

In The Matter Of:
VIRGINIA RACING COMMISSION
PUBLIC HEARING

Transcript of Proceedings
September 15, 2025

ORTEGA INTERNATIONAL REPORTING
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1 VIRGINIA:

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4 VIRGINIA RACING COMMISSION

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7 PUBLIC HEARING

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9
10 Monday, September 15, 2025

11
12 1:00 p.m.

13
14
15 When heard at:

16
17 State Corporation Commission

18 Tyler Building, Courtroom B

19 1300 East Main Street

20 Richmond, Virginia

21
22
23
24 Reported by:
25 JUAN ORTEGA, CCR

1 A P P E A R A N C E S:

2

3 COMMISSION MEMBERS:

4 Stephanie B. Nixon, Chair

5 John F. Tanner, Jr., Vice Chair (Remote)

6 Stuart C. Siegel

7 Bette Brand

8 Gillian Gordon-Moore

9

COMMISSION STAFF:

10

Waqas Ahmed, Executive Secretary

11

Kimberly C. Mackey, Director of Operations

12

Israel Saavedra, Director of Licensing and
Investigations

13

14 Aidan Turnage-Barney, Virginia Equine
Alliance

15

Frank Hopf, Director of Racing Operations
At Colonial Downs

16

17 Dulany Morison, Great Meadow (Remote)

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1	I N D E X		
2			PAGE
3	1	Call to Order and Roll Call	5
4	2	Minutes from the Previous Meeting of the VRC	6
5		a. Approval of Meeting Minutes for June 4, 2025	
6	3	New Business	7
7		a. Adoption of Remote Attendance and Electronic Meeting Policy	
8			
9		b. Requests to Surrender Licenses to Operate Satellite Facility and Offer Pari-Mutuel Wagering on Historical Horse Racing - Colonial Downs Group, LLC d/b/a Rosie's Dumfries and Breakers' Henrico	
10			
11		c. Request for Licenses to Operate Satellite Facility and Offer Pari-Mutuel Wagering on Historical Horse Racing - Colonial Downs Group, LLC d/b/a Roseshire	
12			
13		d. Updates Regarding 2025 Race Meetings from Operators	
14			
15		e. Agency Update	
16			
17	4	Public Comment*	40
18			
19			
20			
21			
22			
23			
24			
25			

I N D E X (Cont'd)

PAGE

5 Closed Session

78

The VRC is authorized to enter
closed session at any point in
the meeting to discuss matters
authorized under Va. Code §
2.2-3711.

6 Next Meeting Date

95

7 Adjournment

96

1 P R O C E E D I N G S

2 September 25, 2025

3

4 CHAIR NIXON: Good morning.

5 ATTENDEE: Good afternoon.

6 CHAIR NIXON: Oh, it is
7 afternoon, thank you. Good afternoon.

8 Commissioner Tanner, are you on?
9 Can you hear us?

10 COMMISSIONER TANNER: Yes, I'm
11 on, and I can hear you fine.

12 CHAIR NIXON: Thank you.

13 I call this September 15, 2025,
14 meeting of the Virginia Racing
15 Commission to order.

16 The first item on the agenda is
17 to call the roll of the commissioners.

18 Vice Chair Tanner.

19 COMMISSIONER TANNER: Present,
20 attending virtually.

21 CHAIR NIXON: Commissioner Brand.

22 COMMISSIONER BRAND: Present.

23 CHAIR NIXON: Commissioner
24 Gordon-Moore.

25 COMMISSIONER GORDON-MOORE:

1 P R O C E E D I N G S

2 Present.

3 CHAIR NIXON: Commissioner
4 Siegel.

5 COMMISSIONER SIEGEL: Here.

6 CHAIR NIXON: Let the record
7 reflect that we have a quorum with all
8 members present physically or
9 virtually.

10 Next on the agenda is the
11 approval of the minutes from the
12 previous meeting of the Commission
13 from June 4th, 2025.

14 I would like to entertain a
15 motion to approve the minutes.

16 Is there a motion?

17 COMMISSIONER GORDON-MOORE: So
18 moved.

19 CHAIR NIXON: Commissioner
20 Gordon-Moore.

21 Is there a second?

22 COMMISSIONER SIEGEL: Second.

23 CHAIR NIXON: Commissioner
24 Siegel.

25 Director Mackey is assigned the

1 P R O C E E D I N G S

2 floor.

3 MS. MACKEY: Good morning, Madam
4 Chair, staff recommends approval of
5 the previous meeting minutes from
6 June 4th, 2025.

7 CHAIR NIXON: Thank you.

8 Are there any additions or
9 corrections from the Commission?

10 All commissioners in favor of
11 approving the minutes of the June 4th,
12 2025, meeting as presented, please say
13 aye.

14 (Ayes).

15 All opposed, please say nay.

16 Any abstentions?

17 Motion carries. The minutes are
18 approved.

19 Next on the New Business. We are
20 going to adjust our agenda slightly,
21 recognizing the need of public input
22 on items under New Business.

23 I may receive public comments
24 related to those specific items as
25 they arise. We will not have a

P R O C E E D I N G S

standalone public comment period at the beginning of the meeting.

Also, we will be addressing item 3E Agency Update first under New Business. This is an informational item only, and I recognize Executive Secretary Ahmed and his staff to provide a brief update regarding the agency.

MR. AHMED: Thank you, Madam Chair.

Members of the Commission, I have several positive updates to share today. First, I'm thrilled to formally introduce our new executive team, which is now in place and ready to execute our strategy as a commission.

First up, we've got Brian Wolford, who is a deputy executive secretary. He was most recently serving as agency head and director of the Department of Professional and Occupational Regulations.

1 P R O C E E D I N G S

2 So welcome, Brian.

3 We have Eris Jones, who is the
4 director of audit and compliance. He
5 is coming to us from the State
6 Inspector General's Office, where he
7 was serving as the audit manager and
8 actually led audits for the Office of
9 Charitable Gaming as well as, most
10 recently, the Virginia Racing
11 Commission Audit.

12 So welcome, Eris.

13 And then the most recent is
14 Katreena Lewis, who is coming in as a
15 director of policy and licensing. And
16 she most recently served as a chief
17 hearing officer at the Department of
18 Motor -- Motor Vehicles. Right?

19 MS. LEWIS: Yes.

20 MR. AHMED: Was that it? Okay.
21 Got it. So I just wanted to recognize
22 the three of them. They'll be helping
23 us as we move forward.

24 So our immediate focus is on
25 developing a new strategic plan and

P R O C E E D I N G S

1
2 drafting a budget amendment for the
3 upcoming session.

4 Our goal is to make Virginia a
5 national model for agile and effective
6 racing authority. This will require a
7 few additional resources. But we plan
8 to source those from the historical
9 horse racing revenues that currently
10 exist.

11 The recent meets at Shenandoah
12 Downs, Gold Cup, and Colonial Downs
13 were a great success. My sincere
14 thanks goes out to our staff, the
15 horsemen, and the tracks for their
16 incredible partnership in making these
17 events happen.

18 Deputy Secretary Wolford will
19 oversee a first-time holistic review
20 of each meet at year's end. This
21 review will measure what went right
22 and identify areas for improvement. I
23 encourage all of our partners and
24 licensees to get their submissions and
25 suggestions to the deputy secretary as

P R O C E E D I N G S

soon as possible. This is an excellent opportunity for everybody to have their opinions heard.

Some other things to note. We will hold a committee meeting before the end of the year to propose a new strategic direction for the Virginia Breeders Fund. The VRC will take a more active role on managing the fund going forward as we have staffed up, and we're looking forward to working with our existing partners, such as the VHHA and VTA to continue to promote it.

We will be presenting to the Gaming Commission subcommittee at the end of the year to highlight our progress since the new hires, and the unique value that we as an agency provide to Virginia in upkeeping its identity as a premier horse state.

Finally, we will be reviewing the annual track race days applications and AEW applications at the next

1 P R O C E E D I N G S

2 December meeting, which the date will
3 be announced at the end of the meeting
4 today.

5 Director Lewis will announce the
6 submission deadlines for these
7 applications, so please keep a lookout
8 for that.

9 Thank you. That concludes our
10 update.

11 CHAIR NIXON: Thank you.

12 Next we will address Item A under
13 New Business. And I would like to
14 entertain a motion to address the
15 adoption of the remote attendance and
16 electronic meeting policy.

17 Is there a motion from the
18 Commission?

19 COMMISSIONER SIEGEL: So moved.

20 COMMISSIONER BRAND: Second.

21 CHAIR NIXON: Commissioner
22 Siegel. Commissioner Brand.

23 Director Lewis is assigned the
24 floor.

25 MS. LEWIS: Madam Chair.

1 P R O C E E D I N G S

2 On September 12th, 2024, the
3 remote attendance and electronic
4 meeting policy was enacted. The staff
5 recommends that we use this policy
6 going forward and enact it or approve
7 it again for use.

8 CHAIR NIXON: Thank you.

9 COMMISSIONER SIEGEL: Do we
10 assume it has to be done annually?

11 MS. LEWIS: Yes, it does have to
12 be done annually, and there are no
13 changes to it. So it was signed off
14 by the Commission last year, and we
15 are hoping to have it signed off again
16 this year. We do recommend that.

17 CHAIR NIXON: Thank you.

18 All commissioners in favor of
19 adopting the remote attendance and
20 electronic meeting policy, please say
21 aye.

22 (Ayes).

23 All opposed say nay.

24 No abstentions? Motion carries.

25 Thank you.

1 P R O C E E D I N G S

2 We will now address Item B
3 regarding the requests to surrender
4 licenses related to Breakers and
5 Dumfries satellite facilities. I
6 would like to entertain a motion to
7 address this item.

8 Is there a motion?

9 COMMISSIONER SIEGEL: So moved.

10 CHAIR NIXON: Commissioner
11 Siegel.

12 COMMISSIONER GORDON-MOORE:
13 Second.

14 CHAIR NIXON: Commissioner
15 Gordon-Moore.

16 VRC staff and representatives for
17 Colonial Downs are now assigned the
18 floor.

19 MR. AHMED: Jack, you can come up
20 to, too.

21 So as the staff is taking their
22 positions here. We've got Director
23 Jones and Director Saavedra. They're
24 going to go through their walkthrough
25 of Breakers, as well as Dumfries. And

P R O C E E D I N G S

then they've recommended certain conditions to be placed, just routine things. And Jack, Mr. Sours, is here to take any questions that you may have as well.

Go ahead.

MR. JONES: Good afternoon. This is a brief in regards to the Dumfries facility closure.

MR. AHMED: Eris, I don't think it's on.

MR. JONES: Any better?

MR. AHMED: There you go.

MR. JONES: All right.

Good afternoon, this is a briefing on the Dumfries facility closure. Rosie's Dumfries ceased operations August 20th, 2025, following approval of the closure. Plans submitted by Colonial Downs Group on July 25th. The VRC staff audit and compliance and investigations directors were -- we conducted a closed closure walkthrough

P R O C E E D I N G S

August 25th, 2025.

Some of our observations included: Closure was conducted consistent with the plan submitted by Colonial Downs. HHR machines were powered down and displayed "Out of Service" or "Out of Order." Cash boxes were removed. Sensitive areas such as the counting room or server rooms were secured by card access. Surveillance equipment remained active during closure activities.

The gaming floors were cleared. Only staff remaining with those removing food or cold beverages. And there were no unsecured sensitive items observed. No violations of the Commission requirements were identified as well.

And the VRC staff, we recommend formally accept the closure of Dumfries and surrender of its license. We also recommend that Colonial Downs Group submit a final reconciliation of

P R O C E E D I N G S

all outstanding title tickets and mutual vouchers within 30 days. And we also recommend the direct staff to develop minimum standards for facility closures including ticket redemption and liability management pools. Minimum surveillance coverage requirements during wind down and machine identification, and ask that tracking protocols be used during relocation.

That's the report on the Dumfries closure.

MR. SAAVEDRA: Good afternoon, commissioners, and members of the public. This is a summary of the closure assessment for Breakers off-track betting facility.

This -- this was submitted by Colonial Downs on August 22nd, 2025. The closure for the transition towards opening a new Roseshire Gaming Parlor in Henrico. A four-month staff, quote, true verified all key

P R O C E E D I N G S

operations and details in the Colonial Downs plan. The final day of simulcast operation at Breakers OTB is scheduled for September 25th, 2025.

Afterward, the facility's ten United Toll terminals will be -- will be decommissioned and removed. It is important to note that Breakers Sports Grill will remain open, continue regular operation as a restaurant. CDG will vacate the OTB space and return it to the venue owner -- owner in accordance with the contract. The satellite facility license will be surrendered to the Virginia Racing Commission.

The divisions, Compliance and Investigation, find that CDG closure plan is true and its -- and its key components has been verified by the Virginia Racing Commission staff.

The Virginia Racing Commission staff recommend the following actions:
Approve the closure plan and

P R O C E E D I N G S

submitted -- as submitted, noting that staff have verified the operational details.

Require CDG public-facing communication, henceforth clearly stating that Breakers Sports Grill will remain open for normal restaurant operation to avoid public confusion.

Require CDG to submit a final financial report within thirty days of closure confirming the final outstanding tickets liability and detailing final transfer of all cash and equipment.

We would request also an update of the employees' transition detailing how many employees were successfully placed in other roles versus how many accepted severance packages.

Thank you.

MR. AHMED: And I just want to note, we actually don't have formal procedures. I mean, we have broad authority to request a lot of the

P R O C E E D I N G S

things that we requested once Colonial Downs informed us of the closure of both facilities. So I just want to recognize that through our extensive request for information, that Mr. Sours and his team was cooperative and provided us with a very detailed plan, a lot of which is confidential but it is in front of you in your books today.

Jack -- Mr. Sours, based off of those conditions, do you all have any quandering issues with the conditions that these two folks have recommended today?

MR. SOURS: No, sir. I don't.

MR. AHMED: Okay. I got -- go ahead.

COMMISSIONER SIEGEL: Do we assume that Breakers is closed regardless of the outcome of Roseshire?

MR. SOURS: No, sir.

COMMISSIONER SIEGEL: So this is

1 P R O C E E D I N G S

2 a contingency, apparently.

3 MR. AHMED: It won't be a
4 contingency, no. So these are
5 separate licenses.

6 COMMISSIONER SIEGEL: Right.

7 MR. AHMED: I believe their plan
8 is to close the Breakers facility
9 September 26th. We're taking action
10 on it today.

11 MR. SAAVEDRA: September 25th.

12 MR. AHMED: 25th. The
13 Dumfries -- the Roseshire licensure
14 action will be a completed separate
15 action.

16 COMMISSIONER SIEGEL: All right.
17 I think I have enough clarity.

18 MR. AHMED: I've got a question.

19 So this is going to take away two
20 licenses. You're on the agenda later
21 today for the award of another
22 license, should the VRC grant it.

23 What's the goal, like, down the
24 road? What's the strategy here with
25 Virginia for the remainder --

1 P R O C E E D I N G S

2 remaining licenses?

3 MR. SOURS: Absolutely. So our
4 goal is to continue to look for
5 opportunities to place all licenses in
6 all machines within the Commonwealth.
7 We're looking to maximize the
8 potential of those licenses, the ten
9 licenses and the 5,000 games. We
10 don't have any definitive developments
11 at this point in time. But we'll be
12 happy to share anything at the
13 appropriate time when we know -- when
14 we know we actually have a project to
15 share.

16 MR. AHMED: Okay.

17 CHAIR NIXON: Any other comments
18 from the commissioners?

19 Questions?

20 Okay. Thank you very much. I
21 appreciate it.

22 MR. SOURS: Thank you.

23 CHAIR NIXON: Does the staff
24 recommend approval?

25 MR. AHMED: Yes.

1 P R O C E E D I N G S

2 MR. JONES: It did, yes.

3 MR. SAAVEDRA: Yes.

4 CHAIR NIXON: All commissioners
5 in favor of approving the closure plan
6 and request to surrender licenses as
7 recommended by the staff, please say
8 yes.

9

10 NOTE: Commissioners respond by
11 saying yes.

12

13 CHAIR NIXON: All opposed say no.

14 Anyone abstain?

15 Motion carries. Thank you, guys.

16 Next is Item C, a request for
17 licenses to operate a satellite
18 facility and conduct pari-mutuel
19 wagering on historical horse racing by
20 Colonial Downs, LLC. Roseshire.

21 I will entertain a motion. Is
22 there a motion from the Commission?

23 COMMISSIONER SIEGEL: So moved.

24 CHAIR NIXON: Commissioner
25 Siegel.

1 P R O C E E D I N G S

2 Is there a second?

3 COMMISSIONER BRAND: Second.

4 CHAIR NIXON: Commissioner Brand.

5 VRC staff and representatives are
6 assigned the floor.

7 MR. AHMED: So while he's getting
8 the presentation pulled up, staff did
9 evaluate this facility as well. Went
10 through the applications. Eris is
11 here to answer any questions, go
12 through the overview. And Mr. Sours
13 is actually going to present. He has
14 a presentation ready for us to walk
15 through the application.

16 MR. JONES: All right. So as
17 Waqas mentioned, we did a walkthrough
18 over --

19 MR. AHMED: Can't hear you.

20 MR. JONES: Oh, sorry.

21 As Waqas mentioned, we did a
22 walkthrough over the Roseshire as well
23 on September 10th, 2025. We did a
24 pre-opening walkthrough of the
25 Roseshire satellite wagering facility

P R O C E E D I N G S

to concern its readiness and regulatory compliance.

Some observations included at said 4016 Glenside Drive, Henrico County. There's about 150 terminals installed. 175 were planned and consistent with license -- the license submission. The infrastructure for banking counter surveillance that were in place and aligned with the plan provided by Colonial Downs simulcast wagering setup for the teller windows, with the United Toll terminals, and the terminals controls supported by CDG surveillance of regulatory audit departments would cover those areas as well. And the final certificate of occupancy is still pending.

And the Racing Commission staff recommend the following: Prior submission of the certificate of occupancy before opening, cap operations at 175 HHR terminals absent in license amendment, and share whole

P R O C E E D I N G S

participation in VRC's responsible gaming programs, require annual local benefit report, and monitor HHR litigation and adjust conditions if warranted.

Thank you.

MR. SOURS: Okay. Thank you.

Thank you for the opportunity to present our new application for licensure for our Roseshire venue. We're excited to share the new details of this venue with the commission.

So first, I am going to go over some key milestones for the development of Roseshire. In 1992, Henrico County voters passed a referendum to allow pari-mutuel wagering in the county.

In 1996, the county opened the first pari-mutuel wagering facility. And the last 28 years, with the exception of the COVID years, there has been pari-mutuel wagering allowed in the county.

1 P R O C E E D I N G S

2 In June of '24, Henrico County
3 director of planning provided a zoning
4 confirmation letter to us stating that
5 historic horse racing machines would
6 be allowed at this venue according to
7 the ordinance.

8 And in November 2024, Henrico
9 County issued us a building permit for
10 the project. All of our key
11 milestones have been met from a
12 construction standpoint. And pending
13 licensure today by the Virginia Racing
14 Commission, we will open to the public
15 on September 29th.

16 Some overview of the project. We
17 have 175 historical horse racing
18 machines ready to go under this venue.
19 It's a 23,000-square-foot leased space
20 at a shopping mall off of Staples Mill
21 Road with approximately 350 parking
22 spots.

23 This HHR venue will be a new
24 brand for us. It's a very exciting
25 new brand called Roseshire Gaming

P R O C E E D I N G S

Parlor. So I'm excited to share some details about what that looks like.

This is some pictures of the elevated finishes. You'll notice right away that it's different carpet and different color tones from a normal Rosie's Gaming Emporium.

Again, this is a brand new brand for us. We're very excited to roll this out in the community. The carpet is different. The finishes are different. We'll have a future bar center left of the facility. We're opening a new restaurant concept called Crimson Kitchen. It'll be a sit-down venue. And we're also going to have a music lounge off of the center bar. We're very excited about the finishes.

Also, we will have featured murals of racing throughout the facility. So as you walk in the entrance, there will be two murals as you walk in, big murals that everybody

P R O C E E D I N G S

will see. And then once you're inside the facility, we'll also have another mural in the simulcast area.

In addition to that, we'll have images out on all of the digital TVs and all the screens of horse racing activities, as well as in the music lounge area, we'll have a backdrop that people can have their picture taken with a horse racing backdrop. Very excited for that.

These are details of the floor plan. At the entrance, there will be double doors. So when folks walk in, there will be enough space for security to observe people walking through the door to our security podium. Once they go through the security podium and ID check, they'll go through a weapon detection system, which will detect any -- anybody carrying a weapon. We'll also have a smoking room off to the left on this -- on this side. Above that

P R O C E E D I N G S

1 smoking room, there's a high
2 denomination room for the HHR
3 machines.
4

5 At the top of the slide is the
6 new -- new restaurant concept, Crimson
7 Kitchen. Coming down the left-hand
8 side is the simulcast room. That is
9 just in all the other locations. And
10 then the feature bar is in the center
11 right, and off of the feature bar is
12 the music lounge.

13 Looking at the market for this
14 venue, we're putting this into
15 Northwestern Henrico County in the
16 Greater Richmond MSA. So there's
17 about 1.3 million people in the
18 Greater Richmond Area. This venue is
19 up on the northwestern segment, so
20 this is an area that is underserved by
21 our current Rosie's Richmond facility.
22 And if you look at the population base
23 there, we feel that there is a
24 significant demand for this venue in
25 that location.

P R O C E E D I N G S

1 The media plans to open the
2 facility includes digital and TV
3 media. So digital will be Facebook
4 and other social media applications.
5 And then TVs. So these are the best
6 media for us to reach our guests.

7 So this is an expanded look at
8 the market. You'll notice right away
9 that there's a population base out to
10 the west, which is Charlottesville.
11 And the population base to the north,
12 which is Fredericksburg. So again,
13 this is located to take advantage of
14 both of those population bases as
15 well.

16 So as you're all aware, we are
17 very community-focused with Rosie's,
18 and this will be no exception. So
19 Rosie's Gives Back is our -- our
20 staple program for giving back to the
21 community. Today, we have given over
22 \$5 million in direct and in-kind
23 benefits through Rosie's Gives Back.
24 That will continue at this location.

P R O C E E D I N G S

Our team members have volunteered over 2,500 hours of volunteer service within our communities. We also support the community through sponsorships of fairs, festivals, and sponsoring Chamber activities. And, you know, our team members are very excited to get out in the community and support the community.

With security and safety standpoint, this will operate just like our other Rosie's. All of our security folks will go through intensive security training. This is the Virginia DCJS training, which incorporates public safety and crisis management. Incorporates de-escalation training, active shooter training, and it really is an intensive certification process for all of our security personnel.

In addition to that, we'll have a state-of-the-art surveillance system for both inside and outside the

P R O C E E D I N G S

facility.

All team members will be trained on anti-money laundering. They'll be trained on responsible gaming. They'll be trained on human trafficking, active shooter, alcohol awareness, emergency awareness, fire safety, and workplace violence. So this is going to be very intensive training for our security folks.

From the hiring standpoint, we're looking at hiring approximately 100 folks. We've held job fairs in local communities. So we're hiring from the local community. All of our leaders will go through leadership training, and all of the folks will go through department-specific training as they're onboarded.

They'll go through the same safety-related training that I just covered in the previous slide. They'll go through money if they're in a money-handling position. They'll go

P R O C E E D I N G S

1 through money-handling training. And
2 then, lastly, they'll go through
3 Virginia Racing Commission regulation
4 training. So they'll all be
5 well-trained on the Racing Commission
6 regs.
7

8 For opening resources, we have a
9 corporate support team that is helping
10 us open this property. We also have
11 the local shared services support team
12 helping us open this property. We've
13 hired all of the executives for the
14 property. And we're hoping 99 percent
15 hire from frontline staff standpoint.
16 So they'll be there for opening.

17 Our corporate construction team
18 will support the opening as well as we
19 will be able to pull resources from
20 any other Rosie's operations as needed
21 to support the opening.

22 We'll take a moment to look at
23 how the HHRs contribute to the
24 Virginia equine industry. So every
25 dollar wagered on horse racing --

P R O C E E D I N G S

historical horse racing machine in the Commonwealth goes to these five entities. So it's important to keep in mind how this supports the equine industry. The Virginia Horse Racing Center, the Virginia Breeders Fund, The VEA and horse monies, the Virginia Horse Industry Board, and the College of Veterinary Medicine all get funded through these HHR machines.

Lastly, just looking at the overall impact, economic impact of Colonial Downs operations in the Commonwealth, today, we've employed more than 1,500 folks in the Commonwealth. We've invested more than \$900 million directly into the Commonwealth. We've generated more than \$125 million in VEA payment for purses and other expenses. Generated over 2,240 million in state and local taxes. We've generated more than \$540 million in annual economic impact in the way of vendor spend and payroll

1 P R O C E E D I N G S

2 and benefits. And more than
3 \$5 million in direct or in-kind
4 donations to local charities.

5 So with the approval of the
6 license today, we'll expect to open in
7 a couple of weeks, and we look forward
8 to your approval today. Thank you.

9 CHAIR NIXON: Thank you for your
10 presentation.

11 Commissioners, do you have any
12 comments, questions?

13 COMMISSIONER GORDON-MOORE: The
14 smoking room, is that soft contained
15 like it is at The Rose?

16 MR. SOURS: Yes, it is.

17 CHAIR NIXON: Okay.

18 COMMISSIONER GORDON-MOORE: Okay.

19 CHAIR NIXON: Any other comments,
20 questions?

21 Commissioner Brand.

22 COMMISSIONER BRAND: Yes, I have
23 a couple of questions. First off, in
24 looking at your map, the population
25 density map and where you're drawing

P R O C E E D I N G S

1 from, it looks like -- I have a
2 question about the cannibalization of
3 your Richmond Rosie's and New Kent.
4 What do you anticipate from those
5 being cannibalized over to this new
6 facility?
7

8 MR. SOURS: The Richmond property
9 specifically pulls the majority of
10 this business within a 5-mile radius.
11 So this will not touch the majority of
12 the Richmond property.

13 New Kent has always had crossover
14 play with all the other Rosie's
15 because it's the original Rosie's and
16 it has the tracks. So there's always
17 crossover between those and the
18 others. This property will definitely
19 benefit from this location being in
20 the northwestern segment of the MSA.
21 As I mentioned earlier, that's an
22 underserved area. So we do expect
23 this to be accretive to the overall
24 first monies and benefits to the
25 Commonwealth.

1 P R O C E E D I N G S

2 COMMISSIONER BRAND: One other
3 question. On your community impact
4 numbers, I assume those are all
5 numbers that are spent here in
6 Virginia.

7 MR. SOURS: Yes, ma'am.

8 COMMISSIONER BRAND: Okay.

9 CHAIR NIXON: Any other questions
10 or comments at this time?

11 MR. AHMED: If you could just
12 briefly go through the -- is it the
13 CPTED plan? I recognize that it's
14 highly sensitive. But just an
15 overview of the crime prevention and
16 the other aspects of this.

17 MR. SOURS: Yes. Thank you for
18 that question. So the CPTED is the
19 Crime Prevention Through Environmental
20 Design. So we have submitted a CPTED
21 plan to Henrico County for approval,
22 which they currently have in their
23 possession.

24 The details, safety techniques
25 throughout the facility. So things

P R O C E E D I N G S

such as steel bollards in front of the entrance to prevent vehicles from smashing the entrance. It looks at all of our surveillance system and all of our camera placements to ensure that is happening. It looks at door access, all the doors to the outside are controlled access. And it looks at lighting.

It looks at door hardware, access. It looks at interior design from making sure that the -- the sensitive areas inside the facility have extra security. That is part of the CPTED as well. So it's a very thorough plan which we have to apply.

COMMISSIONER SIEGEL: I just want to make a comment. There's a lot of talk here about security.

I take it, based on experience, this is in preparation for something that might happen and has generally not happened at other venues, right?

MR. SOURS: The security plan is

1 P R O C E E D I N G S

2 very very similar to all of our
3 security plans. So all of the
4 facilities that we operate, not just
5 in Virginia, but throughout the
6 country, have similar security plans.

7 COMMISSIONER SIEGEL: But in
8 Virginia specifically, have you had a
9 lot of these problems, or this is in
10 preparation kind of like in the event?

11 MR. SOURS: No, sir. We have not
12 had any unusual problems in Virginia
13 that we have experienced at other
14 locations.

15 CHAIR NIXON: We will now take
16 comments from the public.

17 Please limit comments to three
18 minutes and kindly refrain from
19 repeating points made by previous
20 speakers.

21 There's a mic. And introduce
22 yourself as you comment. Is this
23 where the mic is right here?

24 MR. BISHOP: Good afternoon,
25 commissioners. How is everybody doing

1 P R O C E E D I N G S

2 today?

3 CHAIR NIXON: Very good. Thank
4 you.

5 MR. BISHOP: Fantastic. I'll try
6 to keep my comment here brief. My
7 name is Tommy Bishop. I live in
8 Lakeside, the community where this
9 facility is hoping to be placed. I've
10 watched it go up, and I've watched
11 people on the Facebook page foaming at
12 the mouth to come spend their
13 hard-earned dollars or perhaps their
14 Social Security checks with the fine
15 folks at Churchill Downs.

16 I want to state at the outset,
17 I've been in this community my whole
18 life, and I have a few concerns about
19 this facility.

20 The most important one is the end
21 run that they've done around the
22 County of Henrico.

23 ATTENDEE: Amen.

24 MR. BISHOP: Let me make that
25 clear to the Commission. And I find

P R O C E E D I N G S

1
2 it ironic that this is before the
3 Virginia Horse Racing Commission.
4 When I looked you guys up, I couldn't
5 help but think to myself, what on
6 earth do slot machines have to do with
7 horses?

8 The pictures of the Kentucky
9 Derby that they just showed you on
10 that slideshow were beautiful
11 pictures. But nobody that's in there
12 playing these games is thinking about
13 horses. They're looking at shiny
14 pictures and listening to funny
15 sounds, hoping to win big.

16 Many of them can't afford to
17 spend the kind of money that they
18 spend there, and that's the target
19 market for these people. Whether they
20 admit it or not. They might show
21 pictures of fun, happy, friendly
22 families, but that's not who is really
23 headed to Churchill Downs. That's not
24 who is really headed to the Rosie's
25 locations that I've been to. And

P R O C E E D I N G S

1
2 frankly, really enjoyed going to over
3 the last couple of years the few times
4 I've been in there.

5 I'm fortunate not to have a taste
6 for that stuff, but for the people
7 that do, this going in in the middle
8 of Lakeside is probably not the best.
9 I have a few questions in response to
10 what the gentleman said.

11 He said, "We care about the
12 community. We gave \$5 million to
13 charities." But based on the tax
14 numbers, \$250 million, they paid --
15 what is that? Over 100 times as much
16 in taxes as they gave to charity? How
17 much money are these people actually
18 making?

19 That's number one. Number two,
20 if you cared about the community, why
21 didn't you come to our community
22 meetings about this? Why haven't you
23 participated with the community? If
24 you say you care about us -- I know
25 you care about our money. I know

P R O C E E D I N G S

that. Why would you not engage with us on any meaningful level?

175 historical horse racing machines is a lot of machines. But I'm not completely opposed to gambling. I'm not completely opposed to gaming. But I would like to live in a world where we could, you know, as a community, come to a resolution about how much gaming it should be, what the hours should be, where it should go. Should it be in the shopping center immediately next door to a primary care facility? Or immediately next door to a liquor store?

That is an interesting question I'd like to have had the opportunity to discuss that with them at a meeting where there was not so much skin in the game for them.

This is the first time that they presented themselves in a meaningful way for the public to comment on this

P R O C E E D I N G S

plan, and I find that opprobrious. I find that unfortunate. And it's a testament to the character of the company that's here before you.

The last question I'll ask is: They said, "We give money." A portion of every dollar goes to those five agencies that were listed. The veterinary people. The Horse Racing Fund. I'd love to know what percentage of every dollar. Is it even a full penny? Can you all say, is it a full penny of every dollar? Is it a nickel of every dollar?

You all are here. Shouldn't you all know? You just said that it was this.

CHAIR NIXON: Excuse me --

MR. BISHOP: I apologize. I appreciate your time. I look forward to not chunking a bunch of money into your machines. Thank you.

CHAIR NIXON: Thank you very much.

1 P R O C E E D I N G S

2 ATTENDEE: Thank you.

3 ATTENDEE: Good job.

4 ATTENDEE: Thank you.

5 ATTENDEE: Thank you.

6 ATTENDEE: Are we going to get
7 that question answered?

8 CHAIR NIXON: Next comment.

9 MR. BERMAN: My name is -- can
10 you all hear me? Hello. Testing.
11 Testing.

12 For the record, my name is
13 Ted Berman. I'm a 50-year resident of
14 Henrico County. I went to Douglas
15 Freeman High School. And this
16 Roseshire is being built maybe 4 miles
17 from where we grew up. I'm going to
18 limit my comments strictly to the
19 security aspect of the -- of the
20 Roseshire facility.

21 In March of 2019, when we were
22 debating the Midlothian parlor, the
23 Midlothian Rosie's, we brought up the
24 security aspect. And I'm going to
25 read you from the transcripts from

P R O C E E D I N G S

Spokesman Aaron Jones for the racetrack, what he promised us.

It says, "Standard lighting for parking lots is measured in candle lights about one to one and a half candle lights." So that's what you would see in a typical mall. Here, we're going to have a minimum of six, and could be as high as six and a half candle lights across the entire parking lot. He also said it would be constantly patrolled by security.

Unfortunately, for the woman who was assaulted and robbed in the parking lot, it was stated that there had been no security present, and as a result, the victim was found by a customer and not Rosie's security.

During later testimony in front of the VRC at the March 2023 meeting, Colonial spokesman, Jack Sours, testified that the last patrol of the parking lot had occurred one and a half hours before the assault had

P R O C E E D I N G S

happened.

Now we move on to the following testimony, also from the March 2023 transcripts describing further security enhancements at the Midlothian Rosie's. Mr. Sours talks about increasing patrols in the parking lot. Additional video cameras and signage announcing people are under video surveillance, in addition to hiring additional security staff.

Quote, "So looking forward, we plan on increasing the officer staffing there by 40 percent. We're in the process of hiring 40 percent more officers. Those officers will be used directly to do foot patrols in the parking lot. I think additional signage -- additional lighting, signage in the parking lot, increased video surveillance, and adequate number of security officers on duty, and constant patrols in the parking lot are a good start to providing a

P R O C E E D I N G S

safe environment for both customers
and also the surrounding community and
shall all be implemented at Staples
Mill Rosie's."

Now, I want to make a point here.
In the last month, I've driven over to
Rosie's and driven through the parking
lot at least eight times at different
times of the day, and I haven't seen
one foot patrol, and I see a security
vehicle that's parked unoccupied at
the front door. And I've never seen
that driving around the parking lot
either. So I kind of feel like they
are dropping the ball on that.

So in conclusion, I just want to
remind the Commission that in the very
first paragraph of Virginia State Code
regarding rules and regulations
governing horse racing in Virginia, it
describes commission of the VRC as
follows:

Quote, "Horse racing with
pari-mutuel wagering as licensed

P R O C E E D I N G S

herein shall be permitted in the Commonwealth for the promotion, sustenance, and growth of a native industry in a manner consistent with the health, safety, and welfare of the people."

ATTENDEE: That's right.

MR. BERMAN: You know. If --

CHAIR NIXON: Mr. Berman, your time is up. Thank you very much.

MR. BERMAN: Can I have another 30 seconds?

COMMISSIONER SIEGEL: You've had four minutes.

CHAIR NIXON: Yes.

MR. BERMAN: Excuse me?

COMMISSIONER SIEGEL: You've had four minutes.

MR. BERMAN: I've got another paragraph I just want to respond to.

COMMISSIONER SIEGEL: Okay.

MR. BERMAN: You know, in the past, if you can't get any solid commitments from Colonial or Churchill

P R O C E E D I N G S

to implement these things, we really didn't hear much about the security. Then I would suggest that we not take a vote on this today and we postpone the vote for a couple of weeks.

That is not without precedent. The Commission has done that before. And that would give the public in Churchill a chance to have some communication and come up with a more comprehensive security plan.

CHAIR NIXON: Thank you, Mr. Berman.

MR. BERMAN: That's what I have to say.

CHAIR NIXON: Thank you.

MR. TREMOND: Good afternoon.

My name is David Tremond, a resident of Henrico since 1991. I apologize for my casual look. I just found out about the meeting about 12:05 by Google, and I raced here from my house over in Sandston so I could share my thoughts. I was kind of

P R O C E E D I N G S

worried that based upon some of the Henrico leaders' views or statements, they're going to try to stack it against Rosie's.

As I said, I've been in Henrico since 1991. My wife and I lived in the Lakeside area, close to that Roseshire application for five years. A member of Lakeside Volunteer Rescue Squad before we moved over to Sandston and set up household there, with three kids in Henrico schools. They're all adults now.

I'm a patron of Rosie's. Proudly so. I've enjoyed it. I go to both New Kent and the Richmond location. Having just discovered the Richmond location, I always had a -- a thought that was not the place to go because I'd rather go to New Kent with the horses. I do like the horses. People actually go and watch the horses. It's a great time, even if you don't gamble. And the fact that it's free

1 P R O C E E D I N G S

2 when you go there is even better.

3 But I started going to the
4 Richmond side with my wife on the
5 weekends just to try it out and found
6 it a completely different vibe. I'm
7 excited by the look of Henrico's
8 Roseshire with the music room. That
9 would be a great time in my opinion.

10 But anyway, I just wanted to come
11 here and support them. It's my first
12 time speaking out on anything Virginia
13 government-wise in my 40 years being
14 here in Henrico.

15 So there was a talk about safety.
16 Again, we're talking about an
17 application for approval based upon
18 the lawful application of deadlines.
19 They met -- they met that deadline.
20 Yes, they got ahead. But you know
21 what, Henrico submits for loans before
22 interest rates go up, right? So we
23 all have deadlines, we all have to get
24 our stuff in, and that's lawful. You
25 might not like it, but it's lawful.

1 P R O C E E D I N G S

2 The other comment that was
3 mentioned about the customers, I can
4 tell you, once you go through the
5 door, there's not white, there's not
6 black, there's not Asian, there's not
7 Latino, it is people having a good
8 time and supporting each other,
9 especially when they win. So I have
10 never experienced that much cohesion
11 amongst customers in an establishment
12 outside of the Rosie's type forum,
13 other than, you know, some music
14 venues.

15 So, again, that goes to support
16 that Roseshire is a potentially
17 beneficial thing for the Henrico
18 citizens. I've never felt unsafe in
19 Midlothian. Obviously, we all know
20 Richmond. My son is a paramedic for
21 the City of Richmond. We know the
22 areas well. But as far as traversing
23 in the parking lot, whether at New
24 Kent or Midlothian side, I've never
25 felt unsafe.

1 P R O C E E D I N G S

2 Same thing with Walmart. I go to
3 Walmart, Nine Mile Road, right,
4 somebody in the West End might say,
5 "I'm not going to Walmart at Nine Mile
6 Road." But you know what, those are
7 citizens. And there's crime that
8 comes in. So anyway, I'm here to
9 support Roseshire. I hope you approve
10 the process. And I appreciate your
11 time.

12 CHAIR NIXON: Thank you so much.
13 Next comment.

14 MR. MEYER: Good afternoon. How
15 is the audio?

16 CHAIR NIXON: There we go.

17 MR. MEYER: Okay. Thank you. I
18 think you have a tough decision today.

19 CHAIR NIXON: I'm sorry, sir.
20 Could you announce your name?

21 MR. MEYER: I'm sorry. My name
22 is Mark Meyer. I'm a resident at
23 Cross Ridge on Staples Mill, about 2
24 to 3 miles from the proposed location.
25 I've been a resident in Henrico since

P R O C E E D I N G S

about 2003.

I think you have a tough decision before you. Normally, this would be a slam dunk because, as the last speaker pointed out, everything is in order legally. But this case has some different aspects to it because there's a decision made before the decision you're called to make today by Roseshire.

They were presented with the opportunity and, admittedly, that was a tough decision, too. They had to make a decision whether to take a potential loss on something they had already invested in. And they -- so they made their decision.

But given the emphasis on community-focused, that decision -- and I understand Governor Youngkin, this was important for him, that they had already started. That's admitted, they had already started. So we're asking them to make a tough decision

P R O C E E D I N G S

back then, and I don't think they made the tough decision.

The tough decision would be to back up what they said about being community-focused with allowing the community to make comments on this proposal. And they chose not to. So I think now you have a tough decision. But you're our presuming agency of the State of Virginia.

So I think the question is: Are you as representatives of the State of Virginia going to put your sanction on this type of attitude towards the opinions of the community? And I think regardless of the legalities, my understanding of state government is that you have the authority to do that, if you should so choose, which I hope you do. Thank you.

CHAIR NIXON: Thank you,
Mr. Meyer.

MR. HOLLOWAY: Good afternoon.
Thank you for being here. My name is

P R O C E E D I N G S

1 P R O C E E D I N G S
2 Guy Holloway. I have lived near
3 Rosie's for 72 years. My mother used
4 to watch Deep Run Hunt Club. They
5 have fox hunts -- fox hunts across her
6 land on Bethlehem Road, and that's
7 where I take care of my
8 hundred-year-old mom still.

9 I've seen the neighborhood grow.
10 I used to ride horses in the area that
11 Rosie's is now and all through the
12 West End of Richmond.

13 One of the questions that I just
14 had is: Why do we have referendums?
15 Well, I think we had one in 1992
16 because we have a lot of confidence in
17 the people, and what the people think,
18 and what the people understand, and
19 the way they vote matters to the State
20 of Virginia, I think matters to the
21 Racing Commission.

22 33 years ago, there was an
23 expression of the will of the people.
24 Now, I don't know about you. 33 years
25 ago, I had some different desires

P R O C E E D I N G S

related to family, related to my
granddaughters, related to people that
I love. And so, what I may have said
in 1992 might be very different than
today.

If given the opportunity, have a
referendum currently with the current
neighbors, the current neighborhoods
of Dumbarton in Lakeside, I think you
might get some wisdom, some insight,
and understanding that's updated that
truly reflects the thinking of the
people as opposed to relying on what
is legally precise but may not reflect
at all the spirit of the neighbors and
the people that live there now.

Just my second question is simply
this: If there was a new company
building next to your yard, and it's
next to a lot of people's yards that
are here, and you knew it needed high
security, anti-abuse training, steel
bollards, human trafficking training,
gambling abuse training, CPTED

P R O C E E D I N G S

1 P R O C E E D I N G S
2 planning for crime prevention, and
3 video surveillance, if you didn't know
4 what it was but you knew that was
5 required, would you have some
6 questions if that was next to your
7 yard?

8 And this is next to a lot of
9 people's yards that are here. Thank
10 you very much.

11 CHAIR NIXON: Thank you, Mr.
12 Holloway.

13 MR. SCHMIDT: Good afternoon,
14 Madam Chair and members of the
15 Commission. My name, again, is Dan
16 Schmidt. I serve as the chairman of
17 the board of Henrico County Board of
18 Supervisors, and I represent the
19 Brooklyn district where this planning
20 facility last -- last February on
21 Valentine's Day, if I recall, I came
22 before this Commission to share my
23 constituency concerns about the
24 Roseshire project.

25 Since June of 2024, my office has

P R O C E E D I N G S

1 P R O C E E D I N G S
2 been inundated with hundreds of calls,
3 text messages, and e-mails from
4 residents alarmed about what this
5 facility would mean for their
6 community and the lack of input.

7 Just this past week, I was
8 standing here with a petition of 120
9 concerned citizens who couldn't join
10 us here today. You know, these --
11 these aren't abstract fears that these
12 resident have. Traffic congestion,
13 overflow parking, public safety are
14 their top concerns, and they certainly
15 deserve serious consideration. All of
16 which are addressed during public
17 hearings, the purpose of them.

18 The CPTED plan that was mentioned
19 is not approved as of yet, and would
20 be discussed in that public hearing so
21 the constituents, the residents could
22 be assured of the public safety
23 surrounding plan-build. In regard to
24 public safety, I don't envy the
25 position Mr. Sours is in because on

P R O C E E D I N G S

the record today he said there are no significant public safety concerns at the Midlothian project when asked.

At every -- at every single step, this applicant has chosen to bypass the community they wish to serve rather to engage with it as you heard today, displaying, on occasion, again and again, their allergy to the public process. No Henrico voter folks has ever been asked if they want HHR machines in their neighborhood.

The applicant leans on a 1992 referendum to justify that project in a referendum that occurred 26 years before HHR machines were ever legalized. 26 years before the machines that they are asking to put in and legalize, what I would argue was before HHR machines were even conceptualized as the worldwide web, which they require to run, was not even released to the public until April 30th of 1993, a year after said

P R O C E E D I N G S

referendum.

As our legal counsel will explain in greater detail, relying on the outdated vote is not legally nor is it democratically sufficient. There has been no public hearing in Henrico County on this project. Not one. The applicant has intentionally circumvented Henrico's public process, not by accident, but by design.

ATTENDEE: Amen.

MR. SCHMIDT: In July of 2024, the entire Henrico General Assembly delegation, republicans and democrats alike, sent a unified letter to Churchill Downs requesting they submit to a public process. They never responded. Their silence speaks volumes about their approach to the transparency and accountability they mentioned here today. Senator VanValkenburg and I hosted a town hall just around the corner from the proposed facility. Over 200 residents

P R O C E E D I N G S

came to voice their concerns and ask questions. Churchill Downs did not show up, and has never made an attempt to hear what the neighbors had to say.

Churchill will argue that they've done nothing wrong, and that the Commission shouldn't punish them by rejecting an application. But here's the reality, folks. If Churchill truly wants to be a good neighbor, we heard community-focused today, why did they avoid every opportunity to speak to the community?

I heard that. I will finish up, folks. I'm sorry.

If they're confident this project is right in Henrico, why are they afraid of the public referendum? What are they worried voters will say?

Members of the Commission, I leave you with this. It comes down to one simple question. Should this project move forward without the consent of the community that it

P R O C E E D I N G S

1
2 directly impacts our residents, our
3 voice, or vote?

4 Not only do they deserve their
5 vote, but your own regulations, the
6 Commission's regulations require a
7 vote approving the HHR terminals. And
8 because this vote has never been
9 taken, and because this applicant has
10 actively avoided the community input
11 every try, I urge you to please stand
12 with Henrico County. Support the
13 voices of the 330-plus thousand
14 residents who live there. Recognize
15 the concurrence of the bipartisan
16 legislative bodies who agree with us
17 in the budget.

18 And enforce your own regulations
19 by rejecting Churchill's unlawful
20 attempt to move forward with a project
21 that lacks transparency,
22 accountability, and the public trust.

23 Madame Chair, thank you for your
24 courtesy of the extra minute. Thank
25 you.

1 P R O C E E D I N G S

2 CHAIR NIXON: Thank you.

3 MR. VANVALKENBURG: Good
4 afternoon, commissioners. My name is
5 Schuyler VanValkenburg. I'm lucky to
6 be the state senator for Western
7 Henrico County, the 16th district. In
8 the name of time, I'll amen a lot of
9 what Supervisor Schmidt said about the
10 process, about the substance.

11 You know, the substance of this
12 concerns me. I've been very public
13 that if this did come to a referendum,
14 I would vote no, happily. But we
15 heard from a gentleman who would
16 cancel my vote out. And so, I think
17 it's only right that the other 333,998
18 citizens would have a say on this as
19 well.

20 You know, when the General
21 Assembly legalized HHR terminals in
22 2018, we were assured by
23 representatives that transparency and
24 community partnership would be central
25 to the work. And I voted for that

P R O C E E D I N G S

1
2 bill in 2018 partially because of that
3 commitment. Although, I think it
4 might be the vote I most regret in my
5 time in a General Assembly for the
6 reasons coming.

7 At every turn, Churchill has
8 taken steps to avoid engaging with
9 Henrico residents, which has, you
10 know, fueled a lot of criticism, and
11 eroded a lot of trust, and caused what
12 we have here today. From the outset,
13 I and the other members of the Henrico
14 delegation, democrats, republicans,
15 West End, East End, called for public
16 input. That's why we sent a letter to
17 Churchill Downs in July 20, 2024,
18 urging them to withdraw their
19 application and commit to a
20 transparent public process. They
21 chose not to respond to us at all.
22 Not a single response.

23 That is why I pushed for language
24 this past session to require a local
25 referendum before a facility could

P R O C E E D I N G S

operate, because I believe that operating under the 1992 referendum before our community has a vote is unlawful.

That measure passed the General Assembly, democrats, republicans, House, and Senate. I was then joined by two previous republican senators. I'm a democrat, they're republicans, we go all the way back to 1992 in our service. And if you take Senator Stosch's house service, it goes all the way back to 1983. And together, we wrote a letter to the governor making it clear the 1992 referendum did not authorize HHR terminals, and that granting a license is inappropriate and unlawful.

Despite that broad bipartisan support, both in the General Assembly now and from past and present leadership in Henrico County, the language by line-item vetoed the governor. However, I would argue that

P R O C E E D I N G S

the message from the General Assembly was clear. Churchill should respect the public process and let voters decide whether they want HHR machines.

Yet, here we are today with nary a public meeting or a vote. Relying on a referendum from 1992, decades before they were legalized, is not only undemocratic, but I believe it's unlawful, and signals that expediency matters more than transparency, and that quite frankly, profits matter more than the community.

And, you know, I could make a lot of jokes about 1992. About how I was 10. About how I was watching Snoop Dog videos on MTV, or Michael Jordan's first NBA championship. But I think the more kind of relevant point here -- I think the more relevant point here is HHR machines weren't even invented until 1997.

And so, you're saying, if you approve this, that Henrico citizens

1 P R O C E E D I N G S

2 were clairvoyant in 1992. And that
3 they knew this was coming and they
4 were voting for something that didn't
5 even exist at the time.

6 I'll just end by saying, I've
7 been astonished by the lengths that
8 some have gone to avoid the public. I
9 find it truly troubling. I would hope
10 that this Commission doesn't follow
11 along in those steps.

12 ATTENDEE: That's right.

13 MR. VANVALKENBURG: Because I
14 believe that this goes against the
15 spirit and the letter of the law.

16 Thank you.

17 CHAIR NIXON: Thank you.

18 ATTENDEE: Good job. Thank you.

19 MR. FEINMAN: Good afternoon,
20 commissioners. My name is Justin
21 Feinman. I'm an attorney at Williams
22 Mullen. I was -- my firm was retained
23 by the Henrico County managers to
24 represent them here today. And we are
25 here today asking you to deny the

P R O C E E D I N G S

application that's being requested for the operation of HHR terminals in Henrico County.

The Commission is empowered under its own regulations to reject any application for any reason, if it finds that issuance would not be in the interest of the people of the Commonwealth. I'm going to leave that part of it alone to you guys, and to everything else that's been said here today. And I'm going to focus my thoughts on if it believes that granting such a permit is not consistent with its governing statutes or regulations.

So I'm going to take the passion and the thought out of this, and I'm going to talk to you specifically about why their reliance on the 1992 referendum is inappropriate under your own regulations and the Virginia State Code.

So Virginia Code Section

P R O C E E D I N G S

59.1-391, that's the code section that says that there must be -- that restricts the granting of any license to a satellite facility until -- this is a quote -- "Until a referendum approving the question is held in each county, city, or town in which such track, or satellite facility is to be located." Okay?

So the Virginia code sections require there to be a referendum. And you heard them here today. They're relying on the 1992 referendum bill. It's not a disputed fact. It's just, that's what they're relying on, utilizing your statutory authority to implement the Virginia code. The Virginia Racing Commission, you all yourselves, enacted 11VAC10-47-180. And it states a relevant part that HHR terminals may only be situated in a satellite facility located in a jurisdiction with a valid and unexpired referendum.

1 P R O C E E D I N G S

2 What I am asking you to do here
3 today is to interpret the Virginia
4 code and your own regulations in a
5 common sense straightforward mirror.
6 What does the inclusion of valid and
7 unexpired referendum mean, if it's not
8 for a situation like the one we have
9 here today?

10 The referendum that was asked in
11 November 3rd, 1992. The one that was
12 presented to Henrico voters before the
13 Internet, before HHR machines were
14 invented. It asked, "Shall
15 pari-mutuel wagering be permitted in
16 the County of Henrico at a satellite
17 facility in accordance with Chapter 29
18 of Title 59.1 of the Code of
19 Virginia?"

20 It didn't say, "As that code
21 section might be amended in the
22 future." And it didn't include that
23 because there's no way for a
24 referendum tied specifically to
25 statute language to be

P R O C E E D I N G S

forward-looking. The definition of pari-mutuel wagering, as it was placed on the ballot in 1992, did not include HHR terminals. It included pari-mutuel wagering on simulcast horse racing originating within the Commonwealth. So we're talking about off-track betting for active races that are ongoing.

I will be very quick.

And when the residents voted in '92, the idea of slot machines being operated at a major gaming facility in Henrico County was the furthest thing from their minds. You heard earlier, that was 24 years that you had active pari-mutuel wagering in Henrico County. For all 24 of those years, it's never included HHR terminals.

Henrico is just asking that a new referendum be put forward. It's not anything specific to this application, though it certainly applies here, that like other jurisdictions that have

P R O C E E D I N G S

gone forward since the 2018 amendment with the referendum, that something similar be required. It falls within a reasonable interpretation of your own regulations that this referendum from 1992 is no longer valid and unexpired, and I ask that you use just ordinary definitions for those terms and reject the application.

Thank you.

CHAIR NIXON: Thank you very much.

MS. FLEMING: Madam Chair and commissioners. My name is Jarene Fleming. I am a resident of the Brooklyn Henrico County District. And I am appealing to you as a mother, as grandparents about the human impact of increased drug and human trafficking in our community.

As reported by WRIC/ABC News, in May of this year, Central Virginia has recently seen an increase in reports of human trafficking according to Safe

1 P R O C E E D I N G S

2 Harbor, which is an organization
3 dedicated to survivors of human
4 trafficking.

5 Traffickers know how to target
6 victims who do not recognize their
7 situation until it is too late.

8 So as a mother who resides in
9 this community, I am very concerned
10 about the likely increase in illicit
11 drug use and marketing, and
12 specifically human trafficking in our
13 area. Residents of Henrico County
14 deserve an opportunity to vote on this
15 proposal. And I reject this
16 extractive approach that this company
17 is bringing into our community without
18 really considering the health and
19 well-being of those who reside in the
20 area.

21 So I urgently ask you to please
22 reject this proposal and deny this
23 license. Thank you.

24 CHAIR NIXON: Thank you very
25 much.

1 P R O C E E D I N G S

2 Is there anyone else that would
3 like to get up and speak?

4 MR. AHMED: Madam Chair, given
5 the extent of the testimony here
6 today, I believe it would be right to
7 go into closed session and consult
8 with our legal counsel from the
9 Attorney General's Office.

10 CHAIR NIXON: Okay. Is there a
11 motion?

12 MR. AHMED: There is.

13 COMMISSIONER BRAND: Yes, I move
14 that we convene a closed meeting in
15 accordance with the Virginia Freedom
16 of Information Act. The subject of
17 this meeting is the pending request
18 for licenses to operate a satellite
19 facility and offer pari-mutuel
20 wagering on historical horse racing by
21 Colonial Downs Group, LLC, doing
22 business as Roseshire.

23 The purpose of this meeting is a
24 consultation with legal counsel. The
25 applicable exceptions from open

1 P R O C E E D I N G S

2 meeting requirements under The Freedom
3 of Information Act is Section
4 2.2-3711.A.8.

5 CHAIR NIXON: Recorded vote.

6 Commissioner Tanner.

7 COMMISSIONER TANNER: Aye.

8 CHAIR NIXON: Commissioner Brand.

9 COMMISSIONER BRAND: Aye.

10 CHAIR NIXON: Commissioner
11 Siegel.

12 COMMISSIONER SIEGEL: Aye.

13 CHAIR NIXON: And Commissioner
14 Gordon-Moore.

15 COMMISSIONER GORDON-MOORE: Aye.

16 CHAIR NIXON: And myself,
17 Commissioner Nixon.

18 MR. AHMED: So we'll go to
19 executive session now, and we'll be
20 back afterwards.

21
22 NOTE: Whereupon the hearing is
23 held in closed session and reconvenes
24 as follows:
25

1 P R O C E E D I N G S

2 CHAIR NIXON: All right. We're
3 going to call roll call.

4 MR. AHMED: She has to make a
5 motion.

6 CHAIR NIXON: Oh, I'm sorry. I
7 apologize.

8 COMMISSIONER BRAND: I move that
9 we vote on and record our
10 certification that to the best of each
11 members knowledge, only public
12 business matters lawfully exempted
13 from opened meeting requirements under
14 this chapter, and second, only such
15 public business matters were
16 identified in the motion by which the
17 closed meeting was convened, or heard,
18 discussed, or considered in the
19 meeting by the public body.

20 CHAIR NIXON: Commissioner
21 Tanner.

22 COMMISSIONER TANNER: Aye.

23 CHAIR NIXON: Commissioner Brand.

24 COMMISSIONER BRAND: Aye.

25 CHAIR NIXON: Commissioner

1 P R O C E E D I N G S

2 Gordon-Moore.

3 COMMISSIONER GORDON-MOORE: Aye.

4 CHAIR NIXON: Commissioner
5 Siegel.

6 COMMISSIONER SIEGEL: Aye.

7 CHAIR NIXON: And myself.

8 MR. AHMED: Madam Chair, the role
9 of this commission is to follow the
10 letter of the law. Based on the
11 advice of counsel, we can move forward
12 on this application. Therefore, the
13 staff maintains its recommendation to
14 approve the application submitted by
15 Colonial Downs Group, LLC.

16 Additionally, the staff
17 recommends awarding the licenses with
18 the following conditions:

19 One, a final certificate of
20 occupancy must be issued and submitted
21 to the VRC prior to public opening.

22 Two, cap the Roseshire at 175 HHR
23 machines consistent with the
24 operational plans submitted by CEG for
25 Henrico absent a later license

P R O C E E D I N G S

amendment.

Three, require full alignment with VRC standard responsible for gaming programs and reporting.

Four, require annual local benefit report detailing community investments.

Five, monitor external HHR litigations and permit conditional adjustments if material impacts arise.

CHAIR NIXON: Thank you.

All commissioners in favor of approving the license as recommended by staff, please say aye.

(Ayes).

CHAIR NIXON: All opposed say nay.

No one abstained.

Motion carries. Thank you.

Item D under New Business is informational only. No action is required by the Commission. I recognize representatives from the Virginia Gold Cup Association.

1 P R O C E E D I N G S

2 MR. ESHELMAN: Good afternoon.

3 My name is Tom Eshelman. I'm the
4 executive director with the Virginia
5 Gold Cup. So the 2025 International
6 Gold Cup will be held on Saturday,
7 October 25th at the Great Meadows
8 racecourse outside of Plains,
9 Virginia. It's a 12:00 o'clock post
10 time for the first race.

11 A total purse of \$325,000 will be
12 offered, and racing will include the
13 following races: The International
14 Timber Stakes, the William Allison
15 Hurdle Stakes, and the fan favorite,
16 Steeplethon.

17 Racing is pari-mutuel, and
18 betting can be done on smartphones
19 through the TwinSpires app, and also
20 on-site betting machines that are
21 located there.

22 This past Saturday, Great Meadow
23 was the host of a hurdle trial. And
24 we haven't done that in quite a while,
25 where horses were invited to school

1 P R O C E E D I N G S

2 over the Great Meadow hurdle course in
3 heaps of three to six horses each. We
4 generally have about 70 horses on race
5 day. We had almost 60 horses show up
6 for this. So it was a great workshop.

7 There was an opportunity for
8 horsemen to get a good work over the
9 fences in a racing environment for the
10 start of the fall season on September
11 27. Horsemen were very appreciative
12 for the opportunity, and racing
13 officials were pleased with going on
14 the course. And we also received
15 comments back that the racecourse was
16 in really good shape by the horsemen.
17 So that's it.

18 Any questions?

19 COMMISSIONER GORDON-MOORE: What
20 were the comments of the jockeys on
21 the newly constructed turn?

22 MR. ESHELMAN: Most were very
23 positive. They liked the improvements
24 that were given to them. I didn't
25 engage as much with the jockeys as I

1 P R O C E E D I N G S

2 did just the horsemen out on the --
3 out in the parking area and the
4 loading and unloading.

5 But, ultimately, very positive
6 feedback. There were a few comments
7 made, and maybe you can extend this,
8 you know, post that a little bit
9 further or something like that. But
10 all in all, it was great commentary.
11 And it was something that was well
12 needed, well -- and well liked by the
13 horsemen.

14 Thank you.

15 CHAIR NIXON: Thank you.

16 Next, I recognize a
17 representative from Colonial Downs. I
18 think Frank Hopf is joining us.

19 MR. HOPF: Afternoon, Madam
20 Chair, commissioners.

21 Typically, I have a recap of more
22 of a comprehensive report of the race
23 season, but we just wrapped up two
24 days ago. So my plan is to have one
25 of those available at the next

P R O C E E D I N G S

Commission meeting as a more formal look-back of how the meet went and what we are looking to do moving forward for the 2026 meeting.

Overall, I was pleased with how a 41-day summer meet progressed, and was completed along with the three days we ran in March. Passed down to a cause earlier, a press release that came out, we did exceed \$100 million in wagering over the 44 days of racing in 2025.

And so, we're pleased with, you know, the continued progress we're making from an operational standpoint and bringing fans out to Colonial Downs. Again, a lot of work that we're going to start doing tomorrow planning for 2026.

So I'm happy to answer any questions. I do apologize for not having one of my formal presentations for you guys.

COMMISSIONER SIEGEL: What was

1 P R O C E E D I N G S

2 that \$100 million last year, do you
3 know?

4 MR. HOPF: Total handle last year
5 for the 27 days during the summer is
6 the \$63 million.

7 COMMISSIONER SIEGEL: So that's
8 an increase. That's great. You had
9 some extra days.

10 MR. HOPF: We had some extra
11 days, yes. It was 63 million in '24.

12 COMMISSIONER SIEGEL: My only
13 comment is that I was out there,
14 obviously, a few times as well.
15 Everything seemed to be well done, and
16 I just commend you on this meet. I'm
17 sure there were issues, but I didn't
18 see them.

19 MR. HOPF: Thank you, sir.

20 COMMISSIONER GORDON-MOORE: How
21 was the attendance, on track
22 attendance?

23 MR. HOPF: So right now,
24 finalizing those numbers. But it does
25 look like we were around 70,000 for

P R O C E E D I N G S

1 the -- for the -- for the year, for
2 '25. So, obviously, that looks like
3 what a few more days increase as well
4 with attendance. So, yeah, I'll have
5 all that information and I'll probably
6 try to e-mail it out before the next
7 meeting, too.

8
9 COMMISSIONER SIEGEL: Have you
10 guys figured out a way to account for
11 those that are coming to Rosie's and
12 not racing?

13 MR. HOPF: Yes, we've kind of
14 continued to tweak the -- the -- how
15 we account for the attendance. We do
16 have a system in place that counts
17 visually, accounts through the Rosie's
18 main entrance at New Kent, or at
19 Colonial. And then we also have
20 clicks, human clicks at the admission
21 gate, or the saddling paddock
22 entrance. So those are the numbers
23 that we've been calculating a daily
24 attendance for from that.

25 And then, obviously, with the

1 P R O C E E D I N G S

2 main entrance, is during racing hours
3 only, so --

4 COMMISSIONER BRAND: Frank, I
5 just have a question on this formal
6 report that you sent us, or whatever
7 you provided to us. Can it include a
8 more analytical -- some analytical
9 numbers, like, comparison to prior?

10 I know that racing days are not
11 the same, but per day amount or
12 average or something so that we can
13 see the progress and actual things
14 happening, and not just the fact that
15 you have more days.

16 MR. HOPF: Yes --

17 COMMISSIONER SIEGEL: She's
18 talking about the count numbers.

19 MR. HOPF: Yes, absolutely.
20 We -- I -- those numbers I do kind of
21 have but I want to make sure that I
22 gather all my information properly and
23 put together before I send it to you.

24 But yes, I will have that
25 information.

1 P R O C E E D I N G S

2 COMMISSIONER BRAND: Thank you.

3 CHAIR NIXON: The only comment
4 I'd like to make at this point is
5 having seen a few of the races there
6 this summer, I thought the quality of
7 racing was good, good horses, great
8 field size, and I thought well -- well
9 leads. So congratulations.

10 MR. HOPF: Thank you.

11 I'm proud of the team that we
12 have. We are fortunate to have some
13 very good pieces to the puzzle now
14 from the racing team, and from the
15 track team, along with what we're
16 trying to do on the front side. So
17 thank you. I'll pass that along to
18 them as well.

19 CHAIR NIXON: Okay. Thank you.
20 Anything else?

21 Thank you.

22 MR. HOPF: All right. Thank you.

23 CHAIR NIXON: Next, I recognize
24 the representatives from
25 Shenandoah Downs.

1 P R O C E E D I N G S

2 MR. WOOD: Good afternoon,
3 commissioners.

4 Kind of like Frank, we just
5 started our first -- actually, my name
6 is Darrell Wood and Aidan
7 Turnage-Barney. But we just started
8 our fall season, tenth fall season at
9 Woodstock this past weekend. There's
10 six more weeks to go, and we'll be
11 doing a PowerPoint as well in the
12 December meeting recapping all of
13 2025.

14 A good opening weekend. Great
15 weather, of course. Despite the
16 dryness, the track was great. Really
17 good feedback from the horsemen on the
18 track condition. It has 3 miles and
19 154 and 3, which is quite good. 23
20 pari-mutuel races. Three qualifying
21 races this weekend. Six of the
22 winners were owned by Virginians, one
23 from the Saluda, one from Tazewell,
24 one from Bland in the southwest part
25 of the state, and three from Suffolk,

1 P R O C E E D I N G S

2 where -- down by Commissioner Tanner.

3 So I'm very happy that over 25 percent
4 of the winners were owned by
5 Virginians.

6 I think the biggest takeaway
7 we've got so far is as most people
8 know, we got this new barn. Aidan is
9 going to talk about that here in a
10 minute.

11 But I think after ten years of
12 trying, reinventing the wheel fitting
13 a racetrack into a fairgrounds, a
14 footprint, I think we finally got it
15 where we have a permanent setup for
16 how traffic flow comes in, the
17 facility is secure to make the VRC
18 happy, and us happy as well. So it's
19 very encouraging that we don't need to
20 keep confusing horsemen, fans, staff,
21 with trying to make things good. I
22 think we finally, with this new barn,
23 have a -- a great system we can go
24 forward with.

25 And Aidan is going to talk a

P R O C E E D I N G S

little bit more about the barn.

MR. TURNAGE BARNEY: Good afternoon, Madam Chair, and commissioners. Yeah. So first of all, I want to thank you guys for coming out to the ribbon-cutting celebration we had for the new barn a couple of weeks ago. It was very very cool. It was actually the first time I've been out there to see this since the spring.

So, obviously, very impressive multi-purpose structure. Very unique in that it's going to be -- it kind of speaks to our partnership with Shenandoah County Fair in that it's a facility that they can use during the county fair for livestock, but then again, we can use during racing in the spring and the fall.

It's a 32,500-square-foot space that can hold up to 175 stalls. We invested \$1.9 million in developing the project. It includes the big

P R O C E E D I N G S

1 fans, many entries and exit points
2 that's created a good flow for the
3 horsemen. And, you know, it's the
4 last -- one of our problems that we've
5 talked about before, which Shenandoah
6 was the temporary stalls on the pad
7 site.

8
9 So we already installed them for
10 this meet but that'll be the last time
11 we will have the stalls purchased, and
12 then we won't be renting them going
13 forward, and all of the stalls will be
14 inside the permanent housing.

15 And, yeah, again, opening weekend
16 was very good, and I look forward to
17 working closely with VRC, specifically
18 as Brian and the staff to continue to
19 work on improving the facility, and
20 I'm happy to take any questions.

21 CHAIR NIXON: Commissioners.

22 COMMISSIONER SIEGEL: Well done.

23 MR. WOOD: Yes, I think this is
24 the first time in the history of
25 Virginia pari-mutuel racing that

1 P R O C E E D I N G S

2 harness and thoroughbred overlapped on
3 the same day. I believe.

4 CHAIR NIXON: I just had a quick
5 question. I noticed -- I think you
6 all put out drivers. William Carter
7 and Eric Davis had a good opening
8 weekend.

9 Do you all do, like, leading
10 trainer, leading driver there like
11 they do at Colonial?

12 MR. WOOD: Mm-hmm. Yep.

13 CHAIR NIXON: You do?

14 MR. WOOD: Yeah. Every year.

15 CHAIR NIXON: All right. Great.

16 Thank you. Any other questions?

17 COMMISSIONER GORDON-MOORE: I
18 just wanted to comment. I went to the
19 ribbon ceremony for the new barn. It
20 was very impressive. And I spoke to a
21 lot of local people, and I was very
22 enthusiastic about how wonderful they
23 are and how wonderful they think
24 everything is going, and that's a very
25 positive point.

1 P R O C E E D I N G S

2 MR. WOOD: Yes, the fair used if
3 for their last five shows during the
4 fair, and the locals were -- were
5 thrilled with the facility.

6 COMMISSIONER GORDON-MOORE: Yes.

7 CHAIR NIXON: Thank you.

8 MR. TURNAGE BARNEY: Thank you.

9 CHAIR NIXON: Up next, we
10 announce the date of the next meeting.
11 The meeting of the Virginia Racing
12 Commission will be held on
13 December 15th, 2025.

14 I will now open the floor for
15 general comments from the public.
16 Again, comments are limited to three
17 minutes each. Please approach the
18 podium if you'd like to make a
19 comment.

20 Is there anyone that would like
21 to come up and speak?

22 As there is no other business, I
23 would entertain a motion to adjourn
24 this meeting. Is there a motion from
25 the commission?

1 P R O C E E D I N G S

2 COMMISSIONER GORDON-MOORE: I
3 move to adjourn.

4 CHAIR NIXON: Commissioner
5 Gordon-Moore.

6 Is there a second?

7 COMMISSIONER BRAND: Second.

8 CHAIR NIXON: Commissioner Brand.

9 All commissioners in favor of
10 adjournment, please say aye.

11 (Ayes).

12

13 NOTE: Commissioners respond aye.

14

15 CHAIR NIXON: All opposed say
16 nay.

17 No abstentions. Motion carries.

18 The meeting is adjourned.

19

20 NOTE: This concludes the
21 September 15, 2025, meeting of the
22 Virginia Racing Commission.

23

24 HEARING CONCLUDED

25

C E R T I F I C A T E

STATE OF VIRGINIA)

: ss.

COUNTY OF RICHMOND)

I, JUAN ORTEGA, a Notary Public
within and for the State of Virginia,
do hereby certify:

THAT SAID PROCEEDINGS is a
transcript of the Virginia Racing
Commission Public Hearing, when held on
September 15, 2025, at 1:00 p.m. in
Richmond, Virginia.

I further certify this is a true
and accurate transcript to the best of
my ability to hear and understand the
proceedings and other incidents of the
hearing herein as set down to the best
of my ability.

IN WITNESS WHEREOF, I have hereunto
set my hand this 18th day of September,
2025.



JUAN ORTEGA, CCR

	additions (1) 7:8 address (4) 12:12,14; 14:2,7 addressed (1) 61:16 addressing (1) 8:4 adequate (1) 48:22 adjourn (2) 95:23; 96:3 adjourned (1) 96:18 adjournment (1) 96:10 adjust (2) 7:20;26:5 adjustments (1) 81:11 admission (1) 87:20 admit (1) 42:20 admitted (1) 56:23 admittedly (1) 56:13 adopting (1) 13:19 adoption (1) 12:15 adults (1) 52:14 advantage (1) 31:14 advice (1) 80:11 AEW (1) 11:25 afford (1) 42:16 afraid (1) 64:19 afternoon (17) 5:5,7,7; 15:8,16;17:15;40:24; 51:18;55:14;57:24; 60:13;66:4;70:19; 82:2;84:19;90:2;92:4 Afterward (1) 18:6 afterwards (1) 78:20 again (13) 13:7,15; 28:9;31:13;53:16; 54:15;60:15;62:9,10; 85:18;92:20;93:15; 95:16 against (2) 52:5;70:14 agencies (1) 45:9 Agency (5) 8:5,10,23; 11:20;57:10 agenda (4) 5:16;6:10; 7:20;21:20 agile (1) 10:5 ago (4) 58:22,25; 84:24;92:9 agree (1) 65:16 ahead (3) 15:7;20:19; 53:20 Ahmed (22) 8:8,11; 9:20;14:19;15:11,14; 19:22;20:18;21:3,7, 12,18;22:16,25;24:7, 19;38:11;77:4,12; 78:18;79:4;80:8 Aidan (3) 90:6;91:8, 25 alarmed (1) 61:4 alcohol (1) 33:7 aligned (1) 25:11 alignment (1) 81:3 alike (1) 63:16 allergy (1) 62:10 Allison (1) 82:14	allow (1) 26:18 allowed (2) 26:24; 27:6 allowing (1) 57:6 almost (1) 83:5 alone (1) 71:11 along (4) 70:11;85:8; 89:15,17 Although (1) 67:3 always (3) 37:13,16; 52:19 Amen (3) 41:23; 63:12;66:8 amended (1) 73:21 amendment (4) 10:2; 25:25;75:2;81:2 amongst (1) 54:11 amount (1) 88:11 analytical (2) 88:8,8 announce (3) 12:5; 55:20;95:10 announced (1) 12:3 announcing (1) 48:10 annual (4) 11:24; 26:3;35:24;81:6 annually (2) 13:10,12 answered (1) 46:7 anti-abuse (1) 59:23 anticipate (1) 37:5 anti-money (1) 33:4 apologize (4) 45:20; 51:21;79:7;85:22 app (1) 82:19 apparently (1) 21:2 appealing (1) 75:18 applicable (1) 77:25 applicant (4) 62:6,14; 63:9;65:9 application (13) 24:15;26:10;52:9; 53:17,18;64:9;67:19; 71:2,7;74:23;75:10; 80:12,14 applications (5) 11:24, 25;12:7;24:10;31:5 applies (1) 74:24 apply (1) 39:17 appreciate (3) 22:21; 45:21;55:10 appreciative (1) 83:11 approach (3) 63:20; 76:16;95:17 appropriate (1) 22:13 approval (8) 6:11;7:4; 15:20;22:24;36:5,8; 38:21;53:17 approve (6) 6:15; 13:6;18:25;55:9; 69:25;80:14 approved (2) 7:18; 61:19 approving (5) 7:11; 23:5;65:7;72:7;81:14	approximately (2) 27:21;33:13 April (1) 62:25 area (10) 29:4,9; 30:18,20;37:22;52:8; 58:10;76:13,20;84:3 areas (5) 10:22;16:9; 25:17;39:14;54:22 argue (3) 62:20;64:6; 68:25 arise (2) 7:25;81:11 around (4) 41:21; 49:14;63:24;86:25 Asian (1) 54:6 aspect (2) 46:19,24 aspects (2) 38:16; 56:8 assault (1) 47:25 assaulted (1) 47:15 Assembly (6) 63:14; 66:21;67:5;68:7,21; 69:2 assessment (1) 17:18 assigned (4) 6:25; 12:23;14:17;24:6 Association (1) 81:25 assume (3) 13:10; 20:21;38:4 assured (2) 61:22; 66:22 astonished (1) 70:7 attempt (2) 64:4;65:20 attendance (8) 12:15; 13:3,19;86:21,22; 87:5,15,24 ATTENDEE (11) 5:5; 41:23;46:2,3,4,5,6; 50:8;63:12;70:12,18 attending (1) 5:20 attitude (1) 57:15 attorney (2) 70:21; 77:9 audio (1) 55:15 audit (5) 9:4,7,11; 15:23;25:16 audits (1) 9:8 August (3) 15:19; 16:2;17:21 authority (4) 10:6; 19:25;57:19;72:17 authorize (1) 68:17 available (1) 84:25 average (1) 88:12 avoid (4) 19:9;64:13; 67:8;70:8 avoided (1) 65:10 award (1) 21:21 awarding (1) 80:17 aware (1) 31:17 awareness (2) 33:8,8 away (3) 21:19;28:6; 31:9 aye (13) 7:13;13:21;	78:7,9,12,15;79:22, 24;80:3,6;81:15; 96:10,13 Ayes (4) 7:14;13:22; 81:16;96:11 B Back (9) 31:20,21,24; 57:2,5;68:11,14; 78:20;83:15 backdrop (2) 29:9,11 ball (1) 49:16 ballot (1) 74:4 banking (1) 25:10 bar (4) 28:13,19; 30:10,11 barn (5) 91:8,22;92:2, 8;94:19 BARNEY (2) 92:3; 95:8 base (3) 30:22;31:10, 12 based (6) 20:12; 39:21;43:13;52:2; 53:17;80:10 bases (1) 31:15 beautiful (1) 42:10 beginning (1) 8:3 believes (1) 71:14 beneficial (1) 54:17 benefit (3) 26:4; 37:19;81:7 benefits (3) 31:24; 36:2;37:24 BERMAN (10) 46:9, 13;50:9,10,12,17,20, 23;51:14,15 best (3) 31:6;43:8; 79:10 Bethlehem (1) 58:6 better (2) 15:13;53:2 betting (4) 17:19; 74:9;82:18,20 beverages (1) 16:16 big (3) 28:25;42:15; 92:25 biggest (1) 91:6 bill (2) 67:2;72:14 bipartisan (2) 65:15; 68:20 BISHOP (5) 40:24; 41:5,7,24;45:20 bit (2) 84:8;92:2 black (1) 54:6 Bland (1) 90:24 Board (3) 35:9;60:17, 17 bodies (1) 65:16 body (1) 79:19 bollards (2) 39:2; 59:24 books (1) 20:11
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<p>both (6) 20:4;31:15; 32:25;49:2;52:16; 68:21 boxes (1) 16:9 Brand (24) 5:21,22; 12:20,22;24:3,4; 27:24,25;28:9,9; 36:21,22;38:2,8; 77:13;78:8,9;79:8,23, 24;88:4;89:2;96:7,8 Breakers (8) 14:4,25; 17:18;18:4,9;19:7; 20:21;21:8 Breeders (2) 11:9; 35:7 Brian (3) 8:20;9:2; 93:18 brief (3) 8:9;15:9;41:6 briefing (1) 15:17 briefly (1) 38:12 bringing (2) 76:17; 85:17 broad (2) 19:24;68:20 Brooklyn (2) 60:19; 75:17 brought (1) 46:23 budget (2) 10:2;65:17 building (2) 27:9; 59:20 built (1) 46:16 bunch (1) 45:22 Business (10) 7:19, 22;8:6;12:13;37:10; 77:22;79:12,15; 81:21;95:22 bypass (1) 62:6</p>	<p>cared (1) 43:20 carpet (2) 28:6,11 carries (5) 7:17; 13:24;23:15;81:20; 96:17 carrying (1) 29:23 Carter (1) 94:6 case (1) 56:7 Cash (2) 16:8;19:14 casual (1) 51:21 cause (1) 85:9 caused (1) 67:11 CDG (5) 18:12,19; 19:5,10;25:16 ceased (1) 15:18 CEG (1) 80:24 celebration (1) 92:8 center (5) 28:14,19; 30:10;35:7;44:14 central (2) 66:24; 75:23 ceremony (1) 94:19 certain (1) 15:2 certainly (2) 61:14; 74:24 certificate (3) 25:18, 22;80:19 certification (2) 32:21; 79:10 CHAIR (83) 5:4,6,12, 18,21,23;6:3,6,19,23; 7:4,7,8;12:12,11,21, 25;13:8,17;14:10,14; 22:17,23;23:4,13,24; 24:4;36:9,17,19;38:9; 40:15;41:3;45:19,24; 46:8;50:10,16;51:13, 17;55:12,16,19; 57:22;60:11,14; 65:23;66:2;70:17; 75:12,14;76:24;77:4, 10;78:5,8,10,13,16; 79:2,6,20,23,25;80:4, 7,8;81:12,17;84:15, 20;89:3,19,23;92:4; 93:21;94:4,13,15; 95:7,9;96:4,8,15 chairman (1) 60:16 Chamber (1) 32:7 championship (1) 69:19 chance (1) 51:10 changes (1) 13:13 Chapter (2) 73:17; 79:14 character (1) 45:4 Charitable (1) 9:9 charities (2) 36:4; 43:13 charity (1) 43:16 Charlottesville (1) 31:11 check (1) 29:20</p>	<p>checks (1) 41:14 chief (1) 9:16 choose (1) 57:20 chose (2) 57:8;67:21 chosen (1) 62:6 chunking (1) 45:22 Churchill (11) 41:15; 42:23;50:25;51:10; 63:17;64:3,6,10;67:7, 17;69:3 Churchill's (1) 65:19 circumvented (1) 63:10 citizens (5) 54:18; 55:7;61:9;66:18; 69:25 City (2) 54:21;72:8 clairvoyant (1) 70:2 clarity (1) 21:17 clear (3) 41:25;68:16; 69:3 cleared (1) 16:14 clearly (1) 19:6 clicks (2) 87:20,20 close (2) 21:8;52:8 closed (6) 15:25; 20:21;77:7,14;78:23; 79:17 closely (1) 93:17 closure (15) 15:10,18, 20,25;16:4,13,22; 17:14,18,22;18:19, 25;19:12;20:3;23:5 closure (1) 17:6 Club (1) 58:4 Code (9) 49:19;71:24, 25;72:2,11,18;73:4, 18,20 cohesion (1) 54:10 cold (1) 16:16 College (1) 35:9 Colonial (19) 10:12; 14:17;15:21;16:6,24; 17:21;18:3;20:2; 23:20;25:12;35:14; 47:22;50:25;77:21; 80:15;84:17;85:17; 87:19;94:11 color (1) 28:7 coming (7) 9:5,14; 30:7;67:6;70:3; 87:11;92:7 commend (1) 86:16 comment (12) 8:2; 39:19;40:22;41:6; 44:25;46:8;54:2; 55:13;86:13;89:3; 94:18;95:19 commentary (1) 84:10 comments (14) 7:23; 22:17;36:12,19; 38:10;40:16,17; 46:18;57:7;83:15,20;</p>	<p>84:6;95:15,16 Commission (38) 5:15;6:12;7:9;8:13, 19;9:11;11:17;12:18; 13:14;16:19;18:17, 22,23;23:22;25:20; 26:13;27:14;34:4,6; 41:25;42:3;49:18,22; 51:8;58:21;60:15,22; 64:8,21;70:10;71:5; 72:19;80:9;81:23; 85:2;95:12,25;96:22 Commissioner (77) 5:8,10,19,21,22,23, 25;6:3,5,17,19,22,23; 12:19,20,21,22;13:9; 14:9,10,12,14;20:20, 25;21:6,16;23:23,24; 24:3,4;36:13,18,21, 22;38:2,8;39:18;40:7; 50:14,18,22;77:13; 78:6,7,8,9,10,12,13, 15,17;79:8,20,22,23, 24,25;80:3,4,6;83:19; 85:25;86:7,12,20; 87:9;88:4,17;89:2; 91:2;93:22;94:17; 95:6;96:2,4,7,8 commissioners (19) 5:17;7:10;13:18; 17:16;22:18;23:4,10; 36:11;40:25;66:4; 70:20;75:15;81:13; 84:20;90:3;92:5; 93:21;96:9,13 Commission's (1) 65:6 commit (1) 67:19 commitment (1) 67:3 commitments (1) 50:25 committee (1) 11:6 common (1) 73:5 Commonwealth (9) 22:6;35:3,15,17,19; 37:25;50:3;71:10; 74:8 communication (2) 19:6;51:11 communities (2) 32:4; 33:15 community (29) 28:11;31:22;32:5,9, 10;33:16;38:3;41:8, 17;43:12,20,21,23; 44:10;49:3;57:7,16; 61:6;62:7;64:14,25; 65:10;66:24;68:4; 69:14;75:21;76:9,17; 81:7 community-focused (4) 31:18;56:20;57:6; 64:12 company (3) 45:5;</p>	<p>59:19;76:16 comparison (1) 88:9 completed (2) 21:14; 85:8 completely (3) 44:6,7; 53:6 compliance (4) 9:4; 15:23;18:18;25:3 components (1) 18:21 comprehensive (2) 51:12;84:22 concept (2) 28:15; 30:6 conceptualized (1) 62:22 concern (1) 25:2 concerned (2) 61:9; 76:9 concerns (6) 41:18; 60:23;61:14;62:3; 64:2;66:12 CONCLUDED (1) 96:24 concludes (2) 12:9; 96:20 conclusion (1) 49:17 concurrence (1) 65:15 condition (1) 90:18 conditional (1) 81:10 conditions (5) 15:3; 20:13,14;26:5;80:18 conduct (1) 23:18 conducted (2) 15:25; 16:4 confidence (1) 58:16 confident (1) 64:17 confidential (1) 20:9 confirmation (1) 27:4 confirming (1) 19:12 confusing (1) 91:20 confusion (1) 19:9 congestion (1) 61:12 congratulations (1) 89:9 consent (1) 64:25 consideration (1) 61:15 considered (1) 79:18 considering (1) 76:18 consistent (5) 16:5; 25:8;50:5;71:16; 80:23 constant (1) 48:24 constantly (1) 47:13 constituency (1) 60:23 constituents (1) 61:21 constructed (1) 83:21 construction (2) 27:12;34:17 consult (1) 77:7 consultation (1) 77:24 contained (1) 36:14 contingency (2) 21:2,4</p>
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continue (5) 11:14; 18:10;22:4;31:25; 93:18 continued (2) 85:15; 87:14 contract (1) 18:14 contribute (1) 34:23 controlled (1) 39:9 controls (1) 25:15 convene (1) 77:14 convened (1) 79:17 cool (1) 92:10 cooperative (1) 20:7 corner (1) 63:24 corporate (2) 34:9,17 corrections (1) 7:9 counsel (4) 63:3;77:8, 24;80:11 count (1) 88:18 counter (1) 25:10 counting (1) 16:10 country (1) 40:6 counts (1) 87:16 County (26) 25:6; 26:17,19,20,25;27:2, 9;30:15;38:21;41:22; 46:14;60:17;63:8; 65:12;66:7;68:23; 70:23;71:4;72:8; 73:16;74:15,19; 75:17;76:13;92:17,19 couple (5) 36:7,23; 43:3;51:6;92:9 course (3) 83:2,14; 90:15 courtesy (1) 65:24 cover (1) 25:17 coverage (1) 17:8 covered (1) 33:23 COVID (1) 26:23 CPTED (6) 38:13,18, 20;39:16;59:25;61:18 created (1) 93:3 crime (4) 38:15,19; 55:7;60:2 Crimson (2) 28:16; 30:6 crisis (1) 32:17 criticism (1) 67:10 Cross (1) 55:23 crossover (2) 37:13, 17 Cup (4) 10:12;81:25; 82:5,6 current (3) 30:21; 59:8,9 currently (3) 10:9; 38:22;59:8 customer (1) 47:19 customers (3) 49:2; 54:3,11	D	desires (1) 58:25 Despite (2) 68:20; 90:15 detail (1) 63:4 detailed (1) 20:8 detailing (3) 19:14,17; 81:7 details (6) 18:2;19:4; 26:12;28:3;29:13; 38:24 detect (1) 29:22 detection (1) 29:21 develop (1) 17:5 developing (2) 9:25; 92:24 development (1) 26:16 developments (1) 22:10 different (9) 28:6,7,12, 13;49:9;53:6;56:8; 58:25;59:5 digital (3) 29:6;31:3,4 direct (3) 17:4;31:23; 36:3 direction (1) 11:8 directly (3) 35:18; 48:18;65:2 Director (10) 6:25; 8:23;9:4,15;12:5,23; 14:22,23;27:3;82:4 directors (1) 15:24 discovered (1) 52:18 discuss (1) 44:20 discussed (2) 61:20; 79:18 displayed (1) 16:7 displaying (1) 62:9 disputed (1) 72:15 district (3) 60:19;66:7; 75:17 divisions (1) 18:18 Dog (1) 69:18 dollar (5) 34:25;45:8, 12,14,15 dollars (1) 41:13 donations (1) 36:4 done (9) 13:10,12; 41:21;51:8;64:7; 82:18,24;86:15;93:22 door (7) 29:18;39:7, 11;44:14,16;49:13; 54:5 doors (2) 29:15;39:8 double (1) 29:15 Douglas (1) 46:14 down (7) 16:7;17:9; 21:23;30:7;64:22; 85:9;91:2 Downs (22) 10:12,12; 14:17;15:21;16:6,24; 17:21;18:3;20:3; 23:20;25:12;35:14;	41:15;42:23;63:17; 64:3;67:17;77:21; 80:15;84:17;85:18; 89:25 drafting (1) 10:2 drawing (1) 36:25 Drive (1) 25:5 driven (2) 49:7,8 driver (1) 94:10 drivers (1) 94:6 driving (1) 49:14 dropping (1) 49:16 drug (2) 75:20;76:11 dryness (1) 90:16 Dumbarton (1) 59:10 Dumfries (8) 14:5,25; 15:9,17,18;16:23; 17:13;21:13 dunk (1) 56:5 during (10) 16:13; 17:9,11;47:20;61:16; 86:5;88:2;92:18,20; 95:3 duty (1) 48:23	E	earlier (3) 37:21; 74:16;85:10 earth (1) 42:6 East (1) 67:15 economic (2) 35:13, 24 effective (1) 10:5 eight (1) 49:9 either (1) 49:15 electronic (3) 12:16; 13:3,20 elevated (1) 28:5 else (3) 71:12;77:2; 89:20 e-mail (1) 87:7 e-mails (1) 61:3 emergency (1) 33:8 emphasis (1) 56:19 employed (1) 35:15 employees (1) 19:18 employees' (1) 19:17 Emporium (1) 28:8 empowered (1) 71:5 enact (1) 13:6 enacted (2) 13:4; 72:20 encourage (1) 10:23 encouraging (1) 91:19 end (10) 10:20;11:7, 18;12:3;41:20;55:4; 58:12;67:15,15;70:6 enforce (1) 65:18 engage (3) 44:2;62:8; 83:25 engaging (1) 67:8 enhancements (1)	48:6 enjoyed (2) 43:2; 52:16 enough (2) 21:17; 29:16 ensure (1) 39:6 entertain (5) 6:14; 12:14;14:6;23:21; 95:23 enthusiastic (1) 94:22 entire (2) 47:11;63:14 entities (1) 35:4 entrance (7) 28:24; 29:14;39:3,4;87:18, 22;88:2 entries (1) 93:2 environment (2) 49:2; 83:9 Environmental (1) 38:19 envy (1) 61:24 equine (2) 34:24;35:5 equipment (2) 16:12; 19:15 Eric (1) 94:7 Eris (4) 9:3,12;15:11; 24:10 eroded (1) 67:11 ESHELMAN (3) 82:2, 3;83:22 especially (1) 54:9 establishment (1) 54:11 evaluate (1) 24:9 even (7) 45:13;52:24; 53:2;62:21,24;69:23; 70:5 event (1) 40:10 events (1) 10:17 everybody (3) 11:3; 28:25;40:25 exceed (1) 85:11 excellent (1) 11:3 exception (2) 26:23; 31:19 exceptions (1) 77:25 excited (7) 26:12; 28:2,10,19;29:12; 32:9;53:7 exciting (1) 27:24 Excuse (2) 45:19; 50:17 execute (1) 8:18 Executive (5) 8:7,16, 21;78:19;82:4 executives (1) 34:13 exempted (1) 79:12 exist (2) 10:10;70:5 existing (1) 11:13 exit (1) 93:2 expanded (1) 31:8 expect (2) 36:6;37:22 expediency (1) 69:11
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<p>expenses (1) 35:21 experience (1) 39:21 experienced (2) 40:13;54:10 explain (1) 63:3 expression (1) 58:23 extend (1) 84:7 extensive (1) 20:5 extent (1) 77:5 external (1) 81:9 extra (4) 39:15;65:24; 86:9,10 extractive (1) 76:16</p>	<p>few (8) 10:7;41:18; 43:3,9;84:6;86:14; 87:4;89:5 field (1) 89:8 figured (1) 87:10 final (7) 16:25;18:3; 19:10,12,14;25:18; 80:19 finalizing (1) 86:24 Finally (3) 11:23; 91:14,22 financial (1) 19:11 find (5) 18:19;41:25; 45:2,3;70:9 finds (1) 71:8 fine (2) 5:11;41:14 finish (1) 64:15 finishes (3) 28:5,12,20 fire (1) 33:8 firm (1) 70:22 first (17) 5:16;8:5,15, 20;26:14,21;36:23; 37:24;44:23;49:19; 53:11;69:19;82:10; 90:5;92:5,10;93:24 first-time (1) 10:19 fitting (1) 91:12 five (5) 35:3;45:8; 52:9;81:9;95:3 FLEMING (2) 75:14, 16 floor (6) 7:2;12:24; 14:18;24:6;29:13; 95:14 floors (1) 16:14 flow (2) 91:16;93:3 foaming (1) 41:11 focus (2) 9:24;71:13 folks (11) 20:15; 29:15;32:14;33:11, 14,18;35:16;41:15; 62:11;64:10,16 follow (2) 70:10;80:9 following (6) 15:20; 18:24;25:21;48:3; 80:18;82:13 follows (2) 49:23; 78:24 food (1) 16:16 foot (2) 48:18;49:11 footprint (1) 91:14 formal (4) 19:23;85:2, 23;88:5 formally (2) 8:16; 16:22 fortunate (2) 43:5; 89:12 forum (1) 54:12 forward (16) 9:23; 11:11,12;13:6;36:7; 45:21;48:13;64:24; 65:20;74:22;75:2; 80:11;85:5;91:24;</p>	<p>93:13,16 forward-looking (1) 74:2 found (3) 47:18; 51:22;53:5 four (3) 50:15,19;81:6 four-month (1) 17:24 fox (2) 58:5,5 Frank (3) 84:18;88:4; 90:4 frankly (2) 43:2;69:13 Fredericksburg (1) 31:13 free (1) 52:25 Freedom (2) 77:15; 78:2 Freeman (1) 46:15 friendly (1) 42:21 front (5) 20:10;39:2; 47:20;49:13;89:16 frontline (1) 34:15 fueled (1) 67:10 full (3) 45:13,14;81:3 fun (1) 42:21 Fund (4) 11:9,10; 35:7;45:11 funded (1) 35:10 funny (1) 42:14 further (2) 48:5;84:9 furthest (1) 74:15 future (2) 28:13;73:22</p>	<p>goal (3) 10:4;21:23; 22:4 goes (6) 10:14;35:3; 45:8;54:15;68:13; 70:14 Gold (4) 10:12;81:25; 82:5,6 Good (35) 5:4,5,7; 7:3;15:8,16;17:15; 40:24;41:3;46:3; 48:25;51:18;54:7; 55:14;57:24;60:13; 64:11;66:3;70:18,19; 82:2;83:8,16;89:7,7, 13;90:2,14,17,19; 91:21;92:3;93:3,16; 94:7 Google (1) 51:23 Gordon-Moore (18) 5:24,25;6:17,20; 14:12,15;36:13,18; 78:14,15;80:2,3; 83:19;86:20;94:17; 95:6;96:2,5 governing (2) 49:21; 71:16 government (1) 57:18 government-wise (1) 53:13 Governor (3) 56:21; 68:15,25 granddaughters (1) 59:3 grandparents (1) 75:19 grant (1) 21:22 granting (3) 68:18; 71:15;72:4 great (14) 10:13; 52:24;53:9;82:7,22; 83:2,6;84:10;86:8; 89:7;90:14,16,91:23; 94:15 Greater (3) 30:16,18; 63:4 grew (1) 46:17 Grill (2) 18:10;19:7 Group (4) 15:22; 16:25;77:21;80:15 grow (1) 58:9 growth (1) 50:4 guests (1) 31:7 Guy (1) 58:2 guys (6) 23:15;42:4; 71:11;85:24;87:10; 92:6</p>	<p>39:23 happened (2) 39:24; 48:2 happening (2) 39:7; 88:14 happily (1) 66:14 happy (7) 22:12; 42:21;85:21;91:3,18, 18;93:20 Harbor (1) 76:2 hard-earned (1) 41:13 hardware (1) 39:11 harness (1) 94:2 head (1) 8:23 headed (2) 42:23,24 health (2) 50:6;76:18 heaps (1) 83:3 hear (6) 5:9,11;24:19; 46:10;51:3;64:5 heard (8) 11:4;62:8; 64:12,15;66:15; 72:13;74:16;79:17 hearing (5) 9:17; 61:20;63:7;78:22; 96:24 hearings (1) 61:17 held (5) 33:14;72:7; 78:23;82:6;95:12 Hello (1) 46:10 help (1) 42:5 helping (3) 9:22;34:9, 12 henceforth (1) 19:6 Henrico (38) 17:24; 25:5;26:17;27:2,8; 30:15;38:21;41:22; 46:14;51:20;52:3,6, 13;53:14,21;54:17; 55:25;60:17;62:11; 63:7,14;64:18;65:12; 66:7;67:9,13;68:23; 69:25;70:23;71:4; 73:12,16;74:15,18, 21;75:17;76:13;80:25 Henrico's (2) 53:7; 63:10 herein (1) 50:2 here's (1) 64:9 HHR (21) 16:6;25:24; 26:4;27:23;30:3; 35:11;62:12,17,21; 65:7;66:21;68:17; 69:5,22;71:3;72:21; 73:13;74:5,20;80:22; 81:9 HHRs (1) 34:23 high (4) 30:2;46:15; 47:10;59:22 highlight (1) 11:18 highly (1) 38:14 hire (1) 34:15 hired (1) 34:13 hires (1) 11:19</p>
<p>F</p>		<p>G</p>		
<p>Facebook (2) 31:4; 41:11 facilities (3) 14:5; 20:4;40:4 facility (37) 15:10,17; 17:5,19;18:15;21:8; 23:18;24:9,25;26:21; 28:14,23;29:3;30:21; 31:3;33:2;37:7; 38:25;39:14;41:9,19; 44:15;46:20;60:20; 61:5;63:25;67:25; 72:5,9,23;73:17; 74:14;77:19;91:17; 92:18;93:19;95:5 facility's (1) 18:6 fact (3) 52:25;72:15; 88:14 Fair (4) 92:17,19; 95:2,4 fairgrounds (1) 91:13 fairs (2) 32:6;33:14 fall (4) 83:10;90:8,8; 92:21 falls (1) 75:4 families (1) 42:22 family (1) 59:2 fan (1) 82:15 fans (3) 85:17;91:20; 93:2 Fantastic (1) 41:5 far (2) 54:22;91:7 favor (5) 7:10;13:18; 23:5;81:13;96:9 favorite (1) 82:15 fears (1) 61:11 feature (2) 30:10,11 featured (1) 28:21 February (1) 60:20 feedback (2) 84:6; 90:17 feel (2) 30:23;49:15 FEINMAN (2) 70:19, 21 felt (2) 54:18,25 fences (1) 83:9 festivals (1) 32:6</p>		<p>gamble (1) 52:25 gambling (2) 44:7; 59:25 game (1) 44:22 games (2) 22:9;42:12 Gaming (12) 9:9; 11:17;16:14;17:23; 26:3;27:25;28:8; 33:5;44:8,11;74:14; 81:5 gate (1) 87:21 gather (1) 88:22 gave (2) 43:12,16 General (7) 63:14; 66:20;67:5;68:6,21; 69:2;95:15 generally (2) 39:23; 83:4 General's (2) 9:6;77:9 generated (3) 35:19, 21,23 gentleman (2) 43:10; 66:15 given (5) 31:22; 56:19;59:7;77:4; 83:24 Gives (2) 31:20,24 giving (1) 31:21 Glenside (1) 25:5</p>		<p>H</p>
		<p>half (3) 47:6,10,25 hall (1) 63:23 handle (1) 86:4 happen (2) 10:17;</p>		

<p>hiring (5) 33:12,13,15; 48:12,16 historic (1) 27:5 historical (6) 10:8; 23:19;27:17;35:2; 44:4;77:20 history (1) 93:24 hold (2) 11:6;92:23 holistic (1) 10:19 HOLLOWAY (3) 57:24;58:2;60:12 hope (3) 55:9;57:21; 70:9 Hopf (11) 84:18,19; 86:4,10,19,23;87:13; 88:16,19;89:10,22 hoping (4) 13:15; 34:14;41:9;42:15 horse (19) 10:9; 11:22;23:19;27:5,17; 29:7,11;34:25;35:2,6, 8,9;42:3;44:4;45:10; 49:21,24;74:7;77:20 horsemen (9) 10:15; 83:8,11,16;84:2,13; 90:17;91:20;93:4 horses (11) 42:7,13; 52:22,22,23;58:10; 82:25;83:3,4,5;89:7 host (1) 82:23 hosted (1) 63:23 hours (4) 32:3;44:12; 47:25;88:2 house (3) 51:24;68:8, 13 household (1) 52:12 housing (1) 93:14 human (8) 33:6; 59:24;75:19,20,25; 76:3,12;87:20 hundreds (1) 61:2 hundred-year-old (1) 58:8 Hunt (1) 58:4 hunts (2) 58:5,5 Hurdle (3) 82:15,23; 83:2</p>	<p>24;38:3;75:19 impacts (2) 65:2; 81:11 implement (2) 51:2; 72:18 implemented (1) 49:4 important (4) 18:9; 35:4;41:20;56:22 impressive (2) 92:13; 94:20 improvement (1) 10:22 improvements (1) 83:23 improving (1) 93:19 inappropriate (2) 68:19;71:22 include (4) 73:22; 74:4;82:12;88:7 included (4) 16:4; 25:4;74:5,20 includes (2) 31:3; 92:25 including (1) 17:6 inclusion (1) 73:6 incorporates (2) 32:17,18 increase (4) 75:24; 76:10;86:8;87:4 increased (2) 48:21; 75:20 increasing (2) 48:8,14 incredible (1) 10:16 industry (4) 34:24; 35:6,9;50:5 information (6) 20:6; 77:16;78:3;87:6; 88:22,25 informational (2) 8:6; 81:22 informed (1) 20:3 infrastructure (1) 25:9 in-kind (2) 31:23;36:3 input (4) 7:21;61:6; 65:10;67:16 inside (4) 29:2;32:25; 39:14;93:14 insight (1) 59:11 Inspector (1) 9:6 installed (2) 25:7;93:9 intensive (3) 32:15, 21;33:10 intentionally (1) 63:9 interest (2) 53:22;71:9 interesting (1) 44:18 interior (1) 39:12 International (2) 82:5, 13 Internet (1) 73:13 interpret (1) 73:3 interpretation (1) 75:5 into (6) 30:14;35:18; 45:22;76:17;77:7;</p>	<p>91:13 introduce (2) 8:16; 40:21 inundated (1) 61:2 invented (2) 69:23; 73:14 invested (3) 35:17; 56:17;92:24 Investigation (1) 18:19 investigations (1) 15:24 investments (1) 81:8 invited (1) 82:25 ironic (1) 42:2 issuance (1) 71:8 issued (2) 27:9;80:20 issues (2) 20:14; 86:17 item (8) 5:16;8:4,7; 12:12;14:2,7;23:16; 81:21 items (3) 7:22,24; 16:18</p>	<p>92:15 kindly (1) 40:18 Kitchen (2) 28:16; 30:7 knew (3) 59:22;60:4; 70:3 knowledge (1) 79:11</p>	<p>licensed (1) 49:25 licensees (1) 10:24 licenses (11) 14:4; 21:5,20;22:2,5,8,9; 23:6,17;77:18;80:17 licensing (1) 9:15 licensure (3) 21:13; 26:11;27:13 life (1) 41:18 lighting (3) 39:10; 47:4;48:20 lights (3) 47:6,7,11 liked (2) 83:23;84:12 likely (1) 76:10 limit (2) 40:17;46:18 limited (1) 95:16 line-item (1) 68:24 liquor (1) 44:16 listed (1) 45:9 listening (1) 42:14 litigation (1) 26:5 litigations (1) 81:10 little (2) 84:8;92:2 live (4) 41:7;44:8; 59:17;65:14 lived (2) 52:7;58:2 livestock (1) 92:19 LLC (3) 23:20;77:21; 80:15 loading (1) 84:4 loans (1) 53:21 local (9) 26:3;33:14, 16;34:11;35:22;36:4; 67:24;81:6;94:21 locals (1) 95:4 located (4) 31:14; 72:10,23;82:21 location (6) 30:25; 31:25;37:19;52:17, 19;55:24 locations (3) 30:9; 40:14;42:25 longer (1) 75:7 look (10) 22:4;30:22; 31:8;34:22;36:7; 45:21;51:21;53:7; 86:25;93:16 look-back (1) 85:3 looked (1) 42:4 looking (9) 11:12; 22:7;30:13;33:13; 35:12;36:24;42:13; 48:13;85:4 lookout (1) 12:7 looks (8) 28:3;37:2; 39:4,7,9,11,12;87:3 loss (1) 56:16 lot (24) 19:25;20:9; 39:19;40:9;44:5; 47:12,16,24;48:9,19, 21,25;49:9,14;54:23; 58:16;59:21;60:8; 66:8;67:10,11;69:15;</p>
<p>I</p>		<p>J</p>	<p>L</p>	
		<p>Jack (4) 14:19;15:4; 20:12;47:22 Jarene (1) 75:15 job (3) 33:14;46:3; 70:18 jockeys (2) 83:20,25 join (1) 61:9 joined (1) 68:8 joining (1) 84:18 jokes (1) 69:16 Jones (9) 9:3;14:23; 15:8,13,15;23:2; 24:16,20;47:2 Jordan's (1) 69:18 July (3) 15:22;63:13; 67:17 June (5) 6:13;7:6,11; 27:2;60:25 jurisdiction (1) 72:24 jurisdictions (1) 74:25 justify (1) 62:15 Justin (1) 70:20</p>		
		<p>K</p>		
		<p>Katreena (1) 9:14 keep (4) 12:7;35:4; 41:6;91:20 Kent (6) 37:4,13; 52:17,21;54:24;87:18 Kentucky (1) 42:8 key (4) 17:25;18:20; 26:15;27:10 kids (1) 52:13 kind (9) 40:10;42:17; 49:15;51:25;69:20; 87:13;88:20;90:4;</p>		
<p>ID (1) 29:20 idea (1) 74:13 identification (1) 17:10 identified (2) 16:20; 79:16 identify (1) 10:22 identity (1) 11:22 illicit (1) 76:10 images (1) 29:6 immediate (1) 9:24 immediately (2) 44:14, 16 impact (5) 35:13,13,</p>			<p>lack (1) 61:6 lacks (1) 65:21 Lakeside (5) 41:8; 43:8;52:8,10;59:10 land (1) 58:6 language (3) 67:23; 68:24;73:25 last (14) 13:14;26:22; 43:3;45:6;47:23; 49:7;56:5;60:20,20; 86:2,4;93:5,10;95:3 lastly (2) 34:3;35:12 late (1) 76:7 later (3) 21:20;47:20; 80:25 Latino (1) 54:7 laundering (1) 33:4 law (2) 70:15;80:10 lawful (3) 53:18,24,25 lawfully (1) 79:12 leaders (1) 33:16 leaders' (1) 52:3 leadership (2) 33:17; 68:23 leading (2) 94:9,10 leads (1) 89:9 leans (1) 62:14 leased (1) 27:19 least (1) 49:9 leave (2) 64:22;71:10 led (1) 9:8 left (2) 28:14;29:24 left-hand (1) 30:7 legal (3) 63:3;77:8,24 legalities (1) 57:17 legalize (1) 62:20 legalized (3) 62:18; 66:21;69:9 legally (3) 56:7;59:15; 63:5 legislative (1) 65:16 lengths (1) 70:7 letter (6) 27:4;63:16; 67:16;68:15;70:15; 80:10 level (1) 44:3 Lewis (6) 9:14,19; 12:5,23,25;13:11 liability (2) 17:7;19:13 license (12) 16:23; 18:15;21:22;25:8,8, 25;36:6;68:18;72:4; 76:23;80:25;81:14</p>	

85:18;94:21 lots (1) 47:5 lounge (3) 28:18; 29:9;30:12 love (2) 45:11;59:4 lucky (1) 66:5	measured (1) 47:5 media (4) 31:2,4,5,7 Medicine (1) 35:10 meet (5) 10:20;85:3, 7;86:16;93:10 meeting (31) 5:14; 6:12;7:5,12;8:3;11:6; 12:2,3,16;13:4,20; 44:20;47:21;51:22; 69:7;77:14,17,23; 78:2;79:13,17,19; 85:2,5;87:8;90:12; 95:10,11,24;96:18,21 meetings (1) 43:22 meets (1) 10:11 member (1) 52:10 members (10) 6:8; 8:13;17:16;32:2,8; 33:3;60:14;64:21; 67:13;79:11 mentioned (6) 24:17, 21;37:21;54:3;61:18; 63:22 message (1) 69:2 messages (1) 61:3 met (3) 27:11;53:19, 19 MEYER (5) 55:14,17, 21,22;57:23 mic (2) 40:21,23 Michael (1) 69:18 middle (1) 43:7 Midlothian (6) 46:22, 23;48:7;54:19,24; 62:4 might (8) 39:23; 42:20;53:25;55:4; 59:5,11;67:4;73:21 Mile (2) 55:3,5 miles (3) 46:16;55:24; 90:18 milestones (2) 26:15; 27:11 Mill (3) 27:20;49:5; 55:23 million (14) 30:17; 31:23;35:18,20,22, 24;36:3;43:12,14; 85:11;86:2,6,11; 92:24 mind (1) 35:5 minds (1) 74:16 minimum (3) 17:5,8; 47:9 minute (2) 65:24; 91:10 minutes (9) 6:11,15; 7:5,11,17;40:18; 50:15,19;95:17 mirror (1) 73:5 Mm-hmm (1) 94:12 model (1) 10:5 mom (1) 58:8	moment (1) 34:22 money (6) 33:24; 42:17;43:17,25;45:7, 22 money-handling (2) 33:25;34:2 monies (2) 35:8;37:24 monitor (2) 26:4;81:9 month (1) 49:7 more (19) 11:10; 35:16,17,19,23;36:2; 48:17;51:11;69:12, 14,20,21;84:21;85:2; 87:4;88:8,15;90:10; 92:2 morning (2) 5:4;7:3 most (8) 8:22;9:9,13, 16;41:20;67:4;83:22; 91:7 mother (3) 58:3; 75:18;76:8 motion (18) 6:15,16; 7:17;12:14,17;13:24; 14:6,8;23:15,21,22; 77:11;79:5,16;81:20; 95:23,24;96:17 Motor (2) 9:18,18 mouth (1) 41:12 move (8) 9:23;48:3; 64:24;65:20;77:13; 79:8;80:11;96:3 moved (5) 6:18; 12:19;14:9;23:23; 52:11 moving (1) 85:4 MSA (2) 30:16;37:20 MTV (1) 69:18 much (14) 22:20; 43:15,17;44:11,21; 45:25;50:11;51:3; 54:10;55:12;60:10; 75:13;76:25;83:25 Mullen (1) 70:22 multi-purpose (1) 92:14 mural (1) 29:4 murals (3) 28:22,24, 25 music (5) 28:18;29:8; 30:12;53:8;54:13 must (2) 72:3;80:20 mutual (1) 17:3 myself (3) 42:5;78:16; 80:7	national (1) 10:5 native (1) 50:4 nay (4) 7:15;13:23; 81:18;96:16 NBA (1) 69:19 near (1) 58:2 need (2) 7:21;91:19 needed (3) 34:20; 59:22;84:12 neighbor (1) 64:11 neighborhood (2) 58:9;62:13 neighborhoods (1) 59:9 neighbors (3) 59:9,16; 64:5 New (31) 7:19,22;8:5, 16;9:25;11:7,19; 12:13;17:23;26:10, 12;27:23,25;28:9,15; 30:6,6;37:4,6,13; 52:17,21;54:23; 59:19;74:21;81:21; 87:18;91:8,22;92:8; 94:19 newly (1) 83:21 News (1) 75:22 Next (19) 6:10;7:19; 11:25;12:12;23:16; 44:14,16;46:8;55:13; 59:20,21;60:6,8; 84:16,25;87:7;89:23; 95:9,10 nickel (1) 45:15 Nine (2) 55:3,5 NIXON (73) 5:4,6,12, 21,23;6:3,6,19,23; 7:7;12:11,21;13:8,17; 14:10,14;22:17,23; 23:4,13,24;24:4;36:9, 17,19;38:9;40:15; 41:3;45:19,24;46:8; 50:10,16;51:13,17; 55:12,16,19;57:22; 60:11;66:2;70:17; 75:12;76:24;77:10; 78:5,8,10,13,16,17; 79:2,6,20,23,25;80:4, 7;81:12,17;84:15; 89:3,19,23;93:21; 94:4,13,15;95:7,9; 96:4,8,15 nobody (1) 42:11 nor (1) 63:5 normal (2) 19:8;28:8 Normally (1) 56:4 north (1) 31:12 Northwestern (3) 30:15,19;37:20 note (7) 11:5;18:9; 19:23;23:10;78:22; 96:13,20 notice (2) 28:5;31:9	noticed (1) 94:5 noting (1) 19:2 November (2) 27:8; 73:11 number (3) 43:19,19; 48:23 numbers (8) 38:4,5; 43:14;86:24;87:22; 88:9,18,20
M			O	
ma'am (1) 38:7 machine (2) 17:10; 35:2 machines (20) 16:6; 22:6;27:5,18;30:4; 35:11;42:6;44:5,5; 45:23;62:13,17,19, 21;69:5,22;73:13; 74:13;80:23;82:20 Mackey (2) 6:25;7:3 Madam (9) 7:3;8:11; 12:25;60:14;75:14; 77:4;80:8;84:19;92:4 Madame (1) 65:23 main (2) 87:18;88:2 maintains (1) 80:13 major (1) 74:14 majority (2) 37:9,11 making (5) 10:16; 39:13;43:18;68:16; 85:16 mall (2) 27:20;47:8 management (2) 17:7; 32:18 manager (1) 9:7 managers (1) 70:23 managing (1) 11:10 manner (1) 50:5 many (4) 19:18,19; 42:16;93:2 map (2) 36:24,25 March (4) 46:21; 47:21;48:4;85:9 Mark (1) 55:22 market (3) 30:13; 31:9;42:19 marketing (1) 76:11 material (1) 81:11 matter (1) 69:13 matters (5) 58:19,20; 69:12;79:12,15 maximize (1) 22:7 may (6) 7:23;15:5; 59:4,15;72:22;75:23 maybe (2) 46:16;84:7 Meadow (2) 82:22; 83:2 Meadows (1) 82:7 mean (3) 19:24;61:5; 73:7 meaningful (2) 44:3, 24 measure (2) 10:21; 68:6			observations (2) 16:3; 25:4 observe (1) 29:17 observed (1) 16:18 Obviously (5) 54:19; 86:14;87:3,25;92:13 occasion (1) 62:9 occupancy (3) 25:19, 23;80:20 Occupational (1) 8:25 occurred (2) 47:24; 62:16 o'clock (1) 82:9 October (1) 82:7 off (8) 13:13,15; 20:12;27:20;28:18; 29:24;30:11;36:23 offer (1) 77:19 offered (1) 82:12 Office (4) 9:6,8;60:25; 77:9 officer (2) 9:17;48:14 officers (3) 48:17,17, 23 officials (1) 83:13 off-track (2) 17:19; 74:9 onboarded (1) 33:20 once (4) 20:2;29:2, 19;54:4 One (21) 38:2;41:20; 43:19;47:6,6,24; 49:11;58:13,15;63:8; 64:23;73:8,11;80:19; 81:19;84:24;85:23; 90:22,23,24;93:5 ongoing (1) 74:10 only (12) 8:7;16:15; 65:4;66:17;69:10; 72:22;79:11,14; 81:22;86:12;88:3; 89:3 on-site (1) 82:20 open (9) 18:10;19:8; 27:14;31:2;34:10,12; 36:6;77:25;95:14 opened (2) 26:20; 79:13 opening (11) 17:23; 25:23;28:15;34:8,16, 18,21;80:21;90:14;	
		N		
		name (14) 41:7;46:9, 12;51:19;55:20,21; 57:25;60:15;66:4,8; 70:20;75:15;82:3; 90:5 nary (1) 69:6		

93:15;94:7 operate (5) 23:17; 32:12;40:4;68:2; 77:18 operated (1) 74:14 operating (1) 68:3 operation (4) 18:4,11; 19:9;71:3 operational (3) 19:3; 80:24;85:16 operations (5) 15:19; 18:2;25:24;34:20; 35:14 opinion (1) 53:9 opinions (2) 11:4; 57:16 opportunities (1) 22:5 opportunity (9) 11:3; 26:9;44:19;56:13; 59:7;64:13;76:14; 83:7,12 opposed (8) 7:15; 13:23;23:13;44:6,7; 59:14;81:17;96:15 opprobrious (1) 45:2 order (3) 5:15;16:8; 56:6 ordinance (1) 27:7 ordinary (1) 75:9 organization (1) 76:2 original (1) 37:15 originating (1) 74:7 OTB (2) 18:4,12 others (1) 37:18 out (23) 10:14;16:7,8; 28:11;29:6;31:10; 32:9;51:22;53:5,12; 56:6;66:16;71:19; 84:2,3;85:11,17; 86:13;87:7,10;92:7, 11;94:6 outcome (1) 20:22 outdated (1) 63:5 outset (2) 41:16;67:12 outside (4) 32:25; 39:8;54:12;82:8 outstanding (2) 17:2; 19:13 over (17) 24:18,22; 26:14;31:22;32:3; 35:22;37:6;43:2,15; 49:7;51:24;52:11; 63:25;83:2,8;85:12; 91:3 overall (3) 35:13; 37:23;85:6 overflow (1) 61:13 overlapped (1) 94:2 oversee (1) 10:19 overview (3) 24:12; 27:16;38:15 own (6) 65:5,18;71:6, 23;73:4;75:6	owned (2) 90:22;91:4 owner (2) 18:13,13 P packages (1) 19:20 pad (1) 93:7 paddock (1) 87:21 page (1) 41:11 paid (1) 43:14 paragraph (2) 49:19; 50:21 paramedic (1) 54:20 pari-mutuel (13) 23:18;26:18,21,24; 49:25;73:15;74:3,6, 18;77:19;82:17; 90:20;93:25 parked (1) 49:12 parking (14) 27:21; 47:5,12,16,24;48:9, 19,21,24;49:8,14; 54:23;61:13;84:3 Parlor (3) 17:23;28:2; 46:22 part (4) 39:15;71:11; 72:21;90:24 partially (1) 67:2 participated (1) 43:23 participation (1) 26:2 partners (2) 10:23; 11:13 partnership (3) 10:16; 66:24;92:16 pass (1) 89:17 passed (3) 26:17; 68:6;85:9 passion (1) 71:18 past (6) 50:24;61:7; 67:24;68:22;82:22; 90:9 patrol (2) 47:23;49:11 patrolled (1) 47:13 patrols (3) 48:8,18,24 patron (1) 52:15 payment (1) 35:20 payroll (1) 35:25 pending (3) 25:19; 27:12;77:17 penny (2) 45:13,14 people (22) 29:10,17; 30:17;41:11;42:19; 43:6,17;45:10;48:10; 50:7;52:22;54:7; 58:17,17,18,23;59:3, 14,17;71:9;91:7; 94:21 people's (2) 59:21; 60:9 per (1) 88:11 percent (4) 34:14; 48:15,16;91:3 percentage (1) 45:12	perhaps (1) 41:13 period (1) 8:2 permanent (2) 91:15; 93:14 permit (3) 27:9;71:15; 81:10 permitted (2) 50:2; 73:15 personnel (1) 32:22 petition (1) 61:8 physically (1) 6:8 picture (1) 29:10 pictures (5) 28:4;42:8, 11,14,21 pieces (1) 89:13 place (5) 8:17;22:5; 25:11;52:20;87:16 placed (4) 15:3; 19:19;41:9;74:3 placements (1) 39:6 Plains (1) 82:8 plan (20) 9:25;10:7; 16:5;18:3,20,25;20:9; 21:7;23:5;25:11; 29:14;38:13,21; 39:17,25;45:2;48:14; 51:12;61:18;84:24 plan-build (1) 61:23 planned (1) 25:7 planning (4) 27:3; 60:2,19;85:20 Plans (5) 15:21;31:2; 40:3,6;80:24 play (1) 37:14 playing (1) 42:12 please (11) 7:12,15; 12:7;13:20;23:7; 40:17;65:11;76:21; 81:15;95:17;96:10 pleased (3) 83:13; 85:6,14 podium (3) 29:19,20; 95:18 point (6) 22:11;49:6; 69:20,22;89:4;94:25 pointed (1) 56:6 points (2) 40:19;93:2 policy (5) 9:15;12:16; 13:4,5,20 pools (1) 17:7 population (5) 30:22; 31:10,12,15;36:24 portion (1) 45:7 position (2) 33:25; 61:25 positions (1) 14:22 positive (4) 8:14; 83:23;84:5;94:25 possession (1) 38:23 possible (1) 11:2 post (2) 82:9;84:8 postpone (1) 51:5 potential (2) 22:8;	56:16 potentially (1) 54:16 powered (1) 16:7 PowerPoint (1) 90:11 precedent (1) 51:7 precise (1) 59:15 premier (1) 11:22 pre-opening (1) 24:24 preparation (2) 39:22; 40:10 Present (8) 5:19,22; 6:2,8;24:13;26:10; 47:17;68:22 presentation (3) 24:8, 14;36:10 presentations (1) 85:23 presented (4) 7:12; 44:24;56:12;73:12 presenting (1) 11:16 press (1) 85:10 presuming (1) 57:10 prevent (1) 39:3 prevention (3) 38:15, 19;60:2 previous (5) 6:12;7:5; 33:23;40:19;68:9 primary (1) 44:15 Prior (3) 25:21;80:21; 88:9 probably (2) 43:8; 87:6 problems (3) 40:9,12; 93:5 procedures (1) 19:24 process (9) 32:21; 48:16;55:10;62:11; 63:10,18;66:10; 67:20;69:4 Professional (1) 8:24 profits (1) 69:13 program (1) 31:21 programs (2) 26:3; 81:5 progress (3) 11:19; 85:15;88:13 progressed (1) 85:7 project (11) 22:14; 27:10,16;60:24;62:4, 15;63:8;64:17,24; 65:20;92:25 promised (1) 47:3 promote (1) 11:15 promotion (1) 50:3 properly (1) 88:22 property (6) 34:10,12, 14;37:8,12,18 proposal (3) 57:8; 76:15,22 propose (1) 11:7 proposed (2) 55:24; 63:25 protocols (1) 17:11	proud (1) 89:11 Proudly (1) 52:15 provide (2) 8:9;11:21 provided (4) 20:8; 25:12;27:3;88:7 providing (1) 48:25 public (34) 7:21,23; 8:2;17:17;19:9; 27:14;32:17;40:16; 44:25;51:9;61:13,16, 20,22,24;62:3,10,24; 63:7,10,18;64:19; 65:22;66:12;67:15, 20;69:4,7;70:8;79:11, 15,19;80:21;95:15 public-facing (1) 19:5 pull (1) 34:19 pulled (1) 24:8 pulls (1) 37:9 punish (1) 64:8 purchased (1) 93:11 purpose (2) 61:17; 77:23 purse (1) 82:11 purses (1) 35:21 pushed (1) 67:23 put (5) 57:14;62:19; 74:22;88:23;94:6 putting (1) 30:14 puzzle (1) 89:13
Q				
qualifying (1) 90:20 quality (1) 89:6 quandering (1) 20:14 quick (2) 74:11;94:4 quite (3) 69:13;82:24; 90:19 quorum (1) 6:7 quote (4) 17:25; 48:13;49:24;72:6				
R				
race (4) 11:24;82:10; 83:4;84:22 racecourse (2) 82:8; 83:15 raced (1) 51:23 racetrack (2) 47:3; 91:13 Racing (43) 5:14; 9:10;10:6,9;18:16,22, 23;23:19;25:20;27:5, 13,17;28:22;29:7,11; 34:4,6,25;35:2,6; 42:3;44:4;45:10; 49:21,24;58:21; 72:19;74:7;77:20; 82:12,17;83:9,12;				

85:12;87:12;88:2,10; 89:7,14;92:20;93:25; 95:11;96:22 radius (1) 37:10 ran (1) 85:9 rates (1) 53:22 rather (2) 52:21;62:8 reach (1) 31:7 read (1) 46:25 readiness (1) 25:2 ready (3) 8:17;24:14; 27:18 reality (1) 64:10 really (8) 32:20;42:22, 24;43:2;51:2;76:18; 83:16;90:16 reason (1) 71:7 reasonable (1) 75:5 reasons (1) 67:6 recall (1) 60:21 recap (1) 84:21 recapping (1) 90:12 receive (1) 7:23 received (1) 83:14 recent (2) 9:13;10:11 recently (4) 8:22;9:10, 16;75:24 recognize (9) 8:7; 9:21;20:5;38:13; 65:14;76:6;81:24; 84:16;89:23 recognizing (1) 7:21 recommend (7) 13:16; 16:21,24;17:4;18:24; 22:24;25:21 recommendation (1) 80:13 recommended (4) 15:2;20:15;23:7; 81:14 recommends (3) 7:4; 13:5;80:17 reconciliation (1) 16:25 reconvenes (1) 78:23 record (4) 6:6;46:12; 62:2;79:9 Recorded (1) 78:5 redemption (1) 17:6 referendum (22) 26:18;59:8;62:15,16; 63:2;64:19;66:13; 67:25;68:3,16;69:8; 71:22;72:6,12,14,25; 73:7,10,24;74:22; 75:3,6 referendums (1) 58:14 reflect (2) 6:7;59:15 reflects (1) 59:13 refrain (1) 40:18 regard (1) 61:23 regarding (3) 8:9; 14:3;49:20	regardless (2) 20:22; 57:17 regards (1) 15:9 regret (1) 67:4 regs (1) 34:7 regular (1) 18:11 regulation (1) 34:4 Regulations (10) 8:25;49:20;65:5,6, 18;71:6,17,23;73:4; 75:6 regulatory (2) 25:3,16 reinventing (1) 91:12 reject (4) 71:6;75:10; 76:15,22 rejecting (2) 64:9; 65:19 related (5) 7:24;14:4; 59:2,2,3 release (1) 85:10 released (1) 62:24 relevant (3) 69:20,21; 72:21 reliance (1) 71:21 relocation (1) 17:12 relying (5) 59:14; 63:4;69:7;72:14,16 remain (2) 18:10;19:8 remainder (1) 21:25 remained (1) 16:12 remaining (2) 16:15; 22:2 remind (1) 49:18 remote (3) 12:15; 13:3,19 removed (2) 16:9; 18:8 removing (1) 16:16 renting (1) 93:12 repeating (1) 40:19 report (6) 17:13; 19:11;26:4;81:7; 84:22;88:6 reported (1) 75:22 reporting (1) 81:5 reports (1) 75:24 represent (2) 60:18; 70:24 representative (1) 84:17 representatives (6) 14:16;24:5;57:13; 66:23;81:24;89:24 republican (1) 68:9 republicans (4) 63:15; 67:14;68:7,10 request (6) 19:16,25; 20:6;23:6,16;77:17 requested (2) 20:2; 71:2 requesting (1) 63:17 requests (1) 14:3 require (10) 10:6;	19:5,10;26:3;62:23; 65:6;67:24;72:12; 81:3,6 required (3) 60:5; 75:4;81:23 requirements (4) 16:19;17:9;78:2; 79:13 Rescue (1) 52:10 reside (1) 76:19 resident (6) 46:13; 51:20;55:22,25; 61:12;75:16 residents (8) 61:4,21; 63:25;65:2,14;67:9; 74:12;76:13 resides (1) 76:8 resolution (1) 44:10 resources (3) 10:7; 34:8,19 respect (1) 69:3 respond (4) 23:10; 50:21;67:21;96:13 responded (1) 63:19 response (2) 43:9; 67:22 responsible (3) 26:2; 33:5;81:4 restaurant (4) 18:11; 19:8;28:15;30:6 restricts (1) 72:4 result (1) 47:18 retained (1) 70:22 return (1) 18:13 revenues (1) 10:9 review (2) 10:19,21 reviewing (1) 11:23 ribbon (1) 94:19 ribbon-cutting (1) 92:7 Richmond (12) 30:16, 18,21;37:4,8,12; 52:17,18;53:4;54:20, 21;58:12 ride (1) 58:10 Ridge (1) 55:23 Right (22) 9:18;10:21; 15:15;21:6,16;24:16; 28:6;30:11;31:9; 39:24;40:23;50:8; 53:22;55:3;64:18; 66:17;70:12;77:6; 79:2;86:23;89:22; 94:15 road (5) 21:24;27:21; 55:3,6;58:6 robbed (1) 47:15 role (2) 11:10;80:8 roles (1) 19:19 roll (3) 5:17;28:10; 79:3 room (7) 16:10;29:24; 30:2,3,8;36:14;53:8 rooms (1) 16:11	Rose (1) 36:15 Roseshire (19) 17:23; 20:23;21:13;23:20; 24:22,25;26:11,16; 27:25;46:16,20;52:9; 53:8;54:16;55:9; 56:11;60:24;77:22; 80:22 Rosie's (24) 15:18; 28:8;30:21;31:18,20, 24;32:13;34:20;37:4, 14,15;42:24;46:23; 47:19;48:7;49:5,8; 52:5,15;54:12;58:3, 11;87:11,17 routine (1) 15:3 rules (1) 49:20 run (3) 41:21;58:4; 62:23 S Saavedra (4) 14:23; 17:15;21:11;23:3 saddling (1) 87:21 safe (2) 49:2;75:25 safety (10) 32:11,17; 33:9;38:24;50:6; 53:15;61:13,22,24; 62:3 safety-related (1) 33:22 Saluda (1) 90:23 same (4) 33:21;55:2; 88:11;94:3 sanction (1) 57:14 Sandston (2) 51:24; 52:11 satellite (9) 14:5; 18:15;23:17;24:25; 72:5,9,23;73:16; 77:18 Saturday (2) 82:6,22 saying (3) 23:11; 69:24;70:6 scheduled (1) 18:5 SCHMIDT (4) 60:13, 16;63:13;66:9 School (2) 46:15; 82:25 schools (1) 52:13 Schuyler (1) 66:5 screens (1) 29:7 season (4) 83:10; 84:23;90:8,8 second (10) 6:21,22; 12:20;14:13;24:2,3; 59:18;79:14;96:6,7 seconds (1) 50:13 Secretary (4) 8:8,22; 10:18,25 Section (4) 71:25; 72:2;73:21;78:3	sections (1) 72:11 secure (1) 91:17 secured (1) 16:11 security (26) 29:17,18, 20;32:11,14,15,22; 33:11;39:15,20,25; 40:3,6;41:14;46:19, 24;47:13,17,19;48:6, 12,23;49:11;51:3,12; 59:23 seemed (1) 86:15 segment (2) 30:19; 37:20 Senate (1) 68:8 Senator (3) 63:22; 66:6;68:12 senators (1) 68:9 send (1) 88:23 sense (1) 73:5 Sensitive (4) 16:9,17; 38:14;39:14 sent (3) 63:16;67:16; 88:6 separate (2) 21:5,14 September (10) 5:2, 13;13:2;18:5;21:9,11; 24:23;27:15;83:10; 96:21 serious (1) 61:15 serve (2) 60:16;62:7 served (1) 9:16 server (1) 16:10 Service (4) 16:8;32:3; 68:12,13 services (1) 34:11 serving (2) 8:23;9:7 session (5) 10:3; 67:24;77:7;78:19,23 set (1) 52:12 setup (2) 25:13;91:15 several (1) 8:14 severance (1) 19:20 shall (3) 49:4;50:2; 73:14 shape (1) 83:16 share (8) 8:14;22:12, 15;25:25;26:12;28:2; 51:25;60:22 shared (1) 34:11 Shenandoah (4) 10:11;89:25;92:17; 93:6 shiny (1) 42:13 shooter (2) 32:19; 33:7 shopping (2) 27:20; 44:14 show (3) 42:20;64:4; 83:5 showed (1) 42:9 shows (1) 95:3 side (5) 29:25;30:8; 53:4;54:24;89:16
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<p>Siegel (30) 6:4,5,22, 24;12:19,22;13:9; 14:9,11;20:20,25; 21:6,16;23:23,25; 39:18;40:7;50:14,18, 22;78:11,12;80:5,6; 85:25;86:7,12;87:9; 88:17;93:22</p> <p>signage (3) 48:10,20, 21</p> <p>signals (1) 69:11</p> <p>signed (2) 13:13,15</p> <p>significant (2) 30:24; 62:3</p> <p>silence (1) 63:19</p> <p>similar (3) 40:2,6;75:4</p> <p>simple (1) 64:23</p> <p>simply (1) 59:18</p> <p>simulcast (5) 18:4; 25:12;29:4;30:8;74:6</p> <p>sincere (1) 10:13</p> <p>single (2) 62:5;67:22</p> <p>sit-down (1) 28:17</p> <p>site (1) 93:8</p> <p>situated (1) 72:22</p> <p>situation (2) 73:8;76:7</p> <p>six (5) 47:9,10;83:3; 90:10,21</p> <p>size (1) 89:8</p> <p>skin (1) 44:21</p> <p>slam (1) 56:5</p> <p>slide (2) 30:5;33:23</p> <p>slideshow (1) 42:10</p> <p>slightly (1) 7:20</p> <p>slot (2) 42:6;74:13</p> <p>smartphones (1) 82:18</p> <p>smashing (1) 39:4</p> <p>smoking (3) 29:24; 30:2;36:14</p> <p>Snoop (1) 69:17</p> <p>social (2) 31:5;41:14</p> <p>soft (1) 36:14</p> <p>solid (1) 50:24</p> <p>somebody (1) 55:4</p> <p>son (1) 54:20</p> <p>soon (1) 11:2</p> <p>sorry (5) 24:20;55:19, 21;64:16;79:6</p> <p>sounds (1) 42:15</p> <p>source (1) 10:8</p> <p>Sours (18) 15:4;20:7, 12,17,24;22:3,22; 24:12;26:8;36:16; 37:8;38:7,17;39:25; 40:11;47:22;48:7; 61:25</p> <p>southwest (1) 90:24</p> <p>space (4) 18:12; 27:19;29:16;92:22</p> <p>speak (3) 64:13;77:3; 95:21</p> <p>speaker (1) 56:5</p>	<p>speakers (1) 40:20</p> <p>speaking (1) 53:12</p> <p>speaks (2) 63:19; 92:16</p> <p>specific (2) 7:24; 74:23</p> <p>specifically (6) 37:9; 40:8;71:20;73:24; 76:12;93:17</p> <p>spend (4) 35:25; 41:12;42:17,18</p> <p>spent (1) 38:5</p> <p>spirit (2) 59:16;70:15</p> <p>spoke (1) 94:20</p> <p>Spokesman (2) 47:2, 22</p> <p>sponsoring (1) 32:7</p> <p>sponsorships (1) 32:6</p> <p>Sports (2) 18:9;19:7</p> <p>spots (1) 27:22</p> <p>spring (2) 92:12,21</p> <p>Squad (1) 52:11</p> <p>stack (1) 52:4</p> <p>staff (26) 7:4;8:8; 10:14;13:4;14:16,21; 15:22;16:15,21;17:4, 24;18:22,24;19:3; 22:23;23:7;24:5,8; 25:20;34:15;48:12; 80:13,16;81:15; 91:20;93:18</p> <p>staffed (1) 11:11</p> <p>staffing (1) 48:15</p> <p>Stakes (2) 82:14,15</p> <p>stalls (4) 92:23;93:7, 11,13</p> <p>stand (1) 65:11</p> <p>standalone (1) 8:2</p> <p>Standard (2) 47:4; 81:4</p> <p>standards (1) 17:5</p> <p>standing (1) 61:8</p> <p>standpoint (5) 27:12; 32:12;33:12;34:15; 85:16</p> <p>staple (1) 31:21</p> <p>Staples (3) 27:20; 49:4;55:23</p> <p>start (3) 48:25;83:10; 85:19</p> <p>started (5) 53:3;56:23, 24;90:5,7</p> <p>State (12) 9:5;11:22; 35:22;41:16;49:19; 57:11,13,18;58:19; 66:6;71:23;90:25</p> <p>stated (1) 47:16</p> <p>statements (1) 52:3</p> <p>state-of-the-art (1) 32:24</p> <p>states (1) 72:21</p> <p>stating (2) 19:7;27:4</p> <p>statute (1) 73:25</p>	<p>statutes (1) 71:16</p> <p>statutory (1) 72:17</p> <p>steel (2) 39:2;59:23</p> <p>Steeplethon (1) 82:16</p> <p>step (1) 62:5</p> <p>steps (2) 67:8;70:11</p> <p>still (2) 25:19;58:8</p> <p>store (1) 44:17</p> <p>Stosch's (1) 68:13</p> <p>straightforward (1) 73:5</p> <p>strategic (2) 9:25;11:8</p> <p>strategy (2) 8:18; 21:24</p> <p>strictly (1) 46:18</p> <p>structure (1) 92:14</p> <p>stuff (2) 43:6;53:24</p> <p>subcommittee (1) 11:17</p> <p>subject (1) 77:16</p> <p>submission (3) 12:6; 25:9,22</p> <p>submissions (1) 10:24</p> <p>submit (3) 16:25; 19:10;63:17</p> <p>submits (1) 53:21</p> <p>submitted (9) 15:21; 16:5;17:20;19:2,2; 38:20;80:14,20,24</p> <p>substance (2) 66:10, 11</p> <p>success (1) 10:13</p> <p>successfully (1) 19:18</p> <p>sufficient (1) 63:6</p> <p>Suffolk (1) 90:25</p> <p>suggest (1) 51:4</p> <p>suggestions (1) 10:25</p> <p>summary (1) 17:17</p> <p>summer (3) 85:7; 86:5;89:6</p> <p>Supervisor (1) 66:9</p> <p>Supervisors (1) 60:18</p> <p>support (11) 32:5,10; 34:9,11,18,21;53:11; 54:15;55:9;65:12; 68:21</p> <p>supported (1) 25:15</p> <p>supporting (1) 54:8</p> <p>supports (1) 35:5</p> <p>sure (3) 39:13;86:17; 88:21</p> <p>surrender (3) 14:3; 16:23;23:6</p> <p>surrendered (1) 18:16</p> <p>surrounding (2) 49:3; 61:23</p> <p>Surveillance (9) 16:12;17:8;25:10,16; 32:24;39:5;48:11,22; 60:3</p> <p>survivors (1) 76:3</p> <p>sustenance (1) 50:4</p> <p>system (5) 29:21;</p>	<p>32:24;39:5;87:16; 91:23</p> <p>T</p> <p>takeaway (1) 91:6</p> <p>talk (5) 39:20;53:15; 71:20;91:9,25</p> <p>talked (1) 93:6</p> <p>talking (3) 53:16;74:8; 88:18</p> <p>talks (1) 48:7</p> <p>Tanner (9) 5:8,10,18, 19;78:6,7;79:21,22; 91:2</p> <p>target (2) 42:18;76:5</p> <p>taste (1) 43:5</p> <p>tax (1) 43:13</p> <p>taxes (2) 35:23;43:16</p> <p>Tazewell (1) 90:23</p> <p>team (11) 8:17;20:7; 32:2,8;33:3;34:9,11, 17;89:11,14,15</p> <p>techniques (1) 38:24</p> <p>Ted (1) 46:13</p> <p>teller (1) 25:13</p> <p>temporary (1) 93:7</p> <p>ten (3) 18:6;22:8; 91:11</p> <p>tenth (1) 90:8</p> <p>terminals (12) 18:7; 25:6,14,15,24;65:7; 66:21;68:17;71:3; 72:22;74:5,20</p> <p>terms (1) 75:9</p> <p>testament (1) 45:4</p> <p>testified (1) 47:23</p> <p>testimony (3) 47:20; 48:4;77:5</p> <p>Testing (2) 46:10,11</p> <p>thanks (1) 10:14</p> <p>that'll (1) 93:10</p> <p>Therefore (1) 80:12</p> <p>thinking (2) 42:12; 59:13</p> <p>thirty (1) 19:11</p> <p>thorough (1) 39:17</p> <p>thoroughbred (1) 94:2</p> <p>though (1) 74:24</p> <p>thought (4) 52:19; 71:19;89:6,8</p> <p>thoughts (2) 51:25; 71:14</p> <p>thousand (1) 65:13</p> <p>three (9) 9:22;40:17; 52:12;81:3;83:3; 85:8;90:20,25;95:16</p> <p>thrilled (2) 8:15;95:5</p> <p>throughout (3) 28:22; 38:25;40:5</p> <p>ticket (1) 17:6</p> <p>tickets (2) 17:2;19:13</p> <p>tied (1) 73:24</p>	<p>Timber (1) 82:14</p> <p>times (5) 43:3,15; 49:9,10;86:14</p> <p>title (2) 17:2;73:18</p> <p>today (30) 8:15;12:4; 20:11,16;21:10,21; 27:13;31:22;35:15; 36:6,8;41:2;51:5; 55:18;56:10;59:6; 61:10;62:2,9;63:22; 64:12;67:12;69:6; 70:24,25;71:13; 72:13;73:3,9;77:6</p> <p>together (2) 68:14; 88:23</p> <p>Toll (2) 18:7;25:14</p> <p>Tom (1) 82:3</p> <p>Tommy (1) 41:7</p> <p>tomorrow (1) 85:19</p> <p>tones (1) 28:7</p> <p>top (2) 30:5;61:14</p> <p>total (2) 82:11;86:4</p> <p>touch (1) 37:11</p> <p>tough (7) 55:18;56:3, 14,25;57:3,4,9</p> <p>towards (2) 17:22; 57:15</p> <p>town (2) 63:23;72:8</p> <p>track (6) 11:24;72:9; 86:21;89:15;90:16,18</p> <p>tracking (1) 17:11</p> <p>tracks (2) 10:15;37:16</p> <p>Traffic (2) 61:12; 91:16</p> <p>Traffickers (1) 76:5</p> <p>trafficking (6) 33:7; 59:24;75:20,25;76:4, 12</p> <p>trained (3) 33:3,5,6</p> <p>trainer (1) 94:10</p> <p>training (13) 32:15,16, 19,20;33:11,17,19,22; 34:2,5;59:23,24,25</p> <p>transcripts (2) 46:25; 48:5</p> <p>transfer (1) 19:14</p> <p>transition (2) 17:22; 19:17</p> <p>transparency (4) 63:21;65:21;66:23; 69:12</p> <p>transparent (1) 67:20</p> <p>traversing (1) 54:22</p> <p>TREMOND (2) 51:18, 19</p> <p>trial (1) 82:23</p> <p>troubling (1) 70:9</p> <p>true (2) 17:25;18:20</p> <p>truly (3) 59:13;64:11; 70:9</p> <p>trust (2) 65:22;67:11</p> <p>try (5) 41:5;52:4;53:5; 65:11;87:7</p>
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trying (3) 89:16;91:12, 21 turn (2) 67:7;83:21 TURNAGE (2) 92:3; 95:8 Turnage-Barney (1) 90:7 TV (1) 31:3 TVs (2) 29:6;31:6 tweak (1) 87:14 TwinSpires (1) 82:19 two (7) 20:15;21:19; 28:24;43:19;68:9; 80:22;84:23 type (2) 54:12;57:15 typical (1) 47:8 Typically (1) 84:21	76:11;92:18,20 used (5) 17:11;48:18; 58:3,10;95:2 utilizing (1) 72:17	58:19;63:5;65:3,5,7, 8;66:14,16;67:4;68:4; 69:7;76:14;78:5;79:9 voted (2) 66:25;74:12 voter (1) 62:11 voters (4) 26:17; 64:20;69:4;73:12 voting (1) 70:4 vouchers (1) 17:3 VRC (12) 11:9;14:16; 15:22;16:21;21:22; 24:5;47:21;49:22; 80:21;81:4;91:17; 93:17 VRC's (1) 26:2 VTA (1) 11:14	wife (2) 52:7;53:4 William (2) 82:14; 94:6 Williams (1) 70:21 win (2) 42:15;54:9 wind (1) 17:9 windows (1) 25:13 winners (2) 90:22; 91:4 wisdom (1) 59:11 wish (1) 62:7 withdraw (1) 67:18 within (7) 17:3;19:11; 22:6;32:4;37:10; 74:7;75:4 without (3) 51:7; 64:24;76:17 Wolford (2) 8:21; 10:18 woman (1) 47:14 wonderful (2) 94:22, 23 WOOD (6) 90:2,6; 93:23;94:12,14;95:2 Woodstock (1) 90:9 work (4) 66:25;83:8; 85:18;93:19 working (2) 11:12; 93:17 workplace (1) 33:9 workshop (1) 83:6 world (1) 44:9 worldwide (1) 62:22 worried (2) 52:2; 64:20 wrapped (1) 84:23 WRIC/ABC (1) 75:22 wrong (1) 64:7 wrote (1) 68:15	1.3 (1) 30:17 10 (1) 69:17 100 (2) 33:13;43:15 10th (1) 24:23 11VAC10-47-180 (1) 72:20 12:00 (1) 82:9 12:05 (1) 51:23 120 (1) 61:8 12th (1) 13:2 15 (2) 5:13;96:21 150 (1) 25:6 154 (1) 90:19 15th (1) 95:13 16th (1) 66:7 175 (6) 25:7,24; 27:17;44:4;80:22; 92:23 1983 (1) 68:14 1991 (2) 51:20;52:7 1992 (15) 26:16; 58:15;59:5;62:14; 68:3,11,16;69:8,16; 70:2;71:21;72:14; 73:11;74:4;75:7 1993 (1) 62:25 1996 (1) 26:20 1997 (1) 69:23
U		W	Y	2
ultimately (1) 84:5 undemocratic (1) 69:10 under (11) 7:22;8:5; 12:12;27:18;48:11; 68:3;71:5,22;78:2; 79:13;81:21 underserved (2) 30:20;37:22 unexpired (3) 72:25; 73:7;75:8 unfortunate (1) 45:3 Unfortunately (1) 47:14 unified (1) 63:16 unique (2) 11:20; 92:14 United (2) 18:7;25:14 unlawful (4) 65:19; 68:5,19;69:11 unloading (1) 84:4 unoccupied (1) 49:12 unsafe (2) 54:18,25 unsecured (1) 16:17 unusual (1) 40:12 up (22) 8:20;11:11; 14:19;24:8;30:19; 41:10;42:4;46:17,23; 50:11;51:11;52:12; 53:22;57:5;64:4,15; 77:3;83:5;84:23; 92:23;95:9,21 upcoming (1) 10:3 Update (4) 8:5,9; 12:10;19:16 updated (1) 59:12 updates (1) 8:14 upkeeping (1) 11:21 upon (2) 52:2;53:17 urge (1) 65:11 urgently (1) 76:21 urging (1) 67:18 use (6) 13:5,7;75:8;	26:11,13;27:6,18,23; 28:17;30:14,18,24 venues (2) 39:24; 54:14 verified (3) 17:25; 18:21;19:3 versus (1) 19:19 Veterinary (2) 35:10; 45:10 vetoed (1) 68:24 VHHA (1) 11:14 vibe (1) 53:6 Vice (1) 5:18 victim (1) 47:18 victims (1) 76:6 video (4) 48:9,11,22; 60:3 videos (1) 69:18 views (1) 52:3 violations (1) 16:18 violence (1) 33:9 Virginia (42) 5:14; 9:10;10:4;11:8,21; 18:16,22,23;21:25; 27:13;32:16;34:4,24; 35:6,7,8;38:6;40:5,8, 12;42:3;49:19,21; 53:12;57:11,14; 58:20;71:23,25; 72:11,18,19;73:3,19; 75:23;77:15;81:25; 82:4,9;93:25;95:11; 96:22 Virginians (2) 90:22; 91:5 virtually (2) 5:20;6:9 visually (1) 87:17 voice (2) 64:2;65:3 voices (1) 65:13 volumes (1) 63:20 volunteer (2) 32:3; 52:10 volunteered (1) 32:2 vote (16) 51:5,6;	wagered (1) 34:25 wagering (13) 23:19; 24:25;25:13;26:19, 21,24;49:25;73:15; 74:3,6,18;77:20; 85:12 walk (4) 24:14;28:23, 25;29:15 walking (1) 29:17 walkthrough (5) 14:24;15:25;24:17, 22,24 Walmart (3) 55:2,3,5 wants (1) 64:11 Waqas (2) 24:17,21 warranted (1) 26:6 watch (2) 52:23;58:4 watched (2) 41:10,10 watching (1) 69:17 way (7) 35:25;44:25; 58:19;68:11,14; 73:23;87:10 weapon (2) 29:21,23 weather (1) 90:15 web (1) 62:22 week (1) 61:7 weekend (5) 90:9,14, 21;93:15;94:8 weekends (1) 53:5 weeks (4) 36:7;51:6; 90:10;92:9 welcome (2) 9:2,12 welfare (1) 50:6 well-being (1) 76:19 well-trained (1) 34:6 weren't (1) 69:22 west (4) 31:11;55:4; 58:12;67:15 Western (1) 66:6 What's (2) 21:23,24 wheel (1) 91:12 Whereupon (1) 78:22 white (1) 54:5 whole (2) 25:25;41:17	yard (2) 59:20;60:7 yards (2) 59:21;60:9 year (10) 11:7,18; 13:14,16;62:25; 75:23;86:2,4;87:2; 94:14 years (13) 26:22,23; 43:3;52:9;53:13;58:3, 22,24;62:16,18; 74:17,19;91:11 year's (1) 10:20 Yep (1) 94:12 Youngkin (1) 56:21	2 (1) 55:23 2,240 (1) 35:22 2,500 (1) 32:3 2.2-3711A8 (1) 78:4 20 (1) 67:17 200 (1) 63:25 2003 (1) 56:2 2018 (3) 66:22;67:2; 75:2 2019 (1) 46:21 2023 (2) 47:21;48:4 2024 (5) 13:2;27:8; 60:25;63:13;67:17 2025 (15) 5:2,13; 6:13;7:6,12;15:19; 16:2;17:21;18:5; 24:23;82:5;85:13; 90:13;95:13;96:21 2026 (2) 85:5,20 20th (1) 15:19 22nd (1) 17:21 23 (1) 90:19 23,000-square-foot (1) 27:19 24 (4) 27:2;74:17,19; 86:11 25 (3) 5:2;87:3;91:3 25th (6) 15:22;16:2; 18:5;21:11,12;82:7 26 (2) 62:16,18 26th (1) 21:9 27 (2) 83:11;86:5

<p>28 (1) 26:22 29 (1) 73:17 29th (1) 27:15</p>				
3				
<p>3 (3) 55:24;90:18,19 30 (2) 17:3;50:13 30th (1) 62:25 32,500-square-foot (1) 92:22 33 (2) 58:22,24 330-plus (1) 65:13 333,998 (1) 66:17 350 (1) 27:21 3E (1) 8:5 3rd (1) 73:11</p>				
4				
<p>4 (1) 46:16 40 (3) 48:15,16;53:13 4016 (1) 25:5 41-day (1) 85:7 44 (1) 85:12 4th (3) 6:13;7:6,11</p>				
5				
<p>5,000 (1) 22:9 50-year (1) 46:13 59.1 (1) 73:18 59.1-391 (1) 72:2 5-mile (1) 37:10</p>				
6				
<p>60 (1) 83:5 63 (1) 86:11</p>				
7				
<p>70 (1) 83:4 70,000 (1) 86:25 72 (1) 58:3</p>				
9				
<p>92 (1) 74:13 99 (1) 34:14</p>				