



TOWN OF FRONT ROYAL, VIRGINIA TOWN COUNCIL MEETING
Monday, March 23, 2015 @ 7:00pm
Warren County Government Center

1. Pledge of Allegiance
2. Moment of Silence
3. Roll Call
4. Approval of the Regular Council Meeting minutes of March 9, 2015
5. Receipt of Petitions and/or Correspondence from the Public
6. Reports:
 - a. Report of special committees or Town officials and Town Manager.
 1. **Report from EDA – Jennifer McDonald**
 - b. Requests and inquiries of Council members.
 - c. Report of the Mayor
 - d. Proposals for addition/deletion of items to the Agenda.
7. **CONSENT AGENDA ITEMS** –
 - A. COUNCIL APPROVAL – Proclamation “Paint the Town Purple” Day
 - B. COUNCIL APPROVAL – CDBG Planning Grant Application
8. **COUNCIL APPROVAL** – Ordinance to Amend Chapter 175 - Sandwich Board Signs *(2nd Reading)*
9. **COUNCIL APPROVAL** – Ordinance to Amend Chapter 75 – Tourism Zones *(2nd Reading)*
10. **COUNCIL APPROVAL** – Ordinance to Adopt Policy Guidelines Related to PPEA *(2nd Reading)*
11. **COUNCIL APPROVAL** – Setting Real and Personal Property Tax Rate *(2nd Reading)*
12. **COUNCIL APPROVAL** – 2015 VML Policy Committee Nominations

7A

**COUNCIL APPROVAL – Proclamation –
“Paint the Town Purple” Day**



Town of Front Royal, Virginia
Council Agenda Statement

Page 1
Item No. 7(A)

Meeting Date: March 23, 2015

Agenda Item: COUNCIL APPROVAL – Proclamation - *“Paint the Town Purple Day”*

Summary: Council has received a request from Donna Strickler, Event Leadership Committee Member of the Front Royal-Warren County Relay for Life seeking to proclaim Sunday, April 26, 2015 as *“Paint the Town Purple Day”* in the Town of Front Royal.

Budget/Funding: None

Attachments: Letter from Ms. Strickler and Proclamation

Meetings: None

Staff Recommendation: Approval Denial

Should Council wish to remove this item from the consent agenda, the following motion would allow approval of this request:

Proposed Motion: I move that Council approve a Proclamation proclaiming Sunday, April 26, 2015 as *“Paint the Town Purple Day”* in the Town of Front Royal.

*Note: Motions are the formal & final proposal of Council, proposed motions are offered by Staff for guidance
*To be clear and concise, motions should be made in the positive

Approved By: JB

~ Proclamation ~

Paint the Town Purple

WHEREAS, cancer is a group of diseases characterized by uncontrolled growth and spread of abnormal cells which, if not controlled, can result in death; and

WHEREAS, tens of thousands of new cases of cancer are estimated to occur in our State, and approximately 13,900 people are expected to die from cancer this year; and

WHEREAS, the American Cancer Society is a voluntary community based health organization in Virginia dedicated to eliminating cancer as a major health problem, and

WHEREAS, the Relay for Life is a "Celebration of Life" benefiting the American Cancer Society; and

WHEREAS, the Relay for Life is a community affair held throughout the State of Virginia which presents an opportunity to dust off our camping gear, slip on our walking shoes and network with business associates, family and friends;

NOW THEREFORE, I Timothy W. Darr, on behalf of the Town Council of the Town of Front Royal, Virginia, do hereby proclaim Sunday, April 26, 2015 as:

"Paint the Town Purple Day"

throughout Front Royal and we urge citizens to recognize and participate in the Relay for Life and Paint the Town Purple events held in this community.

SIGNED:

Timothy W. Darr, Mayor

ATTEST:

Jennifer E. Berry, Clerk of Council

This proclamation was adopted by the Town Council of the Town of Front Royal, Virginia on _____

March 3, 2015



Town of Front Royal
Attn: Steve Burke, Town Manager
PO Box 1560
Front Royal, VA 22630

Dear Mr. Burke,

The Front Royal-Warren County Relay for Life is an organization within the American Cancer Society that helps to raise money and bring awareness to cancer. This year's Relay will once again be an overnight event beginning on Saturday, May 30, 2015 at 6:00 pm and ending on Sunday, May 31, 2015 at 6:00 am.

One of the ways that we would like to bring awareness to our community is by requesting that the Front Royal Town Council declare Sunday, April 26, 2015 as "Paint the Town Purple Day".

With this declaration in mind, our Relay Steering Committee is requesting permission to hold an Ice Cream Social on the afternoon of April 26th at the Gazebo from 2:00 pm – 4:00 pm, consisting of our Steering Committee members, Relay participants, and community members. We would also like to invite Mr. Tim Darr, Mayor, members of the Front Royal Town Council, and you to attend if at all possible. If the ice cream social request is approved, we would also like permission to decorate the gazebo with purple ribbons, and if we can arrange it, have some type of musical entertainment.

Our ACS representative, Aimee Nuwer, will be sending the Special Permit and Certificate of Liability Insurance to Ms. Tina Presley as soon as she receives the insurance certificate from ACS headquarters. If you or Tina should have any questions, her email is aimee.nuwer@cancer.org.

Sincerely,

A handwritten signature in blue ink that reads "Donna Strickler".

Donna Strickler
Event Leadership Committee Member
Front Royal-Warren County Relay for Life
540-635-2171, ext. 34237

7B

**COUNCIL APPROVAL – CDBG Planning
Grant Application**



**Town of Front Royal, Virginia
Council Agenda Statement**

Page 1
Item No. 7(B)

Meeting Date: March 23, 2015

Agenda Item: COUNCIL APPROVAL – CDBG Planning Grant Application

Summary: In cooperation with the Northern Shenandoah Valley Regional Commission (NSVRC), staff has prepared an outline for a possible future Community Development Block Grant (CDBG) application, as offered through the Virginia Department of Housing and Community Development (DHCD). The goal of the application is to move towards a façade improvement program that would provide funding assistance to downtown property owners that wish to restore the exterior of their building. Applications are submitted through an online system used by the Virginia DHCD. Council is requested to consider approval of the initial phase of the project by directing staff to submit a planning grant application for the development of a downtown revitalization plan. Approval of the application does not obligate the Town to the \$35,000 match that is reimbursable through the grant.

Budget/Funding: None

Attachments: Planning Grant Fact Sheet

Meetings: Work Session held March 16, 2015

Staff Recommendation: Approval Denial

Should Council wish to remove this item from the consent agenda, the following motion would allow approval of this request:

Proposed Motion: I move that Council approve an application for a Community Development Block Grant (CDBG) offered through the Virginia Department of Housing and Community Development (DHCD) for the initial phase of the development of a downtown revitalization plan and direct staff to prepare the necessary documents to proceed.

*Note: Motions are the formal & final proposal of Council,
proposed motions are offered by Staff for guidance
*To be clear and concise, motions should be made in the positive

Approved By JTB

PLANNING GRANT FACT SHEET

Virginia's CDBG Planning Grant program is designed to aid in developing clearly articulated strategies for addressing communities' greatest community development needs following meaningful citizen participation. Planning Grant funding totaling \$500,000 is available on an open basis from January 1, 2015 until September 30, 2015 or until all of the funding is committed, whichever comes first.

A locality interested in obtaining Planning Grant assistance must submit a completed application through DHCD's Centralized Application and Management System (CAMS). Applications are due the 15th of each month. Applications submitted after the 15th will be held until the 15th of the following month. DHCD will review applications and provide the applicant locality with a written response which outlines activities which must be completed within eight weeks of the DHCD correspondence. Failure to submit activities within this timeframe may result in the loss of the remaining balance of your planning grant allocation.

Although there is no requirement for local match, Planning Grants may or may not cover the full cost of all planning activities for future projects. Localities should expect to contribute resources to the planning process in order to develop a successful project.

For larger project areas that will be assessed in multiple phases, only the first requested planning grant will be eligible for the full planning grant amount. For all subsequent planning grants, only costs for Preliminary Engineering reports and/or Housing Rehabilitation Specialists will be eligible for funding.

Categories

There are six categories of Planning Grants. The first two categories are considered Pre-Project type Planning Grants:

- Community Organizing Planning Grants;
- Community Needs Assessment / Economic Assessment Planning Grants.

These projects are intended to be earlier planning stages and typically would not be tied to preparation of a CDBG proposal.

The remaining four categories are Project Planning Grants which, generally, are geared toward the development of a future application for CDBG funds:

- CDBG Project Planning Grants;
- Business District Revitalization Planning Grants;
- Regional Project Planning Grants; and
- Telecommunications Planning Grants.

PRE-PROJECT PLANNING GRANTS

Community Organizing Planning Grants

Community Organizing Planning Grants of up to \$10,000 are available for activation and organization of community residents to develop strategies for future social and physical improvements. Eligible activities include:

- Conducting assessments of community strengths, weaknesses, opportunities, and threats,
- Establishing goals and objectives, and
- Developing work plans and implementation strategies.

Citizen participation is the central purpose of these Planning Grants and should result in an organized, informed community which has reached consensus on a practical vision of the future and has the capacity and options available for future community improvement. The locality's highest community development needs should be prioritized after gathering input from citizens and other stakeholders. In addition to ranking these needs, the options available to address these needs should be evaluated.

The capacity of the locality to undertake project planning efforts should be evaluated in a community organizing planning grant. This evaluation should consider the following areas:

- Leadership,
- Technical skills,
- Available staff time,
- Management and fiscal systems,
- Consultants needed,
- Partnerships needed, and
- Additional funds and other resources needed for project planning and future implementation.

The sole product of these grants is a summary of planning efforts undertaken and results of this planning. All Community Organizing Planning Grant recipients must submit complete Project Planning Grant proposals following completion of organizing activities unless otherwise negotiated with DHCD. A Community Improvement Grant proposal is not required following a Community Organizing Planning Grant.

Of the \$500,000 available for Planning Grants, no more than \$60,000 will be targeted for Community Organizing Planning Grants. This amount is only a maximum, not a reservation of funds.

Community Needs Assessment / Economic Assessment Planning Grants

Community or Economic Assessment Planning Grants of up to \$15,000 are available for a locality to conduct a single objective needs analysis or to prioritize community or economic conditions for future direction. The expected products of these Planning Grants will prioritize areas for future, eligible CDBG project proposals.

As this category is directed at a single objective needs analysis, it is not intended to provide general overall needs analysis and should address one of the applicants previously identified

highest community development needs. One example of this category is a locality-wide assessment of housing conditions used to prioritize the selection of future project areas.

A Community Improvement Grant proposal is not required following all Needs / Economic Assessment Planning Grant; however, it is expected that the assessment will lead to at least one Project Planning Grant.

PROJECT PLANNING GRANTS

Eligible activities of project planning grants include:

- Community assessments, needs analyses, and need prioritization,
- Activation and organization of target area residents and stakeholders,
- Surveys of residents, users, customers, and potential beneficiaries,
- Obtaining easements and user agreements,
- Development of cost estimates and Preliminary Engineering Reports (PERs), and
- Completion of market studies.

CDBG Project Planning Grants

CDBG Project Planning Grants of up to \$30,000 are available for needs analysis and prioritization, preliminary design, and strategy development activities in preparation for a future Community Improvement Grant proposal. DHCD reserves the option of awarding additional Planning Grant funding in excess of this limit for projects which are particularly innovative, challenging, or costly.

All Project Planning Grant activities must be conducted with maximum participation of residents, potential beneficiaries, stakeholders, and local leaders. At a minimum, this participation must be carried out in accordance with the Virginia Community Development Block Grant Citizen Participation Plan for Local Government Applicants which is found in the CDBG Program Design.

Planning Grant activities should be oriented towards the development of products which directly relate to a future Community Improvement Grant project. These products should detail community development problems and present realistic solutions for treatment of these problems. All Project Planning Grant recipients must submit complete Community Improvement Grant proposals following completion of all planning activities unless otherwise negotiated with DHCD.

Business District Revitalization Project Planning Grants

Business District Revitalization (BDR) Planning Grants are intended to assist appropriate localities in undertaking activities that are designed to identify opportunities to improve the economic and physical conditions within the community. BDR planning requires greater local capacity and resources than other project planning grants, so localities will be required to identify how the various responsibilities will be handled and additional resources that can be contributed to the effort. Localities that are very small or have limited capacity may be

inappropriate to pursue BDR planning assistance until significant steps have been taken to address capacity limitations within the community. Up to a maximum of \$35,000 will be available for each Business District Revitalization Planning Grant.

A key outcome of the BDR planning process will be the development of an *Economic Restructuring Plan* that will identify the means by which the locality can implement economic improvement strategies that will help ensure the long-term sustainability of the community, particularly the downtown business district.

Applicants must demonstrate that business district revitalization is the highest community development need. Applicants must explain why this is their highest need and provide detail on other community development efforts that have been completed. Applicants must also provide an analysis of housing and other community needs, and identify how these needs have been addressed and how any remaining unmet needs will be handled. The planning grant is intended to determine if there is a sufficient level of physical and / or economic blight present to be eligible for CDBG assistance. At a minimum, target project areas must exhibit at least a 25 percent level of physical blight or at least a 50 percent vacancy rate. Communities not meeting this criteria may not be allowed to complete the planning grant process.

DHCD has developed some very specific guidance to help direct the planning process for BDR planning grants. Because thorough preparation for BDR construction projects is necessary to ensure the desired community outcome of improved overall economic vitality, DHCD utilizes a phased approach for this project type. It often takes a number of years of appropriate planning and development efforts for these projects to be successful and the process is designed to recognize and accommodate this. A locality is required to become a Main Street affiliate if not already one.

Specific guidance on completing a downtown market analysis is available in the Center for Community and Economic Development's Downtown Market Analysis page online at: <http://fyi.uwex.edu/downtown-market-analysis/>

Following the successful completion of these activities and the development of an accepted Economic Restructuring Plan, applicants may pursue additional activities which include design assistance (facades, streetscaping, infrastructure, and so forth) activities. Funding related to physical design will be the last approved activity, based on satisfactory completion of all other Planning Grant activities.

Regional Project Planning Grants

Project Planning Grants of up to \$40,000 are available for a *regional effort* of more than one locality for needs analysis and strategy development activities in preparation for a future Community Improvement Grant (construction) proposal. Eligible activities include:

- Community assessments, needs analyses, and need prioritization,
- Activation and organization of target area residents and stakeholders,
- Surveys of residents, users, customers, and potential beneficiaries,

- Obtaining easements and user agreements,
- Development of cost estimates and Preliminary Engineering Reports (PERs), and
- Completion of market studies.

Telecommunications Planning Grants

Telecommunication planning grants are available for future system development and support or implementation efforts. Funds may be utilized to:

- Assist in promoting awareness of potential CDBG eligible activities and gauging stakeholder interest,
- Creating a management team of potential user groups to oversee the creation of a Telecommunications Plan,
- Conduct surveying efforts to document the eligibility of future telecommunication planning and implementation efforts for CDBG funding,
- Conduct informational and training programs, and
- Identify and procure professional assistance as necessary.

In order to access CDBG funds for telecommunication implementation, a locality must have completed a community-based telecommunications plan. Please note that CDBG funds can only be used for open-access networks that allow for competition among different service providers.

Up to \$30,000 per project is available for Telecommunications Planning Grants. DHCD's experience is that the maximum available amount for telecommunications planning grants is not sufficient to complete the activities required to create a community telecommunications study. Applicants are expected to show additional funding is available and committed prior to receiving a planning grant offer.

Proposal Evaluation

Planning Grant investment decisions will be based on the following:

Is there a clear indication of community development needs?

Proposals must demonstrate some local knowledge of the scope and scale of the community development needs in the proposed project area. Certainly, the Planning Grant investment is provided to fully assess the scope and scale of such needs, but there has to be some evidence that funding will be properly applied in a particular area because there is some good knowledge that needs exist. There must be evidence that the needs are known among potential beneficiaries and local officials.

Are there potential benefits?

The needs identified must generally be eligible targets for future CDBG investments. One test of eligibility is whether the need can be addressed under at least one of the three CDBG national objectives, particularly benefit to LMI persons. Another test is whether the need can be addressed through a CDBG funding option, including Competitive Grants, the Community Development Innovation Fund, and the Community Economic Development Fund. There must also be evidence of participation by potential beneficiaries to the extent that needs and demand can be fully assessed.

Is there adequate local readiness?

There must be evidence that local officials and stakeholders alike are committed to fully identifying and addressing local needs. A management team must exist which is comprised of stakeholders and local officials. This team must agree to meet regularly to actively address issues that arise during the planning process. The locality must show a willingness to remove any barriers to addressing the identified needs, particularly those which are controlled locally. The locality must also commit financial resources to fill gaps not covered by Planning Grant assistance.

Is there adequate local capacity?

There must be evidence that the locality and management team have the time, funding, and expertise to follow through with the planning process. If local expertise is lacking, the locality must procure professional assistance. If funding is lacking, the locality must identify other sources of funding. Time cannot be lacking.

Is there a need for Planning Grant funding?

For localities which have participated extensively in the CDBG program, Planning Grant assistance should be targeted for projects which are innovative and/or unlike anything the locality has undertaken before or for components of typical projects which the locality cannot undertake with its own resources. For localities which have not participated extensively in the CDBG program, Planning Grant assistance can be targeted to a range of costs associated with obtaining community input and contracting for professional assistance. It is the locality's responsibility to adequately state its case for Planning Grant funding in its proposal.

Payment for Performance

All Planning Grant projects will have a common action which is a Facilitated Planning Strategy session. This session shall include all key local stakeholders and appropriate staff from DHCD and other relevant organizations. This session will result in the establishment of planning performance targets and decision points which will provide the basis for DHCD's issuance of a Planning Grant contract.

Contracts for Planning Grants will stipulate the criteria, date, and grant amount for successive performance targets. Successful completion of targets will trigger the release of grant funding and the obligation of additional funding for activities related to future performance targets. A negotiated amount of funding may be provided to localities for initiation of planning activities, but this amount will be an element of, not an addition to, the total amount of Planning Grant funding committed to a project. For most Planning Grants, the total amount committed to any one project will be negotiated with the locality and will depend upon the level of need and community capacity and readiness. The total amount will not exceed the amounts listed in this Program Design or negotiated with DHCD.

Technical Assistance

Localities interested in Planning Grant assistance can contact DHCD at any time to discuss a particular project or find out more about the Planning Grant offering.

Contract Limit

Applicants must complete the initial activities of a planning grant to be under contract by December 1 in order to ensure a schedule that will prepare them for a March application date. While DHCD will work with planning grant applicants who do not meet this target date, staff are not in a position to accelerate the timeframe of the planning grant process to meet the application deadline.

SUBMISSION

Please note that planning grant applications are accepted electronically through the Agency's Centralized Application and Management System (CAMS). To access CAMS, visit the website at www.dhcd.virginia.gov and click on the CAMS icon in the upper-right hand corner. You may then create a locality profile, add staff members, and access the CDBG Planning Grant program using the APPLY button.

APPLICATION QUESTIONS

A locality interested in obtaining Planning Grant assistance must submit a formal application providing a brief description of the project area and the community development needs in this area, a discussion of the locality's and the project area's readiness and capacity to proceed with a participatory planning process, and some justification for why Planning Grant funding is needed. DHCD will review this application and provide the applicant locality with a response which outlines activities which must be accomplished prior to Planning Grant investment.

DHCD will generally respond in writing within 30 calendar days and will generally authorize up to \$3,000 in pre-proposal expenses.

Below is a list of the questions asked of Planning Grant applicants through CAMS.

NEEDS AND OPPORTUNITIES

1. Describe the needs and opportunities that the locality intends to address with CDBG Planning Grant funding. How does the locality know about this need? Include as much detail as is currently known (prior to examining this need further using Planning Grant funding).
2. Is there a lack of or gap in the availability of one or more basic community attributes or services found in comparable communities? Does the missing attribute or service directly affect low- and moderate-income persons? Does the missing attribute relate to blighting conditions?
3. Is there a certain condition in place that if addressed, will provide an opportunity for growth, revitalization, or economic restructuring?

TIMELINESS

4. Describe why these needs must be addressed now.
5. Has an unforeseen action occurred that threatens the health or safety of the community? Has an opportunity arisen which the community can use to its advantage? Have potential beneficiaries been

mobilized or otherwise communicated their intentions to address community needs? Has the community developed a strategic or action plan that includes project priorities and is the community ready to address the highest priority item?

READINESS

6. Describe how ready the community residents and local government are to complete planning and implement a project to meet the perceived needs. What steps have been taken to get the community and local government ready to proceed?

7. What evidence is there that both the community and local government have the energy and will to make progress on this project? Is the local government supportive of the project? Is there community support and consensus regarding the perceived needs? Have real community sparkplugs been identified?

8. Include status of other planning grant application(s) and state whether or not your ability to complete the CDBG planning grant is contingent on receiving funds from other sources. Please provide a list of other organizations or agencies that you have submitted planning grant applications. Provide a copy of the award letter(s) for funding commitment(s) and date of funding availability.

Tamarah Holmes, Ph.D

Associate Director

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8

**COUNCIL APPROVAL – Ordinance
Amendment to Chapter 175 – Sandwich Board
Signs (2nd Reading)**



Town of Front Royal, Virginia
Council Agenda Statement

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Item No. 8

Meeting Date: March 23, 2015

Agenda Item: COUNCIL APPROVAL – Ordinance Amendment to Chapter 175 Pertaining to Sandwich Board Signs (*2nd Reading*)

Summary: Council is requested to adopt on its second and final reading an Ordinance of Section 175-106.A.9.e, of the Town Code, as recommended by the Planning Commission after referral by Town Council, and referred to under the title “Sandwich Board Signs”. The draft would allow for the Zoning Administrator to allow one (1) additional sandwich board sign for businesses under certain specifications, and other minor changes to the sign regulations, as presented.

Budget/Funding: None

Attachments: Proposed Ordinance Amendment (*Draft Amendment – Version 3*)

Meetings: Work Sessions held July 7, 2014 and February 2, 2015. Referral to Planning Commission on August 25, 2014. Public Hearing held on March 9, 2015.

Staff Recommendation: Approval Denial

Proposed Motion: I move that Council adopt on its second and final reading an Ordinance Amendment to Chapter 175-106.A.9.e, of the Town Code pertaining to “Sandwich Board Signs”, as presented.

ROLL CALL VOTE REQUIRED

*Note: Motions are the formal & final proposal of Council, proposed motions are offered by Staff for guidance
*To be clear and concise, motions should be made in the positive

Approved By: SB

**ORDINANCE TO AMEND CHAPTER 175-106 OF THE FRONT ROYAL TOWN CODE
PERTAINING TO SANDWICH BOARD SIGNS**

WHEREAS, this draft amendment to the Town Code was initiated upon referral by Town Council for the Planning Commission to consider code changes that allow up to two (2) sandwich board signs for businesses; and,

WHEREAS, the amendment would allow for the Zoning Administrator to allow one (1) additional sandwich board sign for businesses under certain specifications, and other minor changes to the sign regulations; and,

NOW, THEREFORE, BE IT ENACTED by the Town Council of the Town of Front Royal, Virginia that Chapter 175 of the Front Royal Code be hereby amended as follows:

Section 175-106 SIGNS.A.9.e.

e. Sandwich Board Signs: Development Standards

[1] Location: Shall be located within fifty (50) feet from the building entrance on the same property as the business that the sign is advertising, and may not be located within the public right-of-way unless a Right-of-Way Utilization Permit is granted by the Town except for the following:

[a] The Zoning Administrator may allow one (1) sandwich board sign up to one hundred fifty (150) feet from the building entrance, subject to the consideration of the factors listed under subsection [3] below.

[b] The Town Manager may allow one (1) sandwich board sign in the public right-of-way if a right-of-way utilization permit is submitted and approved, with all appropriate indemnification or other conditions.

[2] Duration of Use: The signs may only be displayed during business hours.

[3] Number: One (1) sandwich board sign shall be permitted per business. *Within the Historic Overlay District, a business may apply to the Administrator for a second sandwich board sign. The Administrator shall consider the following factors in determining whether to permit a second sandwich board sign:*

[a] Mobility of pedestrians in the affected area,

[b] Residential or commercial character of the area,

[c] Effect of second sandwich sign on other facilities and uses in the affected area, and

[d] Such other reasonable conditions or factors deemed relevant by the Administrator.

[e] The message content on a second sandwich board signs greater than 50 feet from the building entrance shall be language, shapes, symbols, or illustrations that principally advertise directions to the location of the business.

[f] Without requiring a Certificate of Appropriateness, the Zoning Administrator shall consider if the sign is consistent with the guidelines for signs in the Historic District, as published in the Board of Architectural Review's Historic Overlay District Guidelines.

[4] Appearance: ~~Spray paint lettering on plain plywood, or similar unfinished appearing materials, is not permitted.~~ Signs that are crudely drawn or lettered, such as, but not limited to, when a spray paint can is used to create a sign message that appears nonprofessional; signs that are poorly crafted, or crafted on unfinished materials that are commonly finished, such as, but not limited to plywood; and signs that are poorly maintained, such as, but not limited to a sign that is significantly damaged or weathered, or excessively dirty.

This ordinance shall become effective upon passage.

APPROVED:

Timothy W. Darr, Mayor

ATTEST:

Jennifer E. Berry, Clerk of Council

THIS ORDINANCE was approved at the Regular Meeting of the Town of Front Royal, Virginia on its second reading, conducted _____, 2015, upon the following recorded vote:

John P. Connolly	Yes/No	Bret W. Hrbek	Yes/No
Hollis L. Tharpe	Yes/No	Eugene R. Tewalt	Yes/No
Bébhinn C. Egger	Yes/No	Daryl L. Funk	Yes/No

A public hearing on the above was held on _____, 2015 having been advertised in the Northern Virginia Daily on _____, 2015 and _____, 2015.

Approved as to form and legality:

Douglas W. Napier, Town Attorney

Date: ___/___/___

9

**COUNCIL APPROVAL – Ordinance
Amendment to Chapter 75 – Tourism Zones
(2nd Reading)**



Town of Front Royal, Virginia
Council Agenda Statement

Page 1
Item No. 9

Meeting Date: March 23, 2015

Agenda Item: COUNCIL APPROVAL – An Ordinance Amendment to Establish Tourism Zones (*2nd Reading*)

Summary: Council is requested to adopt on its second and final reading an Ordinance amendment that would establish three (3) tourism zones in the Town of Front Royal. The zones are proposed for the purpose of promoting business growth in the Town by offering incentives that will encourage economic development that will attract visitors, increase tax revenue and enhance the general welfare of the public. The proposed incentives would be added to Section 75-74 of the Town Code. The amendment also proposes the addition of 75-75, where the incentives for historic district rehabilitation would be relocated from Section 175-97.

Budget/Funding: None

Attachments: Proposed Ordinance Amendment (*Draft Amendment – Version 3*) and Map

Meetings: Work Session held February 2, 2015. Public Hearing held March 9, 2015.

Staff Recommendation: Approval Denial

Proposed Motion: I move that Council adopt on its second and final reading an Ordinance to amend the Town Code by establishing three (3) tourism zones to Chapter 75-44 and enacting Chapter 75-75, as well as an amendment to Chapter 175-97, as presented.

ROLL CALL VOTE REQUIRED

*Note: Motions are the formal & final proposal of Council,
proposed motions are offered by Staff for guidance

*To be clear and concise, motions should be made in the positive

Approved By: JB

**ORDINANCE TO ENACT TOWN CODE SECTIONS 75-74 AND 75-75 AND AMEND
CHAPTER 175-97 OF THE FRONT ROYAL TOWN CODE PERTAINING TO
TOURISM ZONES**

WHEREAS, this draft amendment to the Town Code proposes the establishment of Tourism Zones with incentives; and,

WHEREAS, this draft amendment also proposes to maintain the existing historic district partial tax exemption incentive, but would relocate the authorizing ordinance for that under Chapter 75, so it can be more easily found in the Town Code; and,

WHEREAS, the incentives of the Tourism Zone, Historic District and Technology Zone will create an incentive package for the Town; and,

NOW, THEREFORE, BE IT ENACTED by the Town Council of the Town of Front Royal, Virginia that Front Royal Town Code Sections 75-74 and 75-75 be hereby enacted and Chapter 175 be hereby amended as follows:

75-74 TOURISM ZONE INCENTIVES

A. PURPOSE. *The purpose for creating tourism zones is to encourage certain types of business growth in the Town that will attract visitors to the Town, increase tax revenue, and enhance the general welfare of Town citizens. Virginia Code §58.1-3851 grants the Town with the legal authority to establish tourism zones and grant tax incentives and regulatory flexibility therein.*

B. ESTABLISHMENT OF TOURISM ZONES.

1. Downtown Business Tourism (DBT) Zone Created. *There is hereby established the "Downtown Business Tourism Zone," consisting of all the area designated as such on the map entitled "Town of Front Royal Tourism Zone," dated _____, attached hereto and incorporated herein. The intent of the Downtown Business Tourism Zone is to achieve the overall purpose of Section 75-74.A. by encouraging business growth and housing that enhances the unique character and assets of the downtown area.*

2. Entrance Corridor Tourism (ECT) Zone Created. *There is hereby established the "Entrance Corridor Tourism Zone," consisting of all the area designated as such on the map entitled "Town of Front Royal Tourism Zone," dated _____, attached hereto and incorporated herein. The intent of the Entrance Corridor Tourism Zone is to achieve the overall purpose of Section 75-74.A. by encouraging business growth that enhances the unique character and assets of the entrance corridor area.*

3. Community Business Tourism (CBT) Zone Created. *There is hereby established the "Community Business Tourism Zone," consisting of all the area designated as such on the map entitled "Town of Front Royal Tourism Zone," dated _____, attached hereto and incorporated herein. The intent of the*

Community Business Tourism Zone is to achieve the overall purpose of Section 75-74.A. by encouraging general business growth in the Town of Front Royal that supports tourism.

C. ELIGIBILITY REQUIREMENTS.

1. **ELIGIBLE USES BY TOURISM ZONE.** The following land uses, as categorized within by each tourism zone, are eligible to receive the tourism zone incentives of Section 75-74.D., subject to compliance with all other code requirements of the Town Code.

TABLE 75-74.C.1.

SPECIFIC TOURISM ZONE	ELIGIBLE TYPE OF LAND USES
<u>Downtown Business Tourism (DBT)</u>	Retail Dining Lodging Entertainment* Culture & Arts Personal Services & Offices Condominiums**
<u>Entrance Corridor Tourism (ECT)</u>	Retail Dining Lodging Entertainment* Culture & Arts
<u>Community Business Tourism (CBT)</u>	Retail Dining Lodging Entertainment* Personal Services & Offices

*Including both outdoor and indoor uses, but excluding adult entertainment uses.

** Excluding such uses that are located on the ground level.

2. **INVESTMENT CRITERIA.** Eligible land uses, as specified under Section 75-74.C.1, shown above, are eligible to receive the tourism zone incentives of Section 75-74.D., shown below, only if all of the following criteria is met.

- a. A minimum new capital investment of \$25,000.
- b. A minimum creation of one new (1) job.
- c. Conformance with the Town's Comprehensive Plan.

d. Compliance with the Town Code.

D. INCENTIVES.

1. **BPOL Tax Incentive.** BPOL Tax may be reduced for eligible land uses that meet the investment criteria, as specified under 75-74.C.2.

a. Eligible land uses shall be categorized into one of the following three (3) tier groups, depending on the amount of capital investment and quantity of jobs created.

TABLE 75-74.D.1.a.

Tier Group	Capital Investment	Jobs Created
Tier 1	\$10,000 - \$99,999	1-3
Tier 2	\$100,000 - \$499,999	4-10
Tier 3	\$500,000 or more	11 or more

b. The following table illustrates the duration that eligible land uses may receive BPOL tax reduction, based on the tier group they qualify for.

TABLE 75-74.D.1.b.

YEAR	1	2	3	4	5	6	7	8	9	10	11+
Tier 1	✓	✓	✓	✓	X	X	X	X	X	X	X
Tier 2	✓	✓	✓	✓	✓	✓	✓	X	X	X	X
Tier 3	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	X

Note: X = not eligible; ✓ = Eligible.

c. Eligible land uses may receive up to 100% BPOL tax reduction for the number of specified years they qualify for under Table 75-74.D.1.b.

d. BPOL tax reduction is based on the estimated increase in BPOL tax, as calculated from estimated increased revenue after the proposed investment. BPOL tax reduction shall not apply to existing BPOL tax prior to the specific investment.

2. **Permit Fee Incentive.** All eligible land uses may receive up to 100% reduction in permit fees with the Town of Front Royal.

3. **Tap Fee Incentive.** Eligible commercial land uses may be allowed to make payment of required tap fees over a period of time that does not exceed ten (10) years, without interest or fees, subject to a lien on the property, or other guarantee, for the specified time period. Eligible residential land uses may be allowed to delay payment of required tap fees at a point of time agreeable to the Town of Front Royal, but before

all dwelling units are occupied, subject to a lien on the property, or other guarantee, for the specific time period.

E. ADMINISTRATION & INTERPRETATION

- 1. The Town Manager, or designee, is authorized to administer tourism zones.*
- 2. Interpretations of this section shall be determined by the Town Manager, after consultation with the Town Attorney.*
- 3. All eligible businesses must submit an application for tourism zone incentives to the Town Manager's Office.*
- 4. The Town Manager, or designee, shall draft a performance agreement for applicants that qualify for incentives. The performance agreement shall be reviewed by the Town Attorney, Director of Finance, Director of Planning & Zoning, or other departments, authorities, committees, commissions or agencies, as determined appropriate by the Town Manager.*
- 5. Performance agreements shall specify all incentives that are to be authorized and may include conditions of approval, such as, but not limited to, requirements that the applicant maintain certain hours of operation, site improvement requirements, or reduction of incentives from their maximum levels authorized by this section.*
- 6. Incentives are not authorized until a performance agreement is approved by Town Council, and nothing herein shall be interpreted to require or obligate the Town to approving any incentives until a performance agreement is approved by Town Council.*
- 7. Town Council may revoke, reduce, or suspend incentives after approval of the performance agreement if the conditions, or other terms, of the performance agreement are not complied with.*

75-75 HISTORIC DISTRICT INCENTIVES FOR REHABILITATION.

[\[Transfer the contents of Section 175-97 to 75-75 and reference under 175-97\]](#)

175-97 REAL ESTATE TAX EXEMPTION FOR REHABILITATION (Historic District)

Refer to Chapter 75, Section 75.

- ~~A. A partial exemption of real estate taxes for a period of ten (10) years shall be provided for the substantial rehabilitation of any structure [fifty (50) years or older] within a designated historic resource overlay area or to a structure which is listed on the National Register of Historic Places. For the purposes herein, substantial rehabilitation shall involve an investment of at least forty percent (40%) of the pre-rehabilitated assessed value of the structure.~~
- ~~B. The partial exemption shall be equal to the increase in assessed value resulting from the rehabilitation. Rehabilitations cannot replace the original structure. Increases in total square footage may be permitted up to a maximum of fifty (50%) percent of the original structure.~~
- ~~C. The exemption shall commence on January 1 of the year following completion of the rehabilitation and shall run with the real estate for a period of ten (10) years. An increase in an assessment occurring after the first year of the exemption shall not result in an increase in the exemption.~~
- ~~D. No property shall be eligible for such exemption unless the appropriate certificate of appropriateness and building permits have been acquired and the Zoning Administrator and Commissioner of the Revenue have verified that the rehabilitation indicated on the application has been completed. Such rehabilitation shall be completed within two (2) years of issuance of the building permit for the work, except that the deadline for completion may be extended for up to two (2) additional years if the Zoning Administrator determines that reasonable progress has been made towards completion of the project.~~

This ordinance shall become effective upon passage.

APPROVED:

Timothy W. Darr, Mayor

ATTEST:

Jennifer E. Berry, Clerk of Council

THIS ORDINANCE was approved at the Regular Meeting of the Town of Front Royal, Virginia on its second reading, conducted _____, 2015, upon the following recorded vote:

John P. Connolly	Yes/No	Bret W. Hrbek	Yes/No
Hollis L. Tharpe	Yes/No	Eugene R. Tewalt	Yes/No
Bébhinn C. Egger	Yes/No	Daryl L. Funk	Yes/No

A public hearing on the above was held on _____, 2015 having been advertised in the Northern Virginia Daily on _____, 2015 and _____, 2015.

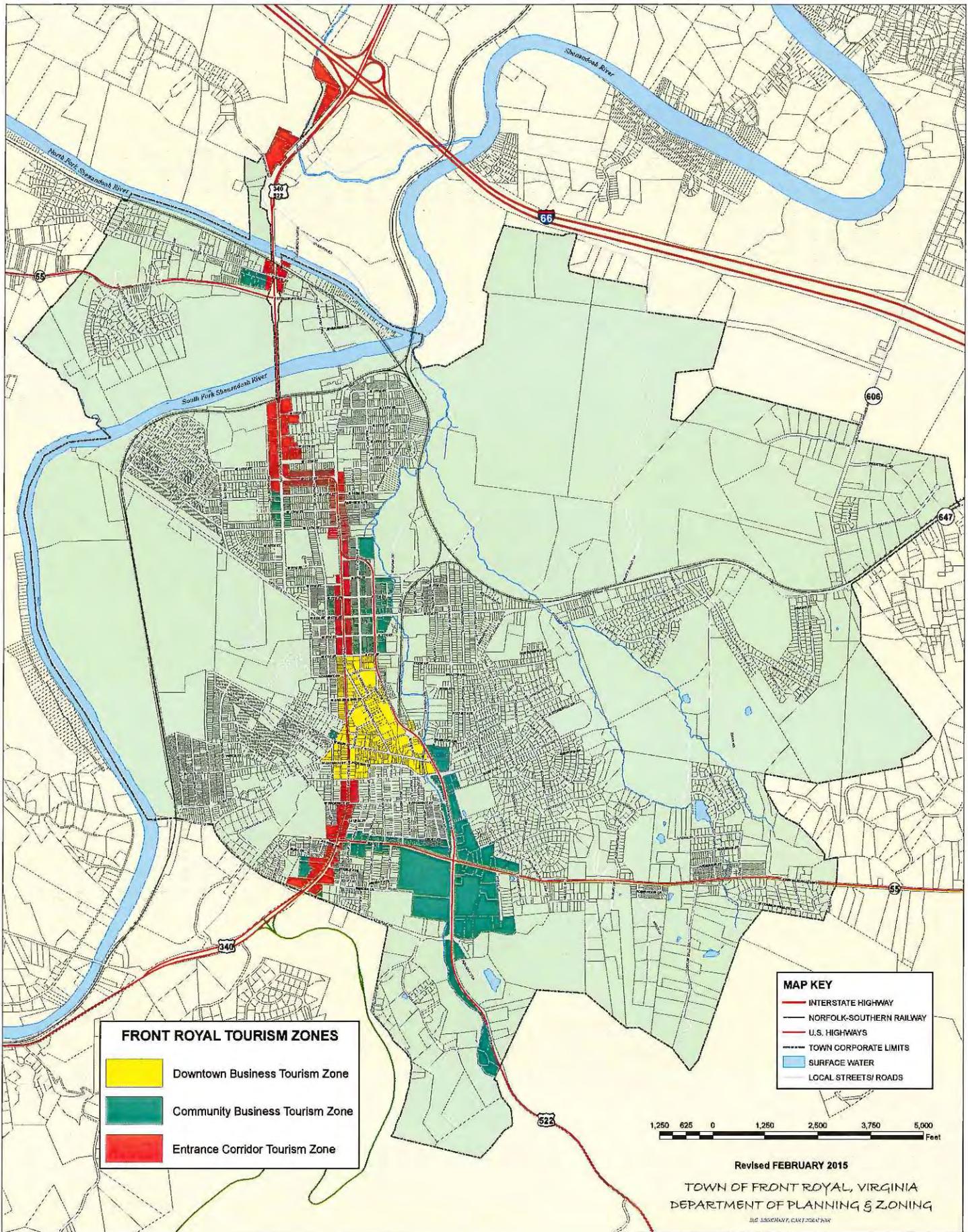
Approved as to form and legality:

Douglas W. Napier, Town Attorney

Date: ___/___/___



Town of Front Royal TOURISM ZONE



10

**COUNCIL APPROVAL – Ordinance
Amendment to Adopt Policy Guidelines
Related to PPEA (2nd Reading)**



Town of Front Royal, Virginia
Council Agenda Statement

Page 1
Item No. 10

Meeting Date: March 23, 2015

Agenda Item: COUNCIL APPROVAL – Ordinance to Adopt PPEA Policy Guidelines *(2nd Reading)*

Summary: Council is requested to adopt on its second and final reading an Ordinance to adopt Policy Guidelines pursuant to the Public-Private Education Facilities and Infrastructure Act of 2002 (the “PPEA”), which grants responsible public entities, such as the Town, the authority to create public-private partnerships for the development of wide range of projects for public use if the public entities determine there is a need for the project and that private involvement may provide the project to the public in a timely or cost-effective fashion.

Budget/Funding: None

Attachments: Proposed Ordinance *(Version 2)*

Meetings: Work Sessions held December 1, 2014 and January 20, 2015. Resolution approved December 8, 2014. Public Hearing held March 9, 2015

Staff Recommendation: Approval Denial

Proposed Motion: I move that Council adopt on its second and final reading to enact an Ordinance for the Town Code, that would adopt Public-Private Education Facilities and Infrastructure Act (PPEA) Policy Guidelines, as presented.

ROLL CALL VOTE REQUIRED

*Note: Motions are the formal & final proposal of Council,
proposed motions are offered by Staff for guidance

*To be clear and concise, motions should be made in the positive

Approved By: JB

**ORDINANCE TO ENACT CHAPTER 114 OF THE FRONT ROYAL TOWN CODE
PERTAINING TO PUBLIC-PRIVATE EDUCATION FACILITIES AND
INFRASTRUCTURE ACT (PPEA) POLICY GUIDELINES**

WHEREAS, this ordinance is to adopt Policy Guidelines pursuant to the Public-Private Education Facilities and Infrastructure Act of 2002 (the "PPEA"); and,

WHEREAS, the Guidelines grant responsible public entities, such as the Town, the authority to create public-private partnerships for the development of a wide range of projects for public use if the public entities determine there is a need for the project and that private involvement may provide the project to the public in a timely or cost-effective fashion; and,

NOW, THEREFORE, BE IT ENACTED by the Town Council of the Town of Front Royal, Virginia that Chapter 114 of the Front Royal Code be hereby enacted as follows:

CHAPTER 114

PUBLIC-PRIVATE EDUCATION FACILITIES AND INFRASTRUCTURE ACT (PPEA)

POLICY GUIDELINES

Sections:

114-1 INTRODUCTION

114-2 PURPOSE

114-3 GENERAL PROVISIONS

114-4 PROPOSAL PROVISIONS

114-5 SOLICITED PROPOSALS

114-6 UNSOLICITED PROPOSALS

114-7 PPEA PROPOSAL PREPARATION AND SUBMISSION (UNSOLICITED AND SOLICITED)

114-8 PROPOSAL EVALUATION AND SELECTION CRITERIA

114-9 COMPREHENSIVE AND INTERIM AGREEMENTS

114-10 PROTESTS OF PPEA PROCUREMENTS

114-11 NOTICE AND POSTING REQUIREMENTS

114-12 VIOLATION NOT MISDEMEANOR

114-13 APPENDIX A, PROPOSER'S CERTIFICATION

114-14 APPENDIX B, NOTICE AND POSTING REQUIREMENTS, CHECKBOX

114-15 APPENDIX C, TERMS AND DEFINITIONS

Policy Guidelines adopted 12-08-2014. Codified 0-- -2015.

114-1 INTRODUCTION:

These Policy Guidelines (“policy”, “Policy”, “Guidelines”, “guidelines”, “policy guidelines”, or “Policy Guidelines”) sets forth the legal authority and responsibility for projects proposed pursuant to the Public-Private Education Facilities and Infrastructure Act of 2002, as amended (Va. Code §§ 56-575.1 to 56-575.18) (“PPEA”), and serves as the required guidelines as referenced in §56-575.1 of the PPEA. Terms used in this policy shall have the definitions set forth in Appendix C to this policy.

114-2 PURPOSE:

The Public-Private Education Facilities and Infrastructure Act of 2002, Va. Code §§ 56-575.1 to 56-575.18 (the “PPEA”, or the “Act”) grants the Town of Front Royal, Virginia (the “Town”), a responsible public entity as defined in the Act, the authority to create public-private partnerships for the development of a wide range of projects for public use if the Town determines there is a public need for the project and that private involvement may provide the project to the public in a timely or cost-effective fashion. Individually negotiated comprehensive agreements between a private entity, as defined in the Act, and the Town will define the respective rights and obligations of the Town and the private entity. Although guidance with regard to the application of the PPEA is provided herein, it will be incumbent upon the Town and all private entities to comply with the provisions of the PPEA as applicable and as may be amended. Further definition of terms is found in Appendix C.

114-3 GENERAL PROVISIONS:

A. Application.

1. In order for a project to come under the terms of the PPEA, it must meet the definition of a "qualifying project" as defined in the Act as meaning (i) any education facility, including, but not limited to a school building, any functionally related and subordinate facility and land to a school building (including any stadium or other facility primarily used for school events), and any depreciable property provided for use in a school facility that is operated as part of the public school system or as an institution of higher education; (ii) any building or facility that meets a public purpose and is developed or operated by or for any public entity; (iii) any improvements, together with equipment, necessary to enhance public safety and security of buildings to be principally used by a public entity; (iv) utility and telecommunications and other communications infrastructure; (v) a recreational facility; (vi) technology infrastructure, services, and applications, including, but not limited to, telecommunications, automated data processing, word processing and management information systems, and related information, equipment, goods and services; (vii) any services designed to increase the productivity or efficiency of the responsible public entity through the use of technology or other means, (viii) any technology, equipment, or

infrastructure designed to deploy wireless broadband services to schools, businesses, or residential areas; (ix) any improvements necessary or desirable to any unimproved locally- or state-owned real estate; or (x) any solid waste management facility as defined in Va. Code § 10.1-1400 that produces electric energy derived from solid waste.

2. The Act establishes requirements that the Town must adhere to when reviewing and approving proposals received pursuant to the PPEA. In addition, the Act specifies the criteria that must be used to select a proposal and the contents of the comprehensive agreement detailing the relationship between the Town and the private entity. Any proposal received or solicited by the Town pursuant to the PPEA will be reviewed in accordance with the provisions of the applicable Act and this policy as they may apply.
3. The Town has adopted these policy guidelines to implement the PPEA by Town of Front Royal Town Council resolution dated December 8, 2014. This policy applies to all procurements under the PPEA where the Town is the “responsible public entity” or where the Town is the “affected local jurisdiction” within the meaning of Va. Code § 56-575.1. For purposes of this policy, unless otherwise indicated, “Town Council” means the Town Council of the Town of Front Royal, Virginia, as applicable, “Town Manager” means the Town Manager of the Town of Front Royal, Virginia, as applicable, and “Town” means the Town of Front Royal, Virginia, or the Town Council of the Town of Front Royal, Virginia, depending upon the context, and as applicable.
4. The Town Manager, or if so decided by Town Council, the Town Council, are authorized to designate a working group to be responsible for evaluating proposals and negotiating the comprehensive agreement.
5. The individual designated by the Town Manager to serve as the point of contact for implementation of procedures, to receive proposals submitted under the PPEA and to respond to inquiries regarding the PPEA or this adopted policy shall be the Purchasing Agent; or such other person as shall be designated in writing from time to time by the Town Manager or the Town Council.
6. This policy may only be revised by an amendment adopted by the Town Council.
7. The Town Council shall have overall responsibility and be the primary contact for implementation of this policy.

B. Effective Date.

Contracts entered into prior to passage of this policy shall continue to be governed by the policies and regulations of the Town and Commonwealth of Virginia in effect at the time those contracts were executed.

C. Severability.

If any provision of this policy or any application thereof is held invalid, such invalidity shall not affect other provisions or applications of this policy which can be given effect without the invalid provision or application, and to this end the provisions of this policy are declared to be severable.

114-4 PROPOSAL PROVISIONS:

A. Proposal Submissions in General.

1. A proposal under this Act may be either solicited by the Town (“Solicited Bid/Proposal”) or delivered by a private entity on an unsolicited basis (“Unsolicited Proposal”). In either case, any such proposal shall be clearly identified as a “PPEA Proposal”. Proposers (“Proposer” or “Proposers”) may be required to follow a two-part proposal submission process consisting of a conceptual phase and a detailed phase, as described herein.
2. The requirements for any particular Solicited Bid/Proposal shall be as specified in the solicitation by the Town for that particular proposal and shall be consistent with all applicable provisions of the PPEA.
3. The Act allows private entities to include innovative financing methods, including the imposition of user fees or service payments, in a proposal. Such financing arrangements may include the issuance of debt instruments, equity or other securities or obligations.
4. Proposals should be prepared simply and economically, following the format provided herein and providing a concise description of the Proposer’s capabilities to complete the proposed qualifying project and the benefits to be derived from the project by the Town. Project benefits to be considered are those occurring during the construction, renovation, expansion or improvement phase and during the life cycle of the project. Proposals also should include a comprehensive scope of work and a financial plan for the project, containing enough detail to allow an analysis by the Town of the financial feasibility of the proposed project. The Town may, at any time, require the Proposer to provide additional information and clarification to the submission.
5. The Town may require that any proposal be clarified. Such clarification may include, but is not limited to, submission of additional documentation, responses to specific questions, and interviews with potential project participants.

B. Affected Local Jurisdictions

1. The term “affected local jurisdiction” means any county, city or town in which all or a portion of a qualifying project is located.
2. Any private entity requesting approval from or submitting a conceptual or detailed proposal to the Town must provide any other affected jurisdiction with a copy of the private entity's request or proposal by certified mail, express delivery or hand delivery within five (5) business days of submission of the proposal to the Town. The private entity is responsible for documenting evidence of the delivery of the request for proposals to any other affected local jurisdiction and providing same to the Town within five (5) business days of such delivery. Any affected jurisdiction shall have sixty (60) days from the receipt of the request or proposal to submit written comments to the Town and to indicate whether the proposed qualifying project is compatible with the (i) jurisdiction's comprehensive plan, (ii) jurisdiction's infrastructure development plans, and (iii) jurisdiction's capital improvements budget or (iv) other government spending plan. Comments received within the sixty (60)-day period shall be given consideration by the Town, and no negative inference shall be drawn from the absence of comment by an affected jurisdiction. The Town may begin or continue its evaluation of any such proposal during the sixty (60)-day period for the receipt of comments from other affected local jurisdictions.

C. Proposal Review Fee

Unless otherwise specified by the Town, for unsolicited proposals and unsolicited competing proposals, the Town will require an initial processing fee of \$5,000 with an additional proposal fee of \$10,000 to be charged should the project proceed beyond the initial review. The initial processing fee shall be submitted with the initial proposal or competing proposal. The Town will refund any portion of fees paid in excess of its direct costs which include, but are not limited to, all staff costs, and outside consultants, financial advisors, engineers and attorney's fees, associated with evaluating the proposal. In the event either the initial processing fee of \$5,000 or the additional proposal fee of \$10,000 is insufficient to cover all of the direct costs incurred by the Town, the Proposer shall pay such additional direct costs incurred by the Town in reviewing the proposal.

D. Freedom of Information Act

1. Generally, proposal documents submitted by private entities are subject to the Virginia Freedom of Information Act, Va. Code §§ 2.2-3700 to 2.2-3714 (“FOIA”). Except as provided by Va. Code § 2.2-3705.6 (11) of FOIA, such documents are subject to release by the Town if requested by a third party, except to the extent that they relate to (i) confidential

proprietary records, voluntarily provided by private business pursuant to a promise of confidentiality from the Town, used by the public body for business, trade and tourism development or retention; and memoranda, working papers or other records related to businesses that are considering locating or expanding in Virginia, prepared by the Town, where competition or bargaining is involved and where, if such records are made public, the financial interest of the Town would be adversely affected.

2. Va. Code § 56-575.4 (G) of the PPEA imposes an obligation on the Town and any affected jurisdiction to take appropriate action to protect confidential and proprietary information submitted by a private entity or operator pursuant to Va. Code § 2.2-3705.6 (11). When the private entity requests that the Town not disclose information, the private entity must (i) invoke the exclusion when the data or materials are submitted to the Town or before such submission, (ii) identify the data and materials for which protection from disclosure is sought, and (iii) state why the exclusion from disclosure is necessary. A private entity may request and receive a determination from the Town as to the anticipated scope of protection prior to submitting the proposal. The Town is authorized and obligated to protect only confidential and proprietary information, and thus will not protect any portion of a proposal from disclosure if the entire proposal has been designated confidential and proprietary by the Proposer without reasonably differentiating between the proprietary and non-proprietary information contained therein.
3. Upon receipt of a request that designated portions of a proposal be protected from disclosure as confidential and proprietary, the Town shall determine whether such protection is appropriate under applicable law and, if appropriate, the scope of such appropriate protection, and shall communicate its determination to the Proposer. If the determination regarding protection or the scope thereof differs from the Proposer's request, then the Town will accord the Proposer a reasonable opportunity to clarify and justify its request. Upon a final determination by the Town to accord less protection than requested by the Proposer, the Proposer will be accorded an opportunity to withdraw its proposal. A proposal so withdrawn should be treated in the same manner as a proposal not accepted for publication and conceptual-phase consideration as provided below.

E. Use of Public Funds

Virginia constitutional and statutory requirements and Town ordinances and policies as they apply to appropriation and expenditure of public funds apply to any comprehensive agreement entered into under the Act. Accordingly, the processes and procedural requirements associated with the expenditure or obligation of public funds shall be incorporated into planning for any PPEA project or projects.

F. Posting of Proposals

Proposals (solicited or unsolicited) submitted in accordance with the requirements herein shall be posted by the Town within ten (10) business days after acceptance such proposals by the Board. Posting shall be on the Town's website for a minimum of ten (10) calendar days, and by publication, in a newspaper of general circulation in the area in which the contract is to be performed with a summary of the proposal(s) and the location where copies of the proposal(s) are available for inspection. A copy of the proposal(s) may also be posted for public inspection on the Commonwealth of Virginia's Department of General Service's centralized electronic procurement website. Provided, however, trade secrets, financial records, or other records of the private entity excluded from disclosure under the provisions of Va. Code § 2.2-3705.6 (11) shall not be required to be posted, except as otherwise agreed by the responsible public entity and the private entity. Any inspection of procurement transaction records shall be subject to reasonable restrictions to ensure the security and integrity of the records.

G. Applicability of Other Laws

Nothing in the PPEA shall affect the duty of the Town to comply with all other applicable laws not in conflict with the PPEA. The applicability of the Virginia Public Procurement Act (the "VPPA") is as set forth in the PPEA.

114-5 SOLICITED PROPOSALS

- A. The Town may solicit proposals from private entities to develop, acquire, design, construct, improve, renovate, expand, equip, maintain or operate qualifying projects or qualifying transportation facilities. The Town may use a two-part process consisting of an initial conceptual phase and a detailed phase. The Town will set forth in the solicitation the format and supporting information that is required to be submitted, consistent with the provisions of the applicable Act.
- B. The solicitation will specify, but not necessarily be limited to, information and documents that must accompany each proposal and the factors that will be used in evaluating the submitted proposals. The solicitation will be posted in such public areas as are normally used for posting of the Town's notices, including the Town's website. The solicitation will also contain or incorporate by reference other applicable terms and conditions, including any unique capabilities or qualifications that will be required of the private entities submitting proposals. Pre-proposal conferences may be held as deemed appropriate by the Town.
- C. The requirements for any particular Bid/Proposal shall be as specified in the solicitation by the Town for that particular proposal and shall be consistent with all applicable provisions of the PPEA and any other applicable law. All such solicitations shall be by issuance of a written Invitation to Bid ("ITB") or Request for Proposal ("RFP") within the meaning of "competitive sealed bidding" and "competitive negotiation" as used in the Town of Front Royal Procedures

For Purchasing and Procurement Manual and the Virginia Public Procurement Act, Va. Code §§ 2.2-4300 to 2.2-4377.

- D. Any proposal submitted pursuant to the PPEA that is not received in response to the Town's ITB or RFP shall be deemed an unsolicited proposal under this PPEA Policy, including but not limited to (a) proposals received in response to a notice of the prior receipt of another unsolicited proposal as provide for below in § IV "Unsolicited Proposals" below, and (b) proposals received in response to publicity by the Town concerning particular needs when the Town has not issued a corresponding ITB or RFP, even if the County otherwise has encouraged the submission of proposals pursuant to the PPEA that address those needs.

114-6 UNSOLICITED PROPOSALS

- A. The PPEA permits the Town to receive and evaluate unsolicited proposals from private entities to acquire, design, construct, improve, renovate, expand, equip, maintain, or operate a qualifying project. The Town may publicize its needs and may encourage or notify interested parties to submit proposals subject to the terms and conditions of the PPEA. When such proposals are received without issuance of a solicitation, the proposal shall be treated as an unsolicited proposal.
- B. Proposals should be prepared simply and economically, following the format provided herein and providing a concise description of the Proposer's capabilities to complete the proposed qualifying project and the benefits to be derived from the project by the Town. Project benefits to be considered are those occurring during the construction, renovation, expansion or improvement phase and during the life cycle of the project. Proposals also should include a comprehensive scope of work and a financial plan for the project, containing enough detail to allow an analysis by the Town of the financial feasibility of the proposed project. The Town may, at any time, require the Proposer to provide additional information and clarification to the submission.
- C. An unsolicited proposal must contain the information required in § VII. "PPEA Proposal Preparation and Submission (Solicited and Unsolicited)" as set forth below.
- D. The Town may require additional submissions to clarify information previously provided or to address other areas of concern to the Town.
- E. All unsolicited proposals shall be submitted to the Town by delivering ten (10) complete copies. For unsolicited proposals and unsolicited competing proposals, the Town will require an initial processing fee of \$5,000 with an additional proposal fee of \$10,000 to be charged should the project proceed beyond the initial review. The initial processing fee shall be submitted with the initial proposal or competing proposal. The Town will refund any portion of fees paid in excess of its direct costs which include, but are not limited to, all staff costs, and outside consultants, financial advisors, engineers and attorney's fees, associated with

evaluating the proposal. In the event either the initial processing fee of \$5,000 or the additional proposal fee of \$10,000 is insufficient to cover all of the direct costs incurred by the Town, the Proposer shall pay such additional direct costs incurred by the Town in reviewing the proposal.

- F. The Town may engage the services of qualified professionals, which may include but not be limited to architects, professional engineers, certified public accountants, not otherwise employed by the Town, to provide independent analysis regarding the specifics, advantages, disadvantages, and the long-and short-term costs of any request by an private entity for approval of a qualifying project, and the Town may apply the initial or any additional processing or proposal fee to the cost of the services of such qualified professionals, unless the Town determines that such analysis of a request for approval of a qualifying project shall be performed by an employee of the Town.
- G. Upon receipt of any unsolicited proposal or group of proposals accompanied a payment of the required fee or fees by the Proposer or Proposers, the Town will determine whether to accept the unsolicited proposal for publication and conceptual-phase consideration. If the Town determines not to accept the proposal and not to proceed to publication and conceptual-phase consideration, it shall return the proposal, together with all fees and accompanying documentation, to the Proposer(s).
- E. If the Town chooses to accept an unsolicited proposal for conceptual-phase consideration, it shall post a notice within ten (10) working days in a public area regularly used by the Town for posting of public notices for a period of not less than forty-five (45) days. The Town shall also publish the same notice in one or more newspapers or periodicals of general circulation in the Town to notify any parties that may be interested in submitting competing unsolicited proposals. Interested parties shall have forty-five (45) days from the date the notice is published to submit competing unsolicited proposals. The notice shall state that the Town (i) has received and accepted an unsolicited proposal under the PPEA, (ii) intends to evaluate the proposal, (iii) may negotiate a comprehensive agreement with the Proposer based on the proposal, and (iv) will accept for simultaneous consideration any competing proposals that comply with the policy adopted by the Town and the PPEA. The notice also shall summarize the proposed qualifying project or projects, and identify their proposed locations.
- F. One copy of accepted unsolicited proposal(s) shall be made available for public inspection in accordance with the provisions of § IV.E, above.
- G. The Town reserves the right to reject any and all proposals at any time. If the Town rejects a proposal by a private entity that purports to develop specific cost savings, the Town shall specify the basis for rejection.

114-7 PPEA PROPOSAL PREPARATION AND SUBMISSION (UNSOLICITED AND SOLICITED)

A. Format for Submissions at the Conceptual Stage

The Town will require that all proposals (both solicited and unsolicited) at the conceptual stage contain the following information in the following format plus such other information as the Town may reasonably request to complete its review or to comply with the requirements of the PPEA:

1. Completion and inclusion of a Proposer's Certification which is found as Appendix A to this policy.

2. Qualifications and Experience:

a. Identify the legal structure of the firm or consortium of firms making the proposal. Identify the organizational structure for the project, the management approach and how each partner and major subcontractor in the structure fits into the overall team.

b. Describe the experience of the firm or consortium of firms making the proposal, the key principals and project managers involved in the proposed project including experience with projects of comparable size and complexity, including prior experience bringing similar projects to completion on budget and in compliance with design, land use, service and other standards. Describe the length of time in business, business experience, public sector experience and other engagements of the firm or consortium of firms. Include the identity of any firms that will provide design, construction and completion guarantees and warranties and a description of such guarantees and warranties.

c. Provide the names, prior experience, addresses, telephone numbers and e-mail addresses of persons within the firm or consortium of firms who will be directly involved in the project or who may be contacted for further information.

d. Provide a current or most recently audited financial statement of the firm or firms and each partner with an equity interest of twenty percent or greater.

e. Identify any persons known to the Proposer who would be obligated to disqualify themselves from participation in any transaction arising from or in connection to the project pursuant to The Virginia State and Local Government Conflict of Interest Act, Chapter 31 (Va. Code § 2.2-3100 *et seq.*) of Title 2.2 of the Code of Virginia.

3. Project Characteristics:

a. Provide a description of the project, including the conceptual design. Describe the proposed project in sufficient detail so that type and intent of the project, the location, and the communities that may be affected are clearly identified.

- b. Identify and fully describe any work to be performed by the Town or any other public entity.
- c. Include a list of all federal, state and local permits and approvals required for the project and a schedule for obtaining such permits and approvals.
- d. Identify any anticipated adverse social, economic, environmental and transportation impacts of the project measured against the Town's comprehensive land use plan and applicable ordinances and design standards. Specify the strategies or actions to mitigate known impacts of the project.
- e. Identify the projected positive social, economic, environmental and transportation impacts of the project measured against the Town's comprehensive land use plan and applicable ordinances and design standards.
- f. Identify the proposed schedule for the work on the project, including sufficient time for the Town's review and the estimated time for completion.
- g. Propose allocation of risk and liability, and assurances for timely completion of the project.
- h. State assumptions related to ownership, legal liability, law enforcement and operation of the project and the existence of any restrictions on the Town's use of the project.
- i. Provide information relative to phased openings of the proposed project.

4. Project Financing

- a. Provide a preliminary estimate and estimating methodology of the cost of the work by phase, segment, or both.
- b. Submit a plan for the development, financing and operation of the project showing the anticipated schedule on which funds will be required. Describe the anticipated costs of and proposed sources and uses for such funds, including any anticipated debt service costs. The operational plan should include appropriate staffing levels and associated costs based upon any Town's stated or adopted operational standards.
- c. Include a list and discussion of assumptions underlying all major elements of the plan.
- d. Identify the proposed risk factors and methods for dealing with these factors. Describe methods and remedies associated with any financial default.
- e. Identify any local, state or federal resources that the Proposer contemplates requesting for the project along with an anticipated schedule of resource requirements. Describe the total commitment, if any, expected from governmental sources and the timing of any anticipated commitment, both one-time and on-going.

f. Identify the need, if any, for the Town to provide either its general obligation or moral obligation backing. The underlying assumptions should address this need and/or state that the credit would be via a "Service Agreement", for example. Any debt issuance should be expected to receive an investment grade rating from a nationally recognized statistical rating agency. If the natural rating is not investment grade, the Town may require the use of credit enhancements.

g. Outline what impact, if any, a drop in interest rates would have on the ultimate annual project cost. Indicate if there is a method to refinance for cost savings or, conversely, if the firm is to receive the sole or primary benefit of this potential.

h. Outline the financial penalties, if any, that would result should the Town wish to terminate a project early or restructure the cash flows for some reason of its own choosing. The firm should be specific on this point.

i. Provide a breakout of the fees to any underwriting firm(s) and the type of obligation the firm(s) are using with a financing component. Be specific as to tax-exempt, taxable, floating rate, fixed rate, etc.

5. Project Benefit and Compatibility

a. Identify who will benefit from the project, how they will benefit and how the project will benefit the Town and the overall community.

b. Identify any anticipated public support or opposition, as well as any anticipated government support or opposition (including that in any affected jurisdiction), for the project.

c. Explain the strategy and plans, including the anticipated timeline that will be carried out to involve and inform the general public, business community, and governmental agencies in areas affected by the project.

d. Describe any anticipated significant benefits to the community and the Town, including anticipated benefits to the economic, social, environmental, transportation, etc., condition of the Town and whether the project is critical to attracting or maintaining competitive industries and businesses to the Town.

e. Compatibility with the Town's and/or affected jurisdiction's local comprehensive plan (including related environmental, land use and facility standards ordinances, where applicable), infrastructure development plans, transportation plans, the capital improvements plan and capital budget or other government spending plan.

6. Additional material and information as the Town may reasonably request.

B. Format for Submissions at the Detailed Stage

If the Town decides to proceed to the detailed phase of review with one or more proposals, the following information should be provided by the private entity unless waived by the County:

1. A topographical map (1:2,000 or other appropriate scale) depicting the location of the proposed project or facility.
2. A description of the qualifying project, including the conceptual design of such facility or facilities or a conceptual plan for the provision of services or technology infrastructure, and a schedule for the initiation of and completion of the qualifying project to include the proposed major responsibilities and timeline for activities to be performed by both the public and private entity;
3. A list of public utility facilities, if any, that will be crossed by the qualifying project and a statement of the plans of the Proposer to accommodate such crossings.
4. Information relating to the current plans for development of facilities to be used by a public entity that are similar to the qualifying project being proposed by the private entity, if any, of each affected jurisdiction.
5. A statement and strategy setting out the plans for securing all necessary property interests and/or easements required for the project. The statement must include the names and addresses, if known, of the current owners of the subject property as well as a list of any property the Proposer intends to request the Town or affected jurisdiction to condemn.
6. A detailed listing of all firms, along with their relevant experience and abilities, that will provide specific design, construction and completion guarantees and warranties, and a brief description of such guarantees and warranties along with a record of any prior defaults for performance.
7. If relevant, information relating to the current plans for development of facilities or technology infrastructure to be used by the Town that are similar to the qualifying project being proposed by the private entity, if any, of each affected local jurisdiction;
8. A list of all permits and approvals required for the qualifying project from local, state, or federal agencies and a projected schedule for obtaining such permits and approvals;

9. A statement setting forth the private entity's general plans for financing the qualifying project including the sources of the private entity's funds and identification of any dedicated revenue source or proposed debt or equity investment on the behalf of the private entity;

10. A total life-cycle cost, including maintenance, specifying methodology and assumptions of the project or projects including major building systems (e.g., electrical, mechanical, etc.), and the proposed project start date. Include anticipated commitment of all parties; equity, debt, and other financing mechanisms; and a schedule of project revenues and project costs. The life-cycle cost analysis should include, but not be limited to, a detailed analysis of the projected return, rate of return, or both, expected useful life of facility and estimated annual operating expenses using Town adopted service levels and standards.

11. A detailed discussion of assumptions about user fees or rates, lease payments and other service payments over the term of the interim or comprehensive agreement, and the methodology and circumstances for changes to such user fees, lease payments, and other service payments over time, and usage of the projects over the useful life of the projects.

12. Identification of any known government support or opposition, or general public support or opposition for the project. Government or public support should be demonstrated through resolution of official bodies, minutes of meetings, letters, or other official communications.

13. Demonstration of consistency with appropriate Town and/or affected jurisdiction comprehensive plans (including related environmental, land use and facility standards ordinances, where applicable), infrastructure development plans, transportation plans, the capital improvement plan and capital budget, or indication of the steps required for acceptance into such plans.

14. Explanation of how the proposed project would impact the Town's or affected jurisdiction's (jurisdictions') development plans.

15. The names and addresses of the persons who may be contacted for further information concerning the request;

16. Identification of any known conflicts of interest or other factors that may impact the Town's consideration of the proposal, including the identification of any persons known to the Proposer who would be obligated to disqualify themselves from participation in any transaction arising from or in connection to the project pursuant to The Virginia State and Local Government Conflict of Interest Act, Chapter 31 (Va. Code § 2.2-3100 *et seq.*) of Title 2.2.

17. Additional material and information as the Town may reasonably request.

114-8 PROPOSAL EVALUATION AND SELECTION CRITERIA

A. Initial Review at the Conceptual Stage

1. Only proposals complying with the requirements of the PPEA that contain sufficient information for a meaningful evaluation and that are provided in an appropriate format will be considered by the Town for further review at the conceptual stage.

2. The Town will determine at this initial stage of review whether it will proceed using:

a. Standard "competitive sealed bidding" procurement procedures consistent with the VPPA; or

b. Procedures developed by the Town that are consistent with procurement of other than professional services through "competitive negotiation" as the term is defined in Va. Code § 2.2-4301. The Town may proceed using competitive negotiation procedures only if it makes a written determination that doing so is likely to be advantageous to the Town and the public based upon either (1) the probable scope, complexity or urgency of need, or (2) the risk sharing, added value, increase in funding or economic benefit from the project would otherwise not be available.

3. After reviewing the original proposal(s) submitted during the appropriate notice period(s), the Town may determine:

a. not to proceed further with any proposal (solicited or unsolicited),

b. to proceed to the detailed phase of review with the original unsolicited proposal,

c. to proceed to the detailed phase with a competing unsolicited proposal, or

d. to proceed to the detailed phase with one or more solicited or unsolicited proposals.

A. In evaluating any request for proposal, the Town may rely upon internal staff reports or the advice of outside advisors or consultants. Some or all of the following items, along with the specified information required herein, shall be considered in the evaluation and selection of PPEA proposals. The Town, however, reserves and retains the right to reject any request for proposal at any time for any reason whatsoever.

1. Qualifications and Experience:

Factors to be considered in either phase of the Town's review to determine whether the Proposer possesses the requisite qualifications and experience may include, but are not necessarily limited to:

- a. Experience with similar projects;
- b. Demonstration of ability to perform work;
- c. Leadership structure;
- d. Project manager's experience;
- e. Management approach;
- f. Financial condition; and
- g. Project ownership.

2. Project Characteristics:

Factors to be considered in determining the project characteristics may include, along with the specified information required herein, but are not necessarily limited to, the following:

- a. Project definition;
- b. Proposed project schedule;
- c. Operation of the project;
- d. Technology; technical feasibility;
- e. Conformity to State, Town or affected jurisdiction laws, regulations, and standards;
- f. Environmental impacts;
- g. Condemnation impacts;
- h. State and local permits; and
- i. Maintenance of the project.

3. Project Financing:

Factors to be considered in determining whether the proposed project financing allows adequate access to the necessary capital to finance the project may include, along with the specified information required herein, but are not necessarily limited to, the following:

- a. Cost and cost benefit to the Town;
- b. Financing and the impact on the debt or debt burden of the Town;
- c. Financial plan including default implications;
- d. Estimated cost; including debt source, operating costs, etc.; and
- e. Life-cycle cost analysis.

4. Project Benefit and Compatibility:

Factors to be considered in determining the proposed project's compatibility with the Town's, affected jurisdiction's or regional comprehensive or development plans may include, along with the specified information required herein, but are not necessarily limited to, the following:

- a. Community benefits;
- b. Community support or opposition, or both;
- c. Public involvement strategy;
- d. Compatibility with existing and planned facilities;
- e. Compatibility with Town, regional, and state economic development efforts; and
- f. Compatibility with the land use and/or transportation plans of the Town and/or those of any affected jurisdiction.

114-9 COMPREHENSIVE AND INTERIM AGREEMENTS

A. At least thirty (30) days prior to entering into an interim or comprehensive agreement a public hearing must be held on the proposals. The Town shall give notice of such hearing by posting on the Town's website and in a newspaper of general circulation in the area where the contract is to be performed, a summary of the proposed agreements and the location where copies of the proposals and proposed agreement are available for public inspection. The Notice shall be provided at least ten (10) days prior to the date of the public hearing.

B. Prior to acquiring, designing, constructing, improving, renovating, expanding, equipping, maintaining, or operating the qualifying project, the selected Proposer shall enter into a Comprehensive Agreement with the Town. Each contract shall define the rights and obligations of the Town and the selected Proposer with regard to the project.

C. The terms of the Comprehensive Agreement shall be tailored to address the specifics of the project and shall include but not be limited to:

1. The delivery of maintenance, performance and payment bonds or letters of credit in connection with any acquisition, design, construction, improvement, renovation, expansion, equipping, maintenance, or operation of the qualifying project; in a form and amount satisfactory to the County and on a form provided by the Town.
2. The review and approval of plans and specifications for the qualifying project by the Town;
3. The rights of the Town to inspect the qualifying project to ensure compliance with the contract;

4. The maintenance of a policy or policies of liability insurance or self-insurance reasonably sufficient to insure coverage of the project and the tort liability to the public and employees and to enable the continued operation of the qualifying project;

5. The monitoring of the practices of the operator by the Town to ensure proper maintenance, safety, use and management of the qualifying project;

6. The terms under which the operator will reimburse the Town for services provided;

7. The policy and procedures that will govern the rights and responsibilities of the Town and the operator in the event that the contract is terminated or there is a material default by the operator including the conditions governing assumption of the duties and responsibilities of the operator by the Town and the transfer or purchase of property or other interests of the operator by the Town;

8. The terms under which the operator will file appropriate financial statements on a periodic basis.

9. The mechanism by which user fees, lease payments, or service payments, if any, may be established from time to time upon agreement of the parties. Any payments or fees shall be the same for persons using the facility under like conditions and that will not materially discourage use of the qualifying project;

a. A copy of any service contract shall be filed with the Town.

b. A schedule of the current user fees or lease payments shall be made available by the operator to any member of the public upon request.

c. Classifications according to reasonable categories for assessment of user fees may be made.

10. The terms and conditions under which the Town will contribute financial resources, if any, for the qualifying project; and

11. Other requirements of the PPEA or provisions that the Town determines serve the public purpose of the PPEA.

D. Prior to or in connection with the negotiation of the comprehensive agreement, the Town may enter into an interim agreement with the private entity proposing the development or operation of the qualifying project. The scope of an interim agreement may include, but is not limited to:

1. Project planning and development;

2. Design and engineering;

3. Environmental analysis and mitigation;

4. Survey;

5. Ascertaining the availability of financing for the proposed facility through financial and revenue analysis;

6. Establishing a process and timing of the negotiation of the comprehensive agreement; and

7. Any other provisions related to any aspect of the development or operation of a qualifying project that the parties may deem appropriate prior to the execution of a comprehensive agreement.

E. Once negotiations have concluded, the following shall occur:

1. The Town shall make the proposed agreement available on the Town's website and in the offices of the Town Manager or the Town's Finance Department for at least 10 business days prior to the public hearing to be held by the Town.

2. At least thirty (30) days prior to entering into an interim or comprehensive agreement a public hearing must be held on the proposals. Such hearing may coincide with a regularly scheduled meeting of the Town Council; comments may be submitted to the Town at any time during the notice period and prior to the public hearing. After the public hearing and the end of the public comment period, no additional posting shall be required based on any public comment received.

3. The proposed agreement shall be posted in the following manner:

a. On the Town's website.

b. In addition to the posting requirements, a copy of the proposals shall be made available for public inspection in the offices of the Town Manager or Town's Finance Department. Trade secrets, financial records, or other records of the private entity excluded from disclosure under the provisions of subdivision 11 of Va. Code §2.2-3705.6 shall not be required to be posted, except as otherwise agreed to by the Town and the private entity.

c. Any studies and analyses considered by the Town in its review of a proposal shall be disclosed at some point prior to the execution of an interim or comprehensive agreement.

d. Once an interim agreement or a comprehensive agreement has been entered into, the Town shall make procurement records available for public inspection, upon request.

e. Such procurement records shall include documents protected from disclosure during the negotiation phase on the basis that the release of such documents.

F. Any comprehensive agreement, interim agreement, and any amendments thereto shall first be approved by the Town Council and then executed in writing by persons having the authority to do so. For a mixed project involving both public schools and other facilities, the Town Council, Warren County Board of Supervisors and Warren County School Board, may in their discretion, both enter into the same comprehensive agreement with the operator for the entire mixed project, with their respective responsibilities delineated in the agreement.

G. As required by Va. Code § 56-575.9.F., when the Town enters into an agreement pursuant to the PPEA, a copy should be submitted to the Auditor of Public Accounts within 30 days thereafter at the following address:

Audit of Public Accounts
P.O. Box 1295
Richmond, VA 23218

The copy should be sent by certified-mail, return receipt requested, with a copy of the forwarding letter and return-receipt kept in the procurement file.

114-10 PROTESTS OF PPEA PROCUREMENTS

The following are the exclusive procedures for contesting or challenging (protesting) (a) the terms or conditions of any solicitation of proposals by the Town pursuant to the PPEA, (b) nonselection of a PPEA proposal for further consideration, and (c) the selection of any PPEA proposal for entry into an Interim and/or Comprehensive agreement or the entry into an Interim and/or Comprehensive agreement under the PPEA:

A. Any protest to any term or condition of a solicitation must be made in writing and delivered to the Town Manager so it is received by the Town Manager before proposals are due under the solicitation. Any protest not received in this manner shall be deemed to be waived.

B. A protest of a Town decision not to select a PPEA proposal for further consideration may only be made by the entity who submitted the proposal at issue. A protest of a Town decision to select a PPEA proposal for entry into an agreement or to enter into an agreement may only be made by an entity who submitted a proposal for the procurement at issue and who was reasonably likely to have its proposal accepted but for the Town's decision. Protests shall only be granted if (1) the protester has complied fully with this paragraph X and there has been a violation of law, this policy, or mandatory terms of the solicitation that clearly prejudiced the protestor in a material way, or (2) a statute requires voiding of the decision.

C. Any entity desiring to protest a Town decision not to select a PPEA proposal for further consideration, to select a PPEA proposal for entry into an agreement, or to enter into an agreement shall submit the protest in writing and deliver it so that it is received by the Town Manager not

later than 10 business days after announcement of the decision. Any protest not received in this manner shall be deemed to be waived.

D. The Town Manager shall issue a written decision on a protest within 10 days of its receipt by the Town Manager.

E. If the protest is denied, the protester may only appeal the denial or otherwise contest or challenge the procurement by then filing suit in the Circuit Court of Warren County and serving the Town with such suit within 10 days of such denial. Otherwise, the protester's right to appeal the denial or to otherwise contest or challenge the procurement shall be deemed to be waived.

F. The exclusive relief allowed if a protest is granted is to void the decision being protested. Under no circumstances will any monetary relief be allowed.

G. Strictly following these procedures shall be a mandatory prerequisite for any challenge of any nature to a decision by the Town relating to terms and conditions of a PPEA solicitation, non-selection of a PPEA proposal for further consideration, selection of a PPEA proposal, or entry into an interim and/or comprehensive agreement. A failure to follow all these procedures strictly shall constitute a waiver of any right to challenge judicially a Town decision (a) as to terms or conditions in a PPEA solicitation, (b) not to select a PPEA proposal for further consideration, (c) to select a PPEA proposal, or (d) to enter into an interim and/or comprehensive agreement.

114-11 NOTICE AND POSTING REQUIREMENTS

See Section 114-13, Appendix B for an outline of these requirements and the associated timelines.

114-12 VIOLATION NOT MISDEMEANOR

A violation of this Chapter 114 shall not by itself constitute a violation of any criminal ordinance, statute or law of any jurisdiction unless it shall independently violate such other criminal ordinance, statute or law notwithstanding any provision of this Chapter.

114-13 APPENDIX A

Proposer's Certification

Proposer's Name: _____

Proposer's Address

Proposer's:

Telephone No.: _____

_____ Facsimile No.: _____

_____ E-mail Address: _____

Proposer's or Proposer's Contractor's Virginia Class A General Contractor's License Number:

Proposer's, or Proposer's Architects, and Engineers Virginia Registration Numbers:

After first being placed under oath, I hereby certify that I have authority to submit this proposal on behalf of the Proposer whose name appears above, that I am a principal of the Proposer, that the Proposer hereby agrees to all of the terms and conditions in the Town of Front Royal PPEA Policy, as amended, that neither the Proposer nor any member of its team or their principals is currently suspended or debarred from public contracting by any federal, state or local government entity, that I have taken reasonable steps to ascertain the accuracy of all the information contained in this proposal and this certification, and that the information in this proposal and certification is accurate to the best of my knowledge or information and belief.

Signature

Printed/Typed Name

Title (Principal of Proposer)

Commonwealth of Virginia :
 : to wit
County/City of _____ :

On _____, (same name as above) appeared before me, and after satisfying me of his/her identity and after being placed under oath, swore to the truthfulness of the above statement.

Notary Public

My commission expires: _____

(If applicable) the Proposer acknowledges receipt of the following addenda:

Addendum No.:	_____	Dated:	_____
Addendum No.:	_____	Dated:	_____
Addendum No.:	_____	Dated:	_____
Addendum No.:	_____	Dated:	_____

114-14 APPENDIX B

NOTICE AND POSTING REQUIREMENTS CHECKBOX

Requirement	Responsible Party	Unsolicited	Solicited
Provide any affected jurisdiction with a copy of proposal within five (5) business days of proposal to Town	Private Entity	✓	
Any affected jurisdiction shall have sixty (60) days from receipt of proposal to provide comments to the Town	Other affected jurisdictions	✓	
Town may begin or continue evaluation during the sixty (60) day review period	Town	✓	
Post proposals within ten (10) business days of acceptance	Town	✓	✓
Posting shall continue for ten (10) business days	Town		✓
Posting shall continue for not less than forty-five (45) days	Town	✓	
Competing Proposals may be submitted within the forty-five (45) day posting window	Private Entities	✓	
Provide ten (10) day notice of public hearing required for entering into agreement	Town	✓	✓
Public hearing must be held at least thirty (30) days prior to entering into a comprehensive or interim agreement	Town	✓	✓

Summary:

Acceptance of unsolicited proposals will generally require a minimum of 150 days from receipt of proposal to signature of interim or comprehensive agreement. This estimate does *not* include time required for review and evaluation of proposals.

Solicited proposals will generally require a minimum of 60 days from date of issuance of RFP to signature of interim or comprehensive agreement. This estimate does *not* include time required for creation of RFP, posting and distribution of RFP, receipt of proposals, review and evaluation of proposals.

114-15

APPENDIX C

Terms and Definitions

“Act” means the Public-Private Education Facilities and Infrastructure Act of 2002, as amended, Va. Code §§ 56-575.1 to 56-575.18.

“Affected jurisdiction” means any county, city, or town in which all or a portion of a qualifying project is located.

“Appropriating body” means the body responsible for appropriating or authorizing funding to pay for a qualifying project.

“Comprehensive agreement” means the comprehensive agreement between the private entity and the responsible public entity that is required prior to the development or operation of a qualifying project.

“Conceptual stage” means the initial phase of project evaluation when the public entity makes a determination whether the proposed project serves a public purpose, meets the criteria for a qualifying project, assesses the qualifications and experience of a private entity Proposer, reviews the project for financial feasibility, and warrants further pursuit.

“Cost-benefit analysis” means an analysis that weighs expected costs against expected benefits in order to choose the best option. For example, a city manager may compare the costs and benefits

of constructing a new office building to those of renovating and maintaining an existing structure in order to select the most financially advantageous option.

“Detailed stage” means the second phase of project evaluation where the public entity has completed the conceptual stage and accepted the proposal and may request additional information regarding a proposed project prior to entering into competitive negotiations with one or more private entities to develop an interim or comprehensive agreement.

“Develop” or **“development”** means to plan, design, develop, finance, lease, acquire, install, construct, or expand.

“Interim agreement” means an agreement between a private entity and a responsible public entity that provides for phasing of the development or operation, or both, of a qualifying project. Such phases may include, but are not limited to, design, planning, engineering, environmental analysis and mitigation, financial and revenue analysis, or any other phase of the project that constitutes activity on any part of the qualifying project.

“Lease payment” means any form of payment, including a land lease, by a public entity to the private entity for the use of a qualifying project.

“Lifecycle cost analysis” means an analysis that calculates cost of an asset over its entire life span and includes the cost of planning, constructing, operating, maintaining, replacing, and when applicable, salvaging the asset. Although one proposal may have a lower initial construction cost, it may not have the lowest lifecycle cost once maintenance, replacement, and salvage value is considered. Public-Private Education Facilities and Infrastructure Act of 2002, as amended,

Commonwealth of Virginia Procedures Revised

“Material default” means any default by the private entity in the performance of its duties that jeopardizes adequate service to the public from a qualifying project.

“Operate” means to finance, maintain, improve, equip, modify, repair, or operate.

“Opportunity cost” means the cost of passing up another choice when making a decision or the increase in costs due to delays in making a decision.

“PPEA” means the Public-Private Education Facilities and Infrastructure Act of 2002, as amended, Va. Code §§ 56-575.1 to 56-575.18.

“Private entity” means any natural person, corporation, general partnership, limited liability company, limited partnership, joint venture, business trust, public benefit corporation, nonprofit entity, or other business entity.

"Public entity" means the Commonwealth and any agency or authority thereof, any county, city or town and any other political subdivision of the Commonwealth, any public body politic and corporate, or any regional entity that serves a public purpose.

"Qualifying project" means (i) any education facility, including, but not limited to a school building, any functionally related and subordinate facility and land of a school building (including any stadium or other facility primarily used for school events), and any depreciable property provided for use in a school facility that is operated as part of the public school system or as an institution of higher education; (ii) any building or facility that meets a public purpose and is developed or operated by or for any public entity; (iii) any improvements, together with equipment, necessary to enhance public safety and security of buildings to be principally used by a public entity; (iv) utility and telecommunications and other communications infrastructure; (v) a recreational facility; (vi) technology infrastructure and services, including, but not limited to, telecommunications, automated data processing, word processing and management information systems, and related information, equipment, goods and services; (vii) any technology, equipment, or infrastructure designed to deploy wireless broadband services to schools, businesses, or residential areas; or (viii) any improvements necessary or desirable to any unimproved locally- or state-owned real estate.

"Responsible public entity" means a public entity that has the power to develop or operate the applicable qualifying project.

"Revenues" means all revenues, income, earnings, user fees, lease payments, or other service payments arising out of or in connection with supporting the development or operation of a qualifying project, including without limitation, money received as grants or otherwise from the United States of America, from any public entity, or from any agency or instrumentality of the foregoing in aid of such facility.

"Service contract" means a contract entered into between a public entity and the private entity pursuant to § 56-575.5. Public-Private Education Facilities and Infrastructure Act of 2002, as amended Commonwealth of Virginia Procedures Revised January 17, 2008 -30-

"Service payments" means payments to the private entity of a qualifying project pursuant to a service contract.

"State" means the Commonwealth of Virginia.

"Town" means the Town of Front Royal, Virginia, a municipal corporation and body politic.

"Town Council" means the Town Council of the Town of Front Royal, Virginia.

"Town Manager" means the Town Manager of the Town of Front Royal, Virginia.

“User fees” mean the rates, fees, or other charges imposed by the private entity of a qualifying project for use of all or a portion of such qualifying project pursuant to the comprehensive agreement pursuant to Va. Code § 56-575.9.

This ordinance shall become effective upon passage.

APPROVED:

Timothy W. Darr, Mayor

ATTEST:

Jennifer E. Berry, Clerk of Council

THIS ORDINANCE was approved at the Regular Meeting of the Town of Front Royal, Virginia on its second reading, conducted _____, 2015, upon the following recorded vote:

John P. Connolly	Yes/No	Bret W. Hrbek	Yes/No
Hollis L. Tharpe	Yes/No	Eugene R. Tewalt	Yes/No
Bébhinn C. Egger	Yes/No	Daryl L. Funk	Yes/No

A public hearing on the above was held on _____, 2015 having been advertised in the Northern Virginia Daily on _____, 2015 and _____, 2015.

Approved as to form and legality:

Douglas W. Napier, Town Attorney

Date: ____/____/____

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**COUNCIL APPROVAL – Setting of Real and
Personal Property Taxes (2nd Reading)**



Town of Front Royal, Virginia
Council Agenda Statement

Page 1
Item No. 11

Meeting Date: March 23, 2015

Agenda Item: COUNCIL APPROVAL – Setting of Real/Personal Property Tax Rate (*2nd Reading*)

Summary: Council is requested to adopt on its second and final reading a real property tax rate of \$0.13 per \$100 assessed value, which represents an increase of \$0.0025 per \$100 assessed value from the current year's rate associated with the average increase in property values from the reassessment of properties completed by Warren County; the Personal Property tax rate at \$0.64 per \$100 assessed value, which represents no increase over the current year's rates; the Machinery and Tools Tax rate at \$0.64 per \$100 assessed value, which represents no increase over the current year's rates; and the Mobile Homes tax rate at \$0.13, which represents no increase over the current year's rates, for Fiscal Year 2015-2016.

Budget/Funding: None

Attachments: None

Meetings: Work Session held February 2, 2015. Public Hearing held March 9, 2015

Staff Recommendation: Approval Denial

Proposed Motion: I move that Council adopt on its second and final reading a Real Property tax rate of \$0.13 per \$100 assessed value; Personal Property tax rate at \$0.64 per \$100 assessed value; Machinery and Tools Tax rate at \$0.64 per \$100 assessed value; Mobile Homes tax rate at \$0.13.

*Note: Motions are the formal & final proposal of Council,
proposed motions are offered by Staff for guidance
*To be clear and concise, motions should be made in the positive

Approved By: JB

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**COUNCIL APPROVAL – 2015 VML Policy
Committee Nominations**



Town of Front Royal, Virginia
Council Agenda Statement

Page 1
Item No. 12

Meeting Date: March 23, 2015

-
- Agenda Item:** COUNCIL NOMINATIONS – 2015 Virginia Municipal League (VML) Policy Committees
- Summary:** Council is requested to make nominations to the Virginia Municipal League (VML) Policy Committees for 2015. Policy Committee members will serve May through December 2015. Nominations are due to VML by April 17, 2015.
- Budget/Funding:** None
- Attachments:** Letter from VML
- Meetings:** Work Session held March 16, 2015
- Staff Recommendation:** Approval Denial
- Proposed Motion:** I move that Council nominate the following to the various Virginia Municipal League (VML) Policy Committees, said terms to expire December 31, 2015.
- 1) Councilman Bret Hrbek and Councilman Bébhinn Egger to the Community & Economic Committee
 - 2) Town Manager Steve Burke to the Environmental Quality Committee
 - 3) Councilman John Connolly and Finance Director Kim Gilkey-Breeden to the Finance Committee
 - 4) Councilman Daryl Funk and Town Attorney Doug Napier to the General Laws Committee
 - 5) Mayor Tim Darr and Vice Mayor Hollis Tharpe to the Transportation Committee

*Note: Motions are the formal & final proposal of Council, proposed motions are offered by Staff for guidance

*To be clear and concise, motions should be made in the positive

Approved By: JB



OFFICERS

PRESIDENT

WILLIAM D. EUILLE
ALEXANDRIA MAYOR

PRESIDENT-ELECT

RON RORDAM
BLACKSBURG MAYOR

VICE PRESIDENT

ROBERT K. COINER
GORDONSVILLE MAYOR

IMMEDIATE PAST PRESIDENT

DAVID P. HELMS
MARION MAYOR

EXECUTIVE DIRECTOR

KIMBERLY A. WINN

MAGAZINE

VIRGINIA TOWN & CITY

March 9, 2015

To: Key Officials of Full Member Local Governments
Council and Board Clerks of Full Member Local Governments

From: Kim Winn, Executive Director

Subject: 2015 VML Policy Committee Nominations

The Virginia Municipal League is now accepting nominations for its 2015 policy committees. Accompanying this document is a description of the policy committee process, along with a nomination form. Please complete the nominations form and return it to VML by April 17. If your community has an election in May, please return this form by the requested date even if you must revise it later.

Please observe the following guidelines when making your policy nominations:

- Only full-member local governments may participate.
- You may nominate two individuals to a committee; if two are nominated, at least one nominee must be a governing body member.
- Only members of a council or board of supervisors and appointed officials (i.e., employees of the local government) are eligible to serve.
- Individuals may serve on only one committee a year.
- The chief administrative officer or mayor/board chairman must sign the nomination form.
- Please return nomination forms by April 17.

We will forward information about policy committee meeting times and location as soon as they are confirmed. Policy committee recommendations that emerge from the July meeting will be forwarded to the Legislative Committee for consideration at its September meeting.

Please call/email Janet Areson (804/523-8522, jareson@vml.org) if you have any questions about the appointment process

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VML 2015 Policy Committee Nominations

Please return this form by **April 17** to Joni Terry at VML, P.O. Box 12164, Richmond, VA 23241; Fax 804/343-3758; email: jterry@vml.org

Community & Economic Development

Name & Title: _____

Name & Title: _____

Environmental Quality

Name & Title: _____

Name & Title: _____

Finance

Name & Title: _____

Name & Title: _____

General Laws

Name & Title: _____

Name & Title: _____

Human Development & Education

Name & Title: _____

Name & Title: _____

Transportation

Name & Title: _____

Name & Title: _____

Signed: _____ Locality: _____
(Mayor/Chair, or Manager/Administrator)

VML's Legislative and Policy Committee Process

Each year the Virginia Municipal League develops two separate documents -- a legislative program and a compilation of policy statements -- through a process that involves the Legislative Committee and six separate policy committees. The Legislative Committee is responsible for developing the legislative program, but it may also rely on input from the policy committees to do so. The policy committees develop broad policy statements, in addition to submitting specific legislative recommendations for consideration by the Legislative Committee.

Legislative Committee

What is the role of the Legislative Committee?

The Legislative Committee is responsible for considering and developing positions on existing or proposed state and federal legislation or regulations, and urging the enactment or amendment of, or opposition to, such legislation or regulations.

How is the Legislative Committee appointed?

VML's Constitution spells out the composition of the Legislative Committee. The committee consists of 24 individuals holding local elective or appointed positions, all appointed by VML's President. Of the 24 members, 12 must be representatives of cities and urban counties with populations in excess of 35,000, six must be representatives of cities and urban counties with populations of 35,000 or less, and six must represent towns.

What is included in VML's Legislative Program?

The legislative program adopted by the Legislative Committee reflects specific legislative objectives that VML hopes to achieve during the upcoming legislative session. It is subject to the approval of VML's membership at the annual conference.

What is the relationship between the legislative committee and VML's policy committees?

The Legislative Committee meets prior to the policy committees to identify issues that it would like the committees to consider for potential inclusion in the league's legislative program. It meets again after the policy committees have met to consider their recommendations.

Policy Committees

What is the role of the policy committees?

Policy committees receive briefings on select statewide issues, consider possible changes to the policy statement, and develop legislative recommendations for the Legislative Committee to consider.

How are policy committees appointed?

Policy committee membership consists of elected and appointed officials of full-member local governments. Nomination information is sent in the spring to each locality, and each local government determines which of its officials will be nominated for each of the six policy committees. Each local government may nominate up to two people per policy committee, at least one of whom must be an elected official.

What are the benefits of serving on a policy committee?

VML policy committees offer members an opportunity to learn about current and emerging statewide issues that affect local governments, to develop through policy statements the broad philosophical framework that guides the league, and to network with local officials with similar policy interests.

How many policy committees are there?

There are six policy committees: community and economic development, environmental quality, finance, general laws, human development and education, and transportation.

What issues does each policy committee cover?

- **Community & Economic Development:** Authority, administration, and funding of local governments to manage a full range of community and economic development issues, including business development and retention, international competitiveness, infrastructure development and investment, planning, land use and zoning, blight, enterprise zones, housing, workforce development and historic preservation.
- **Environmental Quality:** Natural resources and the authority of local governments to manage the environment, including water resources and quality, solid and hazardous waste management, air quality and the Chesapeake Bay.
- **Finance:** Powers, organization and administration of local government financing, including taxing authority, debt financing, state aid to local governments and federal policies affecting local finance issues.
- **General Laws:** Powers, duties, responsibilities, organization and administration of local governments, including state-local and inter-local relations, conflicts-of-interest, freedom-of-information, information management and personnel, telecommunications, utilities and law enforcement, jails and courts issues.
- **Human Development and Education:** Management and funding of social services, prek-12 education, health, behavioral health, juvenile justice, recreation, rehabilitation and aging.
- **Transportation:** Development, maintenance, and funding of a comprehensive land, sea and air transportation system for the Commonwealth, and federal, state and local roles in the provision and regulation of transportation.

What is a policy statement?

Each policy committee develops a policy statement that covers issues in its respective area. The policy statement expresses the agreement of VML's membership on matters of interest to local governments. The statement generally addresses broad, long-term, philosophical positions. The VML membership approves the policy statements at its annual meeting.

How do policy statements differ from VML's legislative program?

Policy statements are general in nature. They reflect local governments' positions on a range of issues. The Legislative Program is more specific and immediate. It is limited to legislative positions that VML expects to lobby on during the upcoming legislative session.