1, 2012 through June 30, 2013, represents the Board's revenue and expenditure policy direction after budget work sessions with the School Board and Finance Committee. During the budget work sessions, many issues were discussed. Local revenue shortfalls, decreasing revenue from the Commonwealth, and public schools and public safety concerns, are just a few of the areas that needed to be addressed. A budget was produced that recognized limited revenue sources, conservative expenditures and the needs of Frederick County citizens.

The FY 2013 budget process began with a preliminary memo from the Finance Committee Chairman cautioning the Board of Supervisors that the FY 2013 budget process was going to be challenging due to a continuing floundering economy and unknown state budget. The Chairman noted that a down economy, taxpayers losing homes and jobs, and the loss of real estate values would remain key factors during the budget process but also noted that consideration needed to be given to providing employee pay increases if possible since none have been given in three years. This memo was followed by a memorandum to department heads discussing the upcoming budget process and stating that the next few months will consist of tracking revenue collections including state funding, analyzing the county's benefit plans, and the continued health of fund balance and the availability to utilize it to balance the budget.

The total county budget for FY 2013 was \$240 million, an increase of 2.3% from the FY 2012 adopted budget. This includes a General Fund budget in the amount of \$127,184,304 that funds core county services including school operating and school debt. In order to support this budget, \$4.3 million was utilized from fund balance. This is the same amount taken from fund balance to balance the FY 2012 adopted budget.





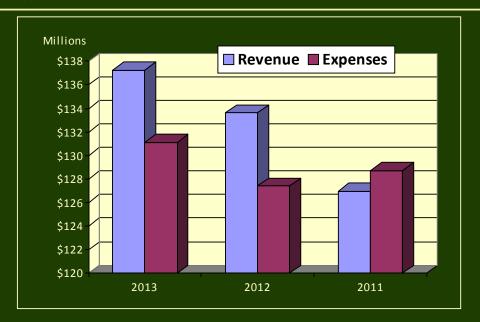
# Key Unfunded Requests & Delayed Goals and Initiatives

- Delay in refilling positions in the departments of Sheriff, Fire and Rescue, Public Safety Communications, Parks and Recreation, Commissioner of the Revenue, Social Services, and Jail.
- Delays in upgrades and adjustments to the county's information technology systems and networks.
- Elimination or reduction of Sheriff's Office personnel assisting with special events such as Shenandoah Apple Blossom Festival, Fourth of July festivals, Neighborhood Watch meetings and Board of Supervisors meetings.
- Continued reduced hours of operation at compactor sites throughout the county.
- Reduced quality of athletic fields at Clearbrook and Sherando Parks and public school facilities.
- Delay in vehicle replacements.
- Delay in parks maintenance.

# General Fund Summary Statement of Revenues & Expenditures For the fiscal year ended June 30, 2013

	2013		_	2012		2011	
Revenues:	Φ.	01.051.000	Φ.	0.5.000.500	Φ.	02 50 5 050	
Property taxes	\$	91,274,000	\$	86,822,539	\$	83,796,878	
Other local taxes		28,449,248		26,966,331		25,294,693	
Permits, fees and licenses		1,214,052		970,384		920,328	
Fines and forfeitures		387,848		307,839		279,102	
Use of money and property		446,272		231,319		196,118	
Charges for services		2,212,738		2,176,882		2,202,922	
Miscellaneous		640,559		551,430		541,102	
Recovered costs		2,175,749		1,712,606		1,570,383	
Revenue from financing		96,644		3,296,450		722,078	
Commonwealth of VA		7,600,115		7,535,803		7,605,362	
Federal Government		2,766,952		3,048,657		3,851,943	
Total Revenues	\$	137,264,177	\$	133,620,240	\$	126,980,909	
Expenditures:							
General administration	\$	9,152,531	\$	7,393,143	\$	8,053,735	
Judicial administration		2,125,611		2,041,089		2,148,670	
Public safety		25,245,584		23,615,366		22,682,060	
Public works		3,627,132		3,518,557		3,944,394	
Health and welfare		7,427,906		7,570,669		7,539,660	
Local community college		56,493		56,493		56,493	
Public school system		74,483,200		71,021,559		73,801,658	
Parks, recreation and culture		4,888,472		4,918,972		4,919,98	
Community development		1,723,782		1,774,914		2,722,56	
Debt service		2,350,465		5,493,081		2,854,389	
Total Expenses	\$	131,081,176	\$	127,403,843	\$	128,723,625	
Expenditures (greater than) less than							
revenues received	\$	6,183,001	\$	6,216,397	\$	(1,742,716	

NOTE: this chart summarizes the data found in the CAFR Exhibit 5 - Statement of Revenues, Expenditures, and Changes in Fund Balances. Other financing sources have been included as revenue from financing or an expenditure in the applicable category. Property taxes includes over \$12 million reimbursed from the Commonwealth for Personal Property Tax Relief.





## Explaining the Statement of Revenues & Expenditures

The Statement of Revenues and Expenditures provides a detailed account of revenues and expenditures for general County operations.

The chart to the left reports only on the general fund and is presented on a non-GAAP basis. The general fund includes general and judicial administration, public safety, public works, health and welfare, education (county share), parks, recreation and cultural, community development, and debt. More detailed GAAP basis financial statements can be found in the County's CAFR.

Revenues represent dollars received and expenditures can be thought of as the costs of providing services to the citizenry. The three year history of revenues and expenditures show that both have increased. Revenues increased by \$10.3 million from 2011 to 2013. The majority of the increased revenue was in the property taxes category due to an increase in business equipment and new vehicle purchases, as well as additional revenue from the 2012 calendar year real estate tax rate increase. Other local taxes reflects increased collection of sales tax and business licenses. Recovered costs also showed an increase due to proffers received. Proffers are reserved and not considered operating revenue.

Expenditures have increased \$2.4 million, in total, over the same period. The category with the largest increase was the category of public safety (\$2.6 million).



## Fund Balance: What is it and why is it important?

Fund Balance is the excess dollars of what the County owns (assets) over what the County owes (liabilities) in a single fund.

There are several reasons that it is important to maintain a healthy fund balance. It is a critical factor in financial planning and budgeting. It provides funds for unforeseen expenses or emergencies. Fund balance reduces the need for short-term borrowing for operations by assuring sufficient cash flows. REMEMBER — half of the largest revenue source is collected at the end of the budget year. Personal property and real estate taxes are collected on June 5th which is only 25 days before the end of the County's fiscal year. Finally, fund balance demonstrates financial stability, which enhances bond rating, thereby lowering debt issuance costs.

The County's chief operating fund is the General Fund, which is the primary operating fund that accounts for all revenues and expenditures applicable to the general operations of the county. Revenues are derived primarily from property and other taxes.

Throughout the fiscal year, the unassigned fund balance for the county's general fund is closely monitored to assure that adequate levels are maintained to mitigate risks and provide back up for revenue shortfalls. Unassigned fund balance represents monies available for any purpose, not classified as nonspendable, restricted, committed or assigned. The Government Finance Officers Association (GFOA) recommends, at a mini-

mum, that general-purpose governments maintain a unrestricted fund balance of no less than two months of regular general fund operating revenues. For the County's General Fund, this calculates to a minimum recommended level of \$21 million or 16.6% of the total general fund budget for FY 2013.

At June 30, 2013, the unassigned fund balance was \$38,127,444 (CAFR, Exhibit 3), an increase of \$4 million over the prior year. This amount was depleted by \$4.3 million on July 1, 2013 to balance the FY 2014 budget, leaving adequate funds of \$33.8 million in unassigned fund balance. At year end those funds have been routinely returned to fund balance. Returning those funds is a conscience effort on the part of management.

#### **FUND BALANCE TYPES**

There are five possible fund balance classifications for the General Fund.

### Nonspendable—\$739,911

Amounts that cannot be spent because they are not in spendable form (an example of this would be prepaids) or are required to remain intact legally or contractually.

## Restricted—\$3,504,341

Amounts constrained for a specific purpose by external parties (creditors or higher levels of government) constitutional provisions, or enabling legislation.

## Committed—\$3,385,779

Amounts constrained to specific purposes by a government, using its highest level of decision-making authority (board action). Such amounts cannot be used for any other purposes unless the government takes the same action to remove or change the constraints placed on the resources.

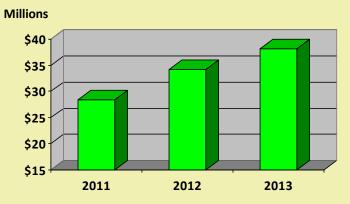
## Assigned-\$2,135

Amounts a government intends to use for a specific purpose.

## Unassigned—\$38,127,444

Amounts available for any purpose.

## Unassigned Fund Balance—General Fund



The county implemented GASB 54 in 2011 which required fund balances to be reported under new classifications.

#### **EYE ON IT**

The pie chart shows the total General Fund expenditures by category. The General Fund had over \$5 million in unspent budgeted expenditures at the end of fiscal year 2013. However, approximately \$1.5 million of that amount represented outstanding purchase orders which will automatically carry forward to the next fiscal year and an additional \$1.6 million was re-appropriated in the next fiscal year for capital purchases that had been cut from the last several budget years.

The largest savings occurred in the categories of public safety and education. These are also the two largest spending categories. In public safety, the Sheriff had savings largely due an outstanding purchase order for computers and software. Savings in education was a result of several factors that include personnel and energy savings.



## A Closer Look at Expenditures

The County's contribution to education represents 51.8% of all County expenses. Coming in a distant second is the cost of Public Safety at 21.8%. All other single expenditure categories expend less than 10% of total expenses individually. See the Summary Statement of Revenues & Expenditures on page 8 for exact dollar amounts.

General Government: costs of conducting legislative, financial and election activities of the County, including departments such as

Finance, IT, HR County Attorney and County Administration.

Judicial Administration: costs to support the courts which includes the Clerk of Circuit Court, Commonwealth's Attorney, General District Court and the Detox Center.

Public Safety: costs associated with law enforcement, traffic control, fire & rescue services, E-911 and building inspections.

Public Works: costs of refuse collection and disposal, maintenance of County buildings and the operation of the animal shelter.

Debt Service: Principle and interest payments on general long term debt.

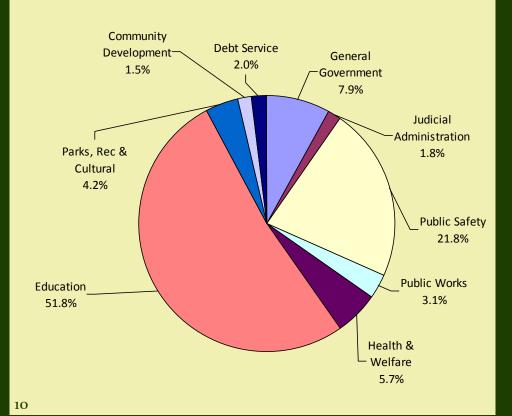
Community Development: costs of planning of economic, social and environmental issues. This category includes Planning & Development, Soil & Water Conservation and the Economic Development Commission.

Health & Welfare: costs for the local health department, social services and public assistance, as well as property tax relief for the elderly and handicapped.

Parks, Recreation and Cultural: the maintenance and operational costs of County parks, recreational facilities and libraries.

Education: costs represent the County's contribution for the operation of the public school system, including debt.

## Expenditures—General Fund—FY 2013





## A Closer Look at Revenues

As chart below shows, taxes are the largest source of revenue for the County. Total revenues of \$137,264,177 were collected in 2013 with taxes accounting for approximately \$120 million (87.2%) of that amount. In comparison, in 2012, total revenues collected were \$133,620,240 and in 2011, \$126,980,909.

Charges for Services: fees collected from the public for services rendered, recreation admission/user fees, court costs, etc.

Recovered Costs: monies received as reimbursements for joint jurisdiction programs. Proffers are also included in this category.

Property Taxes: taxes collected for property housed in the County. Included are real property consisting of residential, commercial/industrial and rural real estate, and personal property consisting of personally owned items and business equipment such as automobiles, boats, business furnishings and manufacturing equipment.

Other Local Taxes: include, but not limited to, business licenses, lodging, meals, utility and sales taxes.

Revenue from the Commonwealth/Federal Government: monies received from the State of Virginia and the federal government that is designated for specific purposes.

Use of Money and Property: monies earned from the investment of County funds.

Fines and Forfeitures: include monies collected for court fines as a result of violations of county laws and ordinances.

Revenue from Financing: typical source would be long term debt issued and capital lease issuances.

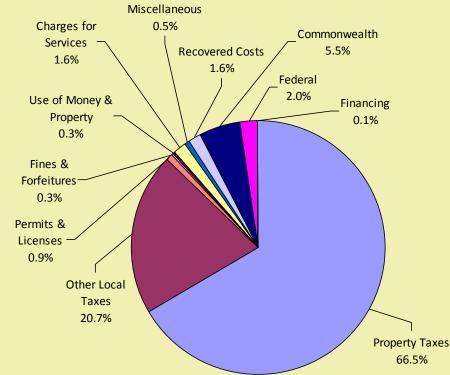
Permits, Privilege Fees & Regulatory Licenses: mainly include dog licenses and various building related permits.

Miscellaneous: monies collected that do not fall under any specific category.

#### **EYE ON IT**

The pie chart shows the total General Fund revenues by category but does not present information on areas like growth and where revenue continues to lag. The county realized a year end revenue surplus attributed to taxes, which include property taxes and other local taxes. Property taxes experienced an unbudgeted revenue surplus of over \$8.9 million at the end of FY 2013. Sales tax also returned an unbudgeted revenue surplus of \$0.7 million and business licenses reporting a surplus of over \$0.9 million. Economic recovery is a direct result of market volatile taxes such as sales tax and business licenses. The increase is a gauge of the consistent recovery to our local economy. These indicators are positive and revenue from building related activities showed an unbudgeted surplus for the first time in five years.

## Revenues — General Fund — FY 2013



NOTE: Property taxes includes over \$12 million reimbursed from the State for Personal Property Tax Relief.



## On the Horizon

### The Capital Improvements Plan (CIP)

The Capital Improvements Plan (CIP) consists of a schedule for major capital expenditures for the county for the ensuing five years. The plan is intended to assist the Board of Supervisors in preparation of the county budget. The CIP is strictly advisory; it is intended for use as a capital facilities planning document, not for requesting funding allocations. The projects included in the 2013-2014 Capital Improvements Plan have a total project cost to the county of \$923,531,936. It is important to note that funding for these projects may come from various sources (or a combination of), such as local, state or federal funding, grants, government loans, proffers, etc. Below is a list of the top priorities, in no particular order. Visit the County website to view the CIP in its entirety: <a href="http://www.co.frederick.va.us/home/showdocument?">http://www.co.frederick.va.us/home/showdocument?</a> id=1208.

SCHOOLS—Replacement of Frederick County Middle School (FCMS)
 Capital Cost: \$38,930,000

PARKS & RECREATION—Baseball Field Lighting Upgrade
 Capital Cost: \$1,300,000

 HANDLEY REGIONAL LIBRARY—Bowman Library Parking Lot and Sidewalk Extension Capital Cost: \$42,880

• TRANSPORTATION—Planning, Engineering, Right of Way and Construction for Route 37/ Capital Cost: \$300,000,000+

 WINCHESTER REGIONAL AIRPORT—Maintenance Facility Capital Cost: \$550,000

ADMINISTRATION—Albin Convenience Site Relocation
 Capital Cost: 374,850

FIRE & RESCUE—Fire & Rescue Station #22 / Annex Facilities (Route 277)
 Capital Cost: \$3,400,000

## FIND US. FOLLOW US. STAY CONNECTED.

Government-to-citizen communication is evolving rapidly with web technologies and Frederick County is embracing these new ways to reach those we serve.

http://www.fcva.us/about-us/social-media









# COUNTY OF FREDERICK, VA Finance Department

107 North Kent Street, 3rd Floor Winchester, VA 22601

> 540.665.5610 ph 540.667.0370 fax

> > www.fcva.us

