



**Continuing and Professional Education**

1900 Kraft Drive, Suite 1100  
Blacksburg, Virginia 24061  
P: (540) 231-5182  
cpeinfo@vt.edu

**SERVICES AGREEMENT**

This agreement entered into on February 20, 2026 by Virginia Polytechnic Institute and State University, hereinafter called the "Contractor" or "Virginia Tech" and Dinwiddie County, Virginia hereinafter called the "Purchaser."

WITNESSETH that the Contractor and the Purchaser, in consideration of the mutual covenants, promises and agreements herein contained, agree as follows:

SCOPE OF CONTRACT: The Contractor shall provide the services to Purchaser as set forth in the attached Agreement Documents.

PAYMENTS: Total cost to the Purchaser for all services under this agreement is \$125,000. The Contractor will invoice the Purchaser for the total sum upon project completion. Invoices are payable within thirty (30) days after receipt.

PERIOD OF PERFORMANCE: February 20, 2026 to December 1, 2026.

The Agreement Documents shall consist of:

- (1) This signed form,
- (2) The attached Terms and Conditions, and
- (3) The attached Virginia Polytechnic Institute and State University Scope of Work

This agreement constitutes the entire understanding between the parties, there being no representations, promises, warranties, covenants, or understandings other than those expressly set forth herein, and supersedes any and all prior understandings and agreements, whether oral or written. No modification or waiver of the terms of this agreement shall be effective unless in writing and signed by both parties.

GENERAL PROVISIONS: Nothing in this agreement shall be construed as authority for either party to make commitments which will bind the other party beyond the Scope of Contract.

IN WITNESS WHEREOF, the parties have caused this Agreement to be duly executed intending to be bound thereby.

**CONTRACTOR**

Virginia Polytechnic Institute and State University  
ATTN: Shelly Jobst, Director  
Continuing and Professional Education  
1900 Kraft Dr, Suite 1100, Mail Code 0272  
Blacksburg, Virginia 24061  
540.231.7084  
sjobst@vt.edu

**PURCHASER**

Dinwiddie County Virginia  
ATTN: W. Kevin Massengill  
14010 Boydton Plank Road  
Dinwiddie, VA 23841  
kmassengill@dinwiddieva.us

By: \_\_\_\_\_  
Shelly Jobst Date  
Title: Director, Continuing and Professional Education

By: \_\_\_\_\_  
W. Kevin Massengill Date  
Title: County Administrator

## **TERMS AND CONDITIONS**

- A. BEST EFFORTS:** Virginia Tech will use its best efforts to perform the services ordered under this Agreement. Virginia Tech makes no representations or warranties, expressed or implied, regarding its performance under this agreement.
- B. TERMINATION OF CONTRACT:** Either party has the right to cancel and terminate this Agreement upon 60 day's written notice to the other party. Except in the case of a force majeure event under the terms of Section F, if Purchaser cancels the program, Purchaser will pay Virginia Tech a cancellation fee in the amount of \$1,500. If Purchaser reschedules this same program within one year, the \$1,500 cancellation fee will be credited to the new program. Any contract cancellation notice shall not relieve Virginia Tech of the obligation to deliver and/or perform on all outstanding orders issued prior to the effective date of cancellation or the Purchaser's obligation to pay for any services provided through the date of cancellation.
- C. NOTICES:** Notice to either party hereunder shall be sent by certified mail, postage prepaid, return receipt requested, or by overnight courier service (UPS, Federal Express, or similar service) to the address listed in this agreement or to such other address as hereafter designated by written notice. Notice shall be deemed effective upon receipt.
- D. ASSIGNMENT:** This agreement may not be assigned by Purchaser without Virginia Tech's prior written consent. Subject to the foregoing, this agreement shall inure to the benefit of, and be binding on, the parties hereto, their successors and assigns.
- E. SEVERABILITY:** The terms of this Agreement are severable, such that if any term or provision is declared by a court of competent jurisdiction to be illegal, void or unenforceable, the remainder of the provisions shall continue to be valid and enforceable.
- F. FORCE MAJEURE:** Neither party shall be liable or be deemed to be in default for any delay or failure to perform or interruption resulting directly or indirectly from any cause or circumstance beyond its reasonable control, equipment or telecommunications failure, or failure of any third party to perform any agreement that adversely affects such party's ability to perform its obligations hereunder.
- G. WAIVER:** The waiver of any right or remedy hereunder by either of the parties shall not be deemed to be a waiver of any concurrent, prior or succeeding right or remedy.
- H. GOVERNING LAW:** This Agreement shall be governed in all respects by the laws of the Commonwealth of Virginia and any litigation with respect thereto shall be brought in the courts of the Commonwealth. The Purchaser shall comply with applicable federal, state and local laws and regulations.
- I. INTELLECTUAL PROPERTY:** Title and ownership of the program content and any other intellectual properties created solely by Virginia Tech faculty and staff, whether or not copyrighted, patented or patentable, shall remain with Virginia Tech. Title and ownership of any intellectual properties created by Purchaser staff or agents, whether or not copyrighted, patented or patentable, shall remain with Purchaser or its licensor, as applicable. Copyright in jointly created intellectual properties shall be jointly owned by the parties.

**Note: Virginia Tech does not discriminate against faith-based organizations.**

## **Virginia Polytechnic Institute and State University Scope of Work**

This Statement of Work is being established between Virginia Polytechnic Institute and State University (Virginia Tech) and Dinwiddie County Virginia.

### **Purpose**

This proposal responds to Dinwiddie County's desire to receive an Economic Outlook Report and an integrated new Strategic Plan that are prepared for the Board of Supervisors as the county strategically positions itself for the future.

### **County Benefits**

The County seeks to leverage additional insights from an economic outlook analysis integrated into a strategic planning process to contribute to continued strong financial management, prudent decision-making, strategic positioning of economic development plans, and effective service delivery. An economic outlook analysis coupled with an integrated strategic plan will assist the County with furthering its long-term financial planning, informing budget and management decisions, communicating with constituents, augmenting service delivery, and advancing its strategic goals.

### **Our Approach**

We prioritize collaboration and customization in all research projects. Virginia Tech researchers will serve as partners with County staff and will develop a customized economic outlook analysis and an integrated strategic plan framework in close collaboration with Dinwiddie County's administrative team. To support this tailoring and collaboration, Virginia Tech will develop a project calendar, in coordination with the County, containing key milestones and periodic reviews of draft materials, culminating in a final Economic Outlook Report and an integrated Strategic Plan. This systematic project plan will support clear communications, methodical review of economic and county administrative data and previous planning efforts, development of an economic analysis and integrated strategic plan framework, smooth idea exchange, planning and facilitating work sessions and planning retreats, and timely reviews of draft and final reports. The University's Principal Project Lead will routinely update and communicate with the County's Principal Project Contact.

### **Scope of Work**

#### **Discovery Phase**

Our discovery phase work, which will launch directly after project award and continue for approximately four weeks, consists of the following activities:

1. Identification of stakeholders and initial stakeholder meeting(s)
2. Identification and collection of relevant county plans or planning documents
3. Identification and collection of county datasets relevant for the economic outlook analysis
4. Review of all relevant county plans, planning documents, and datasets

#### **Economic Outlook Analysis**

To support Dinwiddie County's strategic planning and long-term financial decision-making, Virginia Tech will develop a comprehensive Economic Outlook Analysis incorporating national, state, regional, and local economic indicators tailored to the County's economy and community.

#### **Components of the Economic Outlook Analysis**

The Economic Outlook Analysis will provide a robust assessment of economic conditions, trends, and outlook across multiple dimensions:

#### **Gross Domestic Product**

- National, state, and regional economic growth trends

- Local economic output where data permits

### **Labor Market Conditions**

- Employment and unemployment trends at national, state, and local levels
- Labor force participation rates
- Wage and total compensation trends
- Employment by industry, with focus on sectors relevant to Dinwiddie County's economic base

### **Consumer Activity**

- Personal income trends at national, state, and regional levels
- Consumer spending patterns
- Retail sales and trade activity
- Consumer confidence and sentiment indicators
- Consumer personal savings and household debt

### **Price Trends**

- Consumer price inflation
- Producer price trends affecting business costs

### **Business and Housing Activity**

- Private business spending
- Industrial Production
- Nonresidential Construction Spending
- Residential real estate market trends
- Housing affordability metrics
- Regional business conditions
- Business establishment patterns by industry
- County gross receipt trends by category
- County commuting patterns

### **Monetary Policy Environment**

- Federal Reserve policy actions and implications
- Interest rate trends affecting local economic conditions

### **Additional Community Factors**

The analysis will also examine key community indicators to support comprehensive strategic planning:

- **Income and Poverty:** Median household and per capita income, poverty rates, and trends
- **Housing Patterns:** Housing occupancy, ownership rates, housing values, and housing cost burden
- **Educational Attainment:** Workforce education levels and trends

### **Approach and Methodology**

The Economic Outlook Analysis will be developed using authoritative federal, state, and regional data sources, including but not limited to:

- U.S. Bureau of Economic Analysis (GDP, personal income)
- U.S. Bureau of Labor Statistics (employment, wages, inflation)
- U.S. Census Bureau (demographics, business patterns, housing)
- Federal Reserve System (monetary policy, industrial production)
- Virginia Employment Commission (local labor market data)
- Federal Housing Finance Agency (housing price indices)
- Leading economic forecasters (Conference Board, University of Michigan, S&P Global, and others)

Comparisons for Dinwiddie County versus regional, state, and national benchmarks will be included wherever possible to support the County's strategic analysis and decision-making. Data will be presented through clear graphs and tables designed to communicate trends effectively to both technical staff and elected officials.

### **Deliverables**

Virginia Tech will prepare an Economic Outlook Report for Dinwiddie County that synthesizes this analysis into an accessible document suitable for:

- Presentation to the Board of Supervisors
- Integration with the new Strategic Plan
- Reference for ongoing financial planning, budget decisions, economic development planning, and strategic positioning

### **Strategic Plan**

We propose the development of Dinwiddie County's new Strategic Plan through a structured, facilitative process encompassing preparation, retreat facilitation, and post-retreat deliverables. This phase of the project includes creating and distributing a pre-retreat activity packet including a SWOT analysis for the Board of Supervisors and conducting semi-structured phone interviews with each Board member. Based on the analysis of the data gathered, a full-day Board retreat will be conducted to shape the draft strategic plan. After compiling and analyzing the results, the draft Strategic Plan will be prepared, including draft mission, vision, values, and goal frameworks with actionable strategies. Next, a workshop with Department Heads will be conducted to develop an implementation plan and gather additional input.

Following these sessions, a complete final draft of the strategic plan will be prepared for Board consideration and adoption. Once adopted, an Excel-based progress-reporting tool will be provided to the County to support the Strategic Plan's implementation.

### **Deliverables:**

- Pre-retreat activity packet
- Phone semi-structured interviews with Board Members
- Presentation for Retreat to the Board of Supervisors
- Presentation for Workshop with the Department Directors
- Draft Strategic Plan and associated presentation for Board of Supervisors consideration and adoption
- Final Strategic Plan document
- Excel based implementation progress-reporting tool

### **Timeline**

Overall, it is generally planned to complete our agreement and get started this month, with two major milestones: complete and present the Economic Outlook Report component by July 2026, and complete and present the Strategic Plan component by November 2026 (before the holidays). A specific timeline will be developed jointly at the initial project launch meeting with the County.

## Personnel

### **Sheryl D. Bailey, Ph.D., Visiting Professor of Practice, Virginia Tech Institute for Policy and Governance, Principal Project Lead**

Dr. Sheryl Bailey has over 30 years of experience in administration and finance as a senior executive in state and local government and the private sector, including gubernatorial cabinet and state authority director experience in Virginia, as well as extensive higher education experience. She currently serves as Visiting Professor of Practice at the Virginia Tech Institute for Policy and Governance and the School of Public and International Affairs, and as Principal of Forward Strategies Consulting, LLC.

At Virginia Tech, Dr. Bailey has taught several graduate courses since Spring 2014 in the Public and Nonprofit Financial Management Graduate Certificate Program and the Center for Public Administration and Policy and served on the founding advisory committee for the financial management program. She pioneered the conversion to a field lab course of the Financial Health of Public and Nonprofit Organizations class, producing robust Financial Health Check reports for Virginia localities.

Dr. Bailey hosts and provides regular Economic Update presentations to the statewide Virginia Finance Network at Virginia Tech, supporting the long-term financial planning and strategic decision-making of Virginia's public organizations. She has designed, organized, and presented in professional development training workshops and webinars conducted by Virginia Tech on behalf of the Virginia Government Finance Officers Association and served as a presenter in the Virginia Public Sector Leaders Program.

Dr. Bailey formerly served on the Board of Directors of the Municipal Securities Rulemaking Board, with approval by the U.S. Securities and Exchange Commission. She has been active for many years in the International City/County Management Association, the Government Finance Officers Association, and the National Forum for Black Public Administrators and their state affiliates, having held leadership positions, served on several national and state task forces and committees, and presented regularly at national and regional conferences and programs.

Dr. Bailey achieved her Bachelor's degree summa cum laude in Economics from Norfolk State University and her Master's and Doctorate degrees in Economics from Harvard University. She has served as a Visiting Economist at the Board of Governors of the Federal Reserve System and on the faculties of Harvard, Virginia Commonwealth, Old Dominion, and Hampton Universities; the College of William and Mary; and Virginia Tech.

### **Stephanie D. Davis, Ph.D., Collegiate Association Director and Program Director, School of Public and International Affairs**

Stephanie D. Davis, Ph.D., is a collegiate associate professor at Virginia Tech and the program director for three graduate certificates including the graduate certificate in local government management. She teaches undergraduate and graduate courses in public budgeting, local government financial management, and local government management. Prior to her position with Virginia Tech, Dr. Davis served in Virginia local government for 20 years as a Finance, Human Resources, and IT Director, budget and management analyst, and as Vice President/Consultant for a national consulting firm. Dr. Davis holds a Ph.D. in Public Policy and Administration, a Master of Public Administration, and a Bachelor of Science in Economics. Go Hokies!

She served from 2018 to 2023 on the Commission on Local Government for the Commonwealth of Virginia and served as Chairperson during the City of Martinsville Reversion to Town Status process. She also served as a 2021 International City/County Management Association (ICMA) Local Government Research Fellow and developed a manager's manual on strategic planning in small communities.

Dr. Davis's outreach focuses on small communities in Virginia. She has facilitated strategic plans for the Towns of Amherst, Ashland, Haymarket, Purcellville, Remington, Leesburg, and the Cities of Staunton and Waynesboro Public Works Department and the counties of Bath, Patrick and Isle of Wight. She presented a

citizen's information session for the City of Emporia on Reversion to Town Status and advised both the City of Radford and Town of Pearisburg on new manager recruitments. Through Virginia Tech's Technical Assistance program, she has completed pay plan updates for the Towns of Bedford, Clifton Forge, Farmville, Vinton, Abingdon, and the Counties of Wythe and Mathews. Other projects include a Finance Department Benchmarking analysis for the Town of Warrenton, Utility Study for the Town of Round Hill.

**David Moore, Ph.D., Associate Director for Strategic Partnerships, Virginia Tech Institute for Policy and Governance**

David Moore, Ph.D., is the Associate Director for Strategic Partnerships at the Virginia Tech Institute for Policy and Governance, where he has spent over twenty years leading applied research and collaborative programs in workforce development, community engagement, and state government leadership. He works at the intersection of public and nonprofit management, the policy/program life cycle, technology, and analysis — partnering with state agencies, local governments, community nonprofits, and international organizations to build organizational capacity and improve program outcomes.

Dr. Moore directs partnership-based research projects including the Virginia Management Fellows program with the Virginia Department of Human Resource Management, workforce development programs with Total Action for Progress, and community engagement initiatives in southwest Virginia. He has directed programs in early childhood systems, prisoner reentry, and community needs assessment, and has provided technical assistance internationally in Mongolia and for scholars in Iraq.

Prior to joining Virginia Tech, Dr. Moore spent a decade in the private sector in information technology and environmental engineering, including founding and leading a technology company. This practitioner background informs his applied research approach: connecting analysis to decision-making and bridging the gap between what organizations have and what they need to serve their communities well.

Dr. Moore has over twenty years of continuous service on Montgomery County, Virginia boards and commissions, including the Planning Commission (2002–2010), the Board of Zoning Appeals (2010–2022), and the Department of Social Services Board (2022–present). Dr. Moore also served on the board of the Citizen Planning Education Association of Virginia from 2004 to 2008.

Dr. Moore holds a Ph.D. in Public Administration, a Master of Public Administration, and a B.S. in Civil and Environmental Engineering, all from Virginia Tech. He teaches nonprofit management as adjunct faculty in the School of Public and International Affairs.

**Proposed Budget**

Our fixed price for the proposed scope of work is \$125,000. This includes all personnel, travel and administrative costs.