



# CITY OF COLONIAL HEIGHTS

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## Office of the City Manager

**TO:** The Honorable Mayor and Members of City Council  
**FR:** Richard A. Anzolut, Jr., ~~PK~~ City Manager  
**DATE:** October 15, 2009  
**SUBJ:** Continued Discussion of Draft PPEA Guidelines

During the Work Session of September 15, 2009, City Council reviewed guidelines of other localities use to participate in the Public-Private-Educational Facilities and Infrastructure Act (PPEA) procurement process. At the conclusion of the work session discussion, City Council endorsed the preparation of the PPEA Guidelines similar to those used by the City of Hopewell. During the work session conversations, the City Attorney expressed his desire to make certain modifications and expansions to the guidelines used by Hopewell so a new set could be developed and approved for Colonial Heights. Attached is the initial work of the City Attorney on preparing guidelines for our use. As mentioned, these are based on guidelines currently being used by the City of Hopewell.

A portion of the Work Session of October 20, 2009, has been scheduled for Council's review and discussion of these draft PPEA Guidelines. The City Attorney and City Manager will be prepared to assist Council with their review of this matter.

If any questions arise prior to the Work Session, they are probably best directed to the City Attorney. If City Staff can be of any assistance to Council as part of your initial review prior to the Work Session, please do not hesitate to contact me.

Attachment

cc: Hugh P. Fisher, III, City Attorney  
William E. Johnson, Director of Finance



OFFICE OF THE  
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## MEMORANDUM

**TO:** The Honorable Mayor and Members of City Council  
**FROM:** Hugh P. Fisher, III, City Attorney *H.P.F. III*  
**RE:** PPEA Guidelines  
**DATE:** October 15, 2009

During its last work session, Council requested that this office prepare a final draft of PPEA guidelines which it could ultimately adopt via an ordinance. Council asked that the adopted City of Hopewell PPEA guidelines be used as the basic instrument for drafting the City's guidelines, though Council did request two additions to the Hopewell guidelines. The first suggested addition was to include a definition for "appropriating body", which is defined in the Division of Legislative Services guidelines as "the body responsible for appropriating or authorizing funding to pay for a qualifying project". With all due respect to Council, I did not include this definition in the attached draft guidelines; because the term "appropriating body" does not appear, and need not appear, anywhere in the draft guidelines. It is clear that the City of Colonial Heights is the appropriating body in our guidelines.

Second, Council suggested that I provide for an oversight advisory committee, which again is mentioned in the Division of Legislative Services' guidelines. I have provided for the possible creation of such a committee in section VI, "Proposal Evaluation and Selection Criteria", at the top of page 16 of the draft. In addition to this change, I have also altered the Hopewell guidelines used as a model by making minor editing and grammatical changes thereto.

Of course, I will be glad to discuss the draft guidelines prior to the October 20 work session if you have any questions.

**cc:** Richard A. Anzolut, Jr., City Manager  
Kimberly J. Rollinson, City Clerk

**AN ORDINANCE NO. 09-\_\_\_\_\_**

Adopting and implementing local guidelines pursuant to the Public-Private Education Facilities and Infrastructure Act of 2002 for the City of Colonial Heights, Virginia.

**WHEREAS**, the Virginia General Assembly, pursuant to the Public-Private Education Facilities and Infrastructure Act of 2002, Va. Code § 56-575.1 et seq., and all amendments thereto (PPEA), has determined that there is a public need for timely acquisition, design, construction, improvement, renovation, expansion, equipping, maintenance, operation, implementation, or installation of education facilities, technology infrastructure and other public infrastructure and government facilities within the Commonwealth that serve a public need and purpose; and

**WHEREAS**, such public need may not be wholly satisfied by existing methods of procurement in which qualifying projects are acquired, designed, constructed, improved, renovated, expanded, equipped, maintained, operated, implemented, or installed; and

**WHEREAS**, there are inadequate resources to develop new education facilities, technology infrastructure and other public infrastructure and government facilities for the benefit of citizens of the Commonwealth, and there is demonstrated evidence that public-private partnerships can meet these needs by improving the schedule for delivery, lowering the cost, and providing other benefits to the public; and

**WHEREAS**, financial incentives exist under state and federal tax provisions that promote public entities to enter into partnerships with private entities to develop qualifying projects; and

**WHEREAS**, authorizing private entities to develop or operate one or more qualifying projects may result in the availability of such projects to the public in a more timely or less costly fashion, thereby serving the public safety, benefit, and welfare; and

**WHEREAS**, the intent of the PPEA has been declared to, among other things, encourage investment in the Commonwealth by private entities and facilitate the bond financing provisions of the Economic Growth and Tax Relief Reconciliation Act of 2001 or other similar financing mechanisms, private capital and other funding sources that support the development or operation of qualifying projects, to the end that financing for qualifying projects be expanded and accelerated to improve and add to the convenience of the public, and such that public and private entities may have the greatest possible flexibility in contracting with each other for the provision of the public services that are the subject of the PPEA; and

**WHEREAS**, prior to requesting or considering a proposal for a qualifying project under the PPEA, the City must adopt and make publicly available guidelines that are sufficient to enable the City to comply with the PPEA, which guidelines shall be reasonable, encourage competition, and guide the selection of projects under the purview of the City; and

**WHEREAS**, the following guidelines fulfill the purposes of, and meet the requirements of, the PPEA.

**NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF COLONIAL HEIGHTS** that the following guidelines are hereby adopted and implemented pursuant to the PPEA:

**City of Colonial Heights, Virginia**

**Guidelines for the Implementation of the Public-Private Education Facilities and  
Infrastructure Act of 2002**

**City of Colonial Heights, Virginia  
Guidelines for the Implementation of the  
Public-Private Education Facilities and Infrastructure Act of 2002**

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## I. Introduction

The Public-Private Education Facilities and Infrastructure Act of 2002 (the "PPEA") grants the City of Colonial Heights (the "City"), a responsible public entity as defined in the PPEA, the authority to enter into public-private partnership agreements for the development of a wide range of projects for public use if the City determines that 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. For the purposes of these guidelines, the term "City" includes its School Board in the case of education facilities. Individually negotiated interim and comprehensive agreements between a private entity, as defined in the PPEA, and the City will define the respective rights and obligations of the City and the private entity. Although guidance with regard to the application of the PPEA is provided herein, it will be incumbent upon the City and all private entities to comply with the provisions of the PPEA.

In order for a project to come under the PPEA, it must meet the definition of a "qualifying project." The City may consider utilizing PPEA procedures if:

1. There is a public need for or benefit derived from the qualifying project of the type the private entity proposes;
2. The estimated cost of the project is reasonable in relation to similar facilities; and
3. The private entity's plans will result in the timely development or operation of the project.

The PPEA contains a broad definition of qualifying projects that include public buildings and facilities of all types, for example:

1. An education facility, including, but not limited to, a school building (including any stadium or other facility primarily used for school events), any functionally related and subordinate facility and land to a school building 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;
2. A building or facility that meets a public purpose and is developed or operated by or for any public entity;
3. Improvements, together with equipment, necessary to enhance public safety and security of buildings to be principally used by a public entity;
4. Utility and telecommunications and other communications infrastructure;
5. A recreational facility;
6. 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;
7. Technology, equipment, or infrastructure designed to deploy wireless broadband services to schools, businesses, or residential areas, or
8. Any improvements necessary or desirable to any unimproved locally- or state-owned real estate.

The PPEA establishes requirements to which the City must adhere when reviewing and approving proposals received pursuant to the PPEA. In addition, the PPEA specifies the criteria that must be used to select a proposal and the contents of the interim or comprehensive agreement detailing the relationship between the City and the private entity.

The Colonial Heights City Council (the "City Council") adopted these guidelines on \_\_\_\_\_ to implement the PPEA in the City. The City Manager will follow these guidelines in receiving and evaluating any proposal submitted to the City under the provisions of the PPEA. The City Council must adopt any amendments to these guidelines.

These guidelines shall govern all City PPEA projects, including education facilities, and shall be applicable to all City agencies, boards, commissions, and committees. The City Manager may designate a working group (the "Working Group") to assist the City Manager in evaluating proposals and negotiating any interim or comprehensive agreement. The City Manager shall implement these guidelines, receive proposals submitted under the PPEA, and respond to inquiries regarding the PPEA or these guidelines, but the City Manager may specifically designate one or more persons to perform one or more of these duties.

## II. General Provisions

### A. Proposal Submission

A proposal may be either solicited by the City or delivered by a private entity on an unsolicited basis. In either case, the proposal shall be clearly identified as a "PPEA PROPOSAL." To be considered, one original and nine (9) copies of any unsolicited proposal must be submitted along with the applicable fee to the City Manager, or his designee as set forth above, \_\_\_\_\_ by certified mail, express delivery or hand delivery. Proposers may be required to follow a two-part proposal submission process consisting of an initial conceptual phase and a detailed phase, as described herein. The City may discontinue its evaluation of any proposal at any time during the conceptual or detailed phase.

The PPEA 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. Proposals may include, if applicable, the portion of the tax-exempt private activity bond limitation amount to be allocated annually to the Commonwealth of Virginia pursuant to the Economic Growth and Tax Relief Reconciliation Act of 2001 for the development of education facilities using public-private partnerships, and to provide for carryovers of any unused limitation amount.

Proposals should be prepared simply and economically, 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 City. 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 scope of work and a financial plan for the project, containing enough detail to allow an analysis by the City of the financial feasibility of the proposed project. Any facility, building, infrastructure, or improvement included in a proposal shall be identified specifically or conceptually. The cost analysis of a proposal should not be linked solely to any proposed financing plan, as the City may determine to finance the project through other available means. The City Manager or his designee may request, in writing, clarification of the submission.

The PPEA is intended to encourage proposals from the private sector that offer the provision of private financing in support of the proposed public project and the assumption of commensurate risk by the private operator, but also benefits to the private entity through innovative approaches to project financing, development and use. However, while substantial private sector involvement is encouraged, qualifying facilities will still be devoted primarily to public use and typically involve facilities critical to the public health, safety and welfare. Accordingly, the City shall continue to exercise full and proper due diligence in the evaluation and selection of private entities for these projects. Prospective private entities proposing projects shall be held strictly accountable for their representations or other information provided regarding their qualifications, experience, or other contents of their proposals, including all specific aspects of proposed plans to be performed by the private entity.

## B. Proposal Review Fees

The PPEA authorizes the City to charge fees to cover the costs of processing, reviewing, and evaluating proposals.

1. A fee in accordance with the fee schedule below, paid with certified funds, shall accompany any initial proposal to cover the cost of determining whether it is a qualifying project with a reasonable expectation of satisfying the criteria of Va. Code § 56-575.4 (C) of the PPEA of public need or benefit, reasonable estimated cost, and timely acquisition of the project. The fee shall be based on the total cost of the proposal.
2. If the proposal is advanced to the detailed stage of review, an additional fee in accordance with the fee schedule below shall be due. The fee, paid in certified funds, shall accompany the proposer's submission at the detailed stage.

Review Stage	Fee	Minimum	Maximum
Conceptual/Initial	1%	\$2,500.00	\$5,000.00
Detail	1%	\$5,000.00	\$50,000.00

## C. Reservation of Rights

In connection with any proposal or qualifying project, the City shall have all rights available to it by law in administering these guidelines, including without limitation, the right in its sole and unfettered discretion to:

1. Reject any or all proposals at any time, for any reason, solely within the discretion of the City. Proposers shall have no recourse against the City for such rejection. Proposers will be notified in writing of such rejection in accordance with these guidelines.
2. Terminate evaluation of any and all proposals at any time.
3. Suspend, discontinue or terminate interim and comprehensive agreement negotiations with any proposer at any time before the actual authorized execution of an interim or comprehensive agreement by all parties.
4. Negotiate with a proposer without being bound by any provision in its proposal.
5. Request or obtain additional information about any proposal.
6. Issue addenda to or cancel any request for proposals ("RFP") or invitation for bids ("IFB").
7. Revise, supplement or withdraw all or any part of these guidelines at any time and from time to time.
8. Modify any standard fee schedule as stated herein for a specific proposal or for all future proposals.
9. Decline to return any and all fees required to be paid by proposers hereunder, except for fees paid with an unsolicited proposal that is not accepted for conceptual – stage consideration.
10. Request revisions to conceptual or detailed proposals.
11. Submit a proposal for review by outside consultants or advisors selected by the City without notice to the proposer. Such consultants or advisors shall be advised of, and required to maintain, the confidentiality of information that has been designated as confidential, and to refer all requests for such information to the City.

Under no circumstances shall the City be liable for, or reimburse, the costs incurred by proposers, whether or not selected for negotiations, in developing proposals or in negotiating agreements. Any and all information the City makes available to proposers shall be as a convenience to the proposer and without representation or warranty of any kind. Proposers may not rely upon any oral responses to inquiries. If a proposer has a question regarding application of these guidelines, the proposer must submit the question in writing and the City will respond in writing as it determines appropriate.

#### D. Virginia Freedom of Information Act

##### 1. General applicability of disclosure provisions

Proposal documents submitted by private entities are generally subject to the Virginia Freedom of Information Act ("FOIA") except that Va. Code § 2.2-3705.6 (11) exempts certain documents from public disclosure. FOIA exemptions, however, are discretionary, and the City may elect to release some or all of documents except to the extent the documents are:

- a. Trade secrets of the private entity as defined in the Uniform Trade Secrets Act (Va. Code § 59.1-336 *et seq.*);
- b. Financial records of the private entity that are not generally available to the public through regulatory disclosure or otherwise, including but not limited to, balance sheets and financial statements; or
- c. Other information submitted by a private entity, where if the record or document were made public prior to the execution of an interim or comprehensive agreement the financial interest or bargaining position of the public or private entity would be adversely affected.

Additionally, to the extent access to proposal documents submitted by private entities are compelled or protected from disclosure by a court order, the City will comply with the provisions of such order.

##### 2. Protection from mandatory disclosure for certain documents submitted by a private entity

Before a document of a private entity may be withheld from disclosure, the private entity must make a written request to the City at the time the documents are submitted, designating with specificity the documents for which the protection is being sought and a clear statement of the reasons for invoking the protection with reference to one or more of three classes of records listed in Section I.D.1.

Upon the receipt of a written request for protection of documents, the City shall determine whether the documents contain (i) trade secrets, (ii) financial records, or (iii) other information that would adversely affect the financial interest or bargaining position of the City or private entity in accordance with Section I.D.1. The City will make a written determination of the nature and scope of the protection to be afforded by the City under this subdivision. If the written determination provides less protection than requested by the private entity, the private entity will be accorded an opportunity to withdraw its proposal. Nothing shall prohibit further negotiations of the documents to be accorded protection from release although what may be protected must be limited to the categories of records identified in Section I.D.1.

Once a written determination has been made by the City, the documents afforded protection under this subdivision shall continue to be protected from disclosure when in the possession of the City or any affected jurisdiction to which such documents are provided.

If a private entity fails to designate trade secrets, financial records, or other confidential or proprietary information for protection from disclosure, such information, records or documents shall be subject to disclosure under FOIA.

3. Protection from mandatory disclosure for certain documents produced by the City

The City may withhold from disclosure memoranda, staff evaluations, or other records prepared by the City, its staff, outside advisors, or consultants exclusively for the evaluation and negotiation of proposals where (i) if such records were made public prior to or after the execution of an interim or a comprehensive agreement, the financial interest or bargaining position of the City would be adversely affected, and (ii) the basis for the determination required in clause (i) is documented in writing by the City.

Cost estimates relating to a proposed procurement transaction prepared by or for the City shall not be open to public inspection.

4. The City may not withhold from public access:

- a. Procurement records other than those subject to the written determination of the City;
- b. Information concerning the terms and conditions of any interim or comprehensive agreement, service contract, lease, partnership, or any agreement of any kind entered into by the City and the private entity;
- c. Information concerning the terms and conditions of any financing arrangement that involves the use of any public funds; or
- d. Information concerning the performance of any private entity developing or operating a qualifying transportation facility or a qualifying project.

However, to the extent that access to any procurement record or other document or information is compelled or protected by a court order, the City will comply with such order.

**E. Use of Public Funds**

Virginia constitutional and statutory requirements and City ordinances and policies as they apply to appropriation and expenditure of public funds apply to any interim or comprehensive agreement entered into under the PPEA. 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. Applicability of Other Laws**

Nothing in the PPEA shall affect the duty of the City to comply with all other applicable law not in conflict with the PPEA.

**III. Solicited Proposals**

The City may issue Requests for Proposals (RFPs) or Invitations for Bids (IFBs), inviting proposals from private entities to develop or operate qualifying projects. The City may use a two-part proposal process consisting of an initial conceptual phase and a detailed phase. An RFP shall invite proposers to submit proposals on individual projects identified by the City. The City will set forth in the RFP the format and supporting information that is required to be submitted, consistent with the provisions of the PPEA. The City may establish suggested timelines for selecting proposals for the review and selection of solicited proposals.

The RFP 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 RFP 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. Public notice of the RFP shall be posted in such public areas as are normally used for posting of the City's notices, including the City's website and published in a newspaper or newspapers of general circulation in the City. In addition, solicited proposals shall be posted pursuant to Section IV. B. Pre-proposal conferences may be held as deemed appropriate by the City.

#### **IV. Unsolicited Proposals**

The PPEA permits the City to receive, evaluate and select for negotiations unsolicited proposals from private entities to develop or operate a qualifying project.

The City may publicize its needs and may encourage interested parties to submit proposals subject to the terms and conditions of the PPEA. When such a proposal is received without issuance of an RFP, the proposal shall be treated as an unsolicited proposal. The City may establish suggested timelines for the review and selection of unsolicited proposals.

##### **A. Decision to Accept and Consider Unsolicited Proposal; Notice**

1. Upon receipt of any unsolicited proposal or group of proposals and payment of the required fee or fees by the proposer or proposers, the City Council shall, after receiving the recommendation of the City Manager, determine whether to reject the unsolicited proposal or accept the unsolicited proposal for publication and further conceptual-stage consideration. If the proposal is for an education facility, the City Manager shall consult with the Superintendent of Schools ("Superintendent"), who may receive the recommendation of the School Board regarding the proposal.
2. If City Council chooses to accept an unsolicited proposal for publication and conceptual-stage consideration, the City shall post a notice in a public area regularly used by the City for posting of public notices and on the City's website for a period of not less than 45 days. The City may also publish the same notice in one or more newspapers or periodicals of general circulation in the City to notify any parties that may be interested in submitting competing unsolicited proposals. Interested parties shall have adequate time as specified in the notice to submit competing unsolicited proposals. The notice shall state that the City (i) has received an unsolicited proposal under the PPEA, (ii) intends to evaluate the proposal, (iii) may negotiate an interim or comprehensive agreement with the proposer based on the proposal, and (iv) will receive for simultaneous consideration any competing proposals that comply with the guidelines adopted by the City and pursuant to the PPEA. The notice also shall summarize the proposed qualifying project or projects, and identify their proposed locations. If such unsolicited proposal is accepted and is to be evaluated using "competitive negotiation" procedures as described in Section IV. C. 1, the City shall make the written determination described in Section IV. C. 1 prior to such evaluation.

To ensure that sufficient information is available upon which to base the development of a serious competing proposal, representatives of the City familiar with the unsolicited proposal and the guidelines established by the City shall be made available to respond to inquiries and meet with private entities that are considering the submission of a competing proposal. The City shall conduct an analysis of the information pertaining to the proposal included in the notice to ensure that such information sufficiently encourages competing proposals. Further, the City shall establish criteria, including key decision points and approvals to ensure

proper consideration of the extent of competition from available private entities prior to selection.

3. Any proposal not accepted for conceptual-stage consideration will be returned, together with all fees and accompanying documentation, to the proposer.

#### **B. Posting Requirements**

1. Conceptual proposals accepted for review and further evaluation, whether solicited or unsolicited, shall be posted by the City within 10 working days after acceptance of such proposals.

Posting shall be on the City's website or by publication, in a newspaper of general circulation in the area in which the contract is to be performed, of a summary of the proposals and the location where copies of the proposals are available for public inspection.

2. Nothing shall be construed to prohibit the posting of the conceptual proposals by additional means deemed appropriate by the City so as to provide maximum notice to the public of the opportunity to inspect the proposals.
3. In addition to the posting requirements, at least one copy of the proposals shall be made available for public inspection. Trade secrets, financial records, or other records of the private entity excluded from disclosure under the provisions Va. Code § 2.2-3705.6 (11) shall not be required to be posted, except as otherwise agreed to by the City 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.

#### **C. Review at Conceptual Stage**

1. When one or more proposals are received, the City will determine at this initial stage of review whether it will proceed with the evaluation of the proposals using standard procurement procedures consistent with the Virginia Public Procurement Act or procedures normally used by the City 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 City may proceed using such guidelines only if it makes a written determination that doing so is likely to be advantageous to the City and the public based upon either (i) the probable scope, complexity or priority of need; (ii) the risk sharing, including guaranteed cost or completion guarantees, added value or debt, or equity investments proposed by the private entity; or (iii) the increase in funding, dedicated revenue or other economic benefit that would otherwise not be available. The City may reject any or all proposals.
2. After reviewing the original proposal and any competing proposals submitted during the notice period, the City may determine:
  - a. not to proceed further with any proposal;
  - b. to proceed to the detailed stage of review with the original proposal;
  - c. to proceed to the detailed stage with a competing proposal;
  - d. to proceed to the detailed stage with multiple proposals; or
  - e. to request modifications or amendments to any proposal.

In the event that more than one proposal will be considered in the detailed phase of review, the City shall consider whether the

unsuccessful proposer should be reimbursed for costs incurred in the detailed phase of review, and such reasonable costs may be assessed to the successful proposer in the comprehensive agreement.

3. Discussions between the City and private entities about the need for infrastructure improvements shall not limit the ability of the City to later determine to use standard procurement procedures to meet its infrastructure needs. The City retains the right to reject any proposal at any time prior to the execution of an interim or comprehensive agreement.

## **V. Proposal Preparation and Submission**

### **A. Format for Submissions at Conceptual Stage**

At the conceptual stage, all proposals, whether solicited or unsolicited, shall contain information in the following areas: (i) qualifications and experience; (ii) project characteristics; (iii) project financing; (iv) project benefit and compatibility; and (v) any additional information that the City may request to comply with the requirements of the PPEA. Suggestions for formatting information to be included in proposals at this stage include the items listed below, as well as any additional information or documents that the City may request:

1. Qualifications and Experience
  - a. Identify the legal structure or type of private entity making the proposal. Identify the organizational structure for the project, the management approach and how each partner and major subcontractor (\$1 million or more) in the structure fits into the overall team. All members of the operator/offeror's team, including major subcontractors known to the proposer, must be identified at the time a proposal is submitted for the conceptual stage. Identified team members, including major subcontractors (over \$1 million), may not be substituted or replaced once a project is approved and comprehensive agreement entered into, without the written approval of the City. Include the status of the Virginia license of each partner, proposer, contractor, and major subcontractor.
  - b. Describe the experience of the private entity making the proposal and the key principals 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 private entity. Describe the past safety performance record and current safety capabilities of the private entity. Describe the past technical performance history on recent projects of comparable size and complexity, including disclosure of any legal claims by or against the private entity. Include the identity of any private entity that will provide design, construction and completion guarantees and warranties and a description of such guarantees and warranties.
  - c. For each private entity or major subcontractor (\$1 million or more) that will be utilized in the project, provide a statement listing all of the private entity's prior projects and clients for the past five years and contact information for same (names/addresses/telephone numbers). If a private entity has worked on more than ten (10) projects during this period, it may limit its prior project list to ten (10), but shall first include all projects similar in scope and size to the proposed project and, second, it shall include as many of its

most recent projects as possible. Each private entity or major subcontractor shall be required to submit all performance evaluation reports or other documents which are in its possession evaluating the private entity's performance during the preceding three years in terms of cost, quality, schedule maintenance, safety and other matters relevant to the successful project development, operation, and completion.

- d. Provide the names, addresses, and telephone numbers of persons within the private entity who may be contacted for further information.
- e. Provide a current or most recently audited financial statement of the private entity and each partner with an equity interest of ten percent or greater.
- f. 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 Interests Act, Chapter 31 (§ 2.2-3100 et seq.) of Title 2.2.
- g. Identify the proposed plan for obtaining sufficient numbers of qualified workers in all trades or crafts required for the project.
- h. For each private entity or major subcontractor that will perform construction or design activities, provide the following information:
  - (1) A sworn certification by an authorized representative of the private entity attesting to the fact that the private entity is not currently debarred or suspended by any federal, state or local government entity.
  - (2) A completed qualification statement that reviews all relevant information regarding technical qualifications and capabilities, private entity resources and business integrity of the private entity, including but not limited to, bonding capacities, insurance coverage and private entity equipment. This statement shall also include a mandatory disclosure by the private entity for the past five years of any of the following conduct:
    - (A) bankruptcy filings
    - (B) liquidated damages
    - (C) fines, assessments or penalties
    - (D) judgments or awards in contract disputes
    - (E) contract defaults, contract terminations
    - (F) license revocations, suspensions, other disciplinary actions
    - (G) prior debarments or suspensions by a governmental entity
    - (H) denials of prequalification, findings of non-responsibility
    - (I) past safety performance data, including fatality incidents, "Experience Modification Rating," "Total Recordable Injury Rate" and "Total Lost Workday Incidence Rate"
    - (J) violations of any federal, state or local criminal or civil law
    - (K) criminal indictments or investigations
    - (L) claims filed by or against the firm
- i. Worker Safety Programs: Describe worker safety training programs, job-site safety programs, accident prevention

programs, and written safety and health plans, including incident investigation and reporting procedures.

2. Project Characteristics

- a. Provide a description of the proposed project, including the conceptual design, in sufficient detail so that type and intent of the project, its location, and the communities that may be affected are clearly identified.
- b. Identify and fully describe any work to be performed by the City.
- 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 and environmental impacts of the project. Specify the strategies or actions to mitigate known or anticipated impacts of the project. Indicate if any environmental or archaeological assessment has been completed.
- e. Identify the projected positive social, economic and environmental impacts of the project.
- f. Identify the proposed schedule for the work on the project, including sufficient time for the City to review, and the estimated time for completion.
- g. Identify contingency plans for addressing public needs in the event that all or some of the project is not completed according to the projected schedule.
- h. Propose allocation of risk and liability for work completed beyond the Comprehensive Agreement's completion date, and assurances for timely completion of the project.
- i. State assumptions related to ownership, legal liability, law enforcement and operation of the project and the existence of any restrictions on the City's use of the project.
- j. Provide information relative to phased or partial openings of the proposed project prior to completion of the entire work.
- k. List any other contingencies and assumptions relied on or that must occur for the project to be successful.

3. 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 shall include appropriate staffing levels and associated costs. Include any supporting due diligence studies, analyses or reports.
- c. Include a list and discussion of assumptions underlying all major elements of the plan. Assumptions should include all significant fees associated with financing given the recommended financing approach. In addition, complete disclosure of interest rate

assumptions should be included. Any ongoing operational fees, if applicable, should also be disclosed, as well as any assumptions with regard to increases in such fees.

- d. Identify the proposed risk factors and methods for dealing with these factors.
- e. Identify any local, state or federal resources that the proposer contemplates requesting for the project. Describe the total commitment, if any, expected from governmental sources and the timing of any anticipated commitment, both one-time and ongoing. Such disclosure should include any direct or indirect guarantees or pledges of the City's credit or revenue.
- f. Identify the amounts and the terms and conditions for any revenue sources.
- g. Identify any aspect of the project that could disqualify the project from obtaining tax-exempt financing.

4. Project Benefit and Compatibility

- a. Identify community benefits, including the economic impact the project will have on the Commonwealth and the City in terms of amount of tax revenue to be generated for the Commonwealth and the City, the number of jobs generated for Virginia residents and level of pay and fringe benefits of such jobs, the training opportunities for apprenticeships and other training programs generated by the project, and the number and value of subcontracts generated for Virginia subcontractors.
- b. Identify any anticipated public support or opposition, as well as any anticipated government support or opposition, for the project.
- c. Explain the strategy and plan that will be carried out to involve and inform the general public, business community, local governments, and governmental agencies in areas affected by the project.
- d. Describe the compatibility of the project with local, regional, and state economic development efforts.
- e. Describe the compatibility with the City's comprehensive plan, infrastructure development plans, and capital improvements plan.

## B. Format for Submissions at Detailed Stage

If the City decides to proceed to the detailed stage of review with one or more proposals, the following information must be provided by the proposer unless specifically waived in writing by the City:

1. A topographical map (1:2,000 or other appropriate scale) depicting the location of the proposed project.
2. Conceptual site plan indicating proposed location and configuration of the project on the proposed site.
3. Conceptual (single line) plans and elevations depicting the general scope, appearance and configuration of the proposed project.
4. Detailed description of the proposed participation of, use by, and financial involvement of the City.

5. 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.
6. A list of public facilities or other public improvements that will be required by the City to complete the project.
7. A statement and strategy setting out the plans for securing all necessary property interests required for the project. The statement must include the names and addresses, if known, of the current owners of the subject property interests, as well as a list of any property the proposer intends to request the City to condemn.
8. A detailed listing of all firms that will provide specific design, construction and completion guarantees and warranties, and a brief description of such guarantees and warranties.
9. A total life-cycle cost specifying methodology and assumptions of the project or projects 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.
10. A detailed discussion of assumptions about user fees or rates and usage of the project.
11. 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 resolutions of official bodies, minutes of meetings, letters, or other official communications.
12. Demonstration of consistency with appropriate City comprehensive or infrastructure development plans or indication of the steps required for acceptance into such plans.
13. Explanation of how the proposed project would affect the City's development plans.
14. Description of an ongoing performance evaluation system or database to track key performance criteria, including but not limited to, schedule, cash management, quality, worker safety, change orders, and legal compliance.
15. Identification of the executive management and the officers and directors of the firm or firms submitting the proposal. In addition, identification of any known conflicts of interest or other disabilities that may impact 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 Interests Act, Chapter 31 (Va. Code § 2.2-3100 *et seq.*) of Title 2.2 of the Code of Virginia.
16. Additional material and information as the City may request.

## VI. Proposal Evaluation and Selection Criteria

In reviewing any PPEA proposal accepted for consideration, the City shall engage the services of qualified professionals, which may include an architect, professional engineer, or certified public accountant, not otherwise employed by the City, to provide independent analysis regarding the specifics, advantages, disadvantages and the long- and short-term costs of any request by a private entity for approval of a qualifying

project, unless City Council determines that such analysis shall be performed by City employees. Also, the City may establish criteria to trigger the establishment of an oversight advisory committee consisting of representatives of the City to review the terms of a proposed interim or comprehensive agreement. The criteria should include, but not be limited to, the scope, total cost and duration of the proposed project, and whether the project involves or impacts multiple public entities. Timelines for the work of the committee should be developed and made available to proposers.

The following items, along with the information that may be required under Sections V.A. and V.B. above, are some of the factors that the City may consider in the evaluation and selection of a PPEA proposal. The City reserves the right at all times to reject any proposal at any time for any reason.

#### **A. Qualifications and Experience**

Factors to be considered in either phase of the review to determine whether the proposer possesses the requisite qualifications and experience will include at a minimum:

1. Professional qualifications and experience with similar projects;
2. Demonstration of ability to perform the work;
3. Demonstrated record of successful past performance, including timeliness of project delivery, compliance with plans and specifications, quality of workmanship, cost-control and project safety;
4. Demonstrated conformance with applicable laws, codes, standards, regulations, and agreements on past projects;
5. Leadership structure;
6. Project manager's experience;
7. Management approach;
8. Project staffing plans, the skill levels of the proposed workforce, and the proposed safety plans for the project;
9. Financial condition of the proposer; and
10. Project ownership.

#### **B. Project Characteristics**

Factors to be considered in determining the project characteristics include, along with the specified information required under V.A. and V.B. above, the following:

1. Project definition;
2. Proposed project schedule;
3. Operation of the project;
4. Technology and technical feasibility;
5. Conformity to State and City laws, regulations, and standards;
6. Environmental impacts;
7. Condemnation impacts;
8. State and local permits; and
9. Maintenance of the project.

### C. Project Financing

Factors considered in determining whether the proposed project financing allows adequate access to the necessary capital to finance the project include the following:

1. Cost and cost benefit to the City;
2. Financing, including debt source, and its impact on the debt or debt burden of the City;
3. Financial plan, including overall feasibility and reliability of plan; default implications; the proposer's past performance with similar plans and similar projects; degree to which the proposer has conducted due diligence investigation and analysis of the proposed financial plan and the results of any such inquiries or studies;
4. Life-cycle cost analysis;
5. Opportunity costs assessment;
6. Estimated cost;
7. The identity, credit history and past performance of any third party that will provide financing for the project, and the nature and timing of its commitment, as applicable; and
8. Any other factors the City deems appropriate for analysis.

In the event that any project is financed through the issuance of obligations that are deemed by the City to be tax-supported debt of the City, or if financing such a project may impact the City's debt rating or financial position, the City may select its own finance team, source, and financing vehicle.

### D. Project Benefit and Compatibility

Factors considered in determining the proposed project's compatibility with the City's comprehensive or development plans include the following:

1. Community benefits, including the economic impact the project will have on the City in terms of amount of tax revenue generated for the City, the number of jobs generated for area residents and the level of pay and fringe benefits of such jobs, and the number and value of subcontracts generated for area subcontractors;
2. Community support or opposition, or both;
3. Public involvement strategy;
4. Compatibility with existing and planned facilities;
5. Compatibility with City, regional, and state economic development efforts; and
6. Compatibility with the City's land use and transportation plans.

### E. Other Factors

Other factors that may be considered by the City in the evaluation and selection of PPEA proposals include:

1. The proposed cost of the qualifying project;
2. The general reputation, industry experience, and financial capacity of the private entity;

3. The proposed design of the qualifying project;
4. The eligibility of the project for accelerated documentation, review, and selection;
5. Local citizen and government comments;
6. Benefits to the public, including financial and nonfinancial;
7. The private entity's compliance with a minority business enterprise participation plan or good faith effort to comply with the goals of such plan;
8. The private entity's plans to employ local contractors and residents;
9. The recommendation of a committee of representatives of the City which may be established to provide advisory oversight for the project; and
10. Any other factors the City deems appropriate.

## **VII. Interim and Comprehensive Agreements**

Prior to developing or operating the qualifying project, the selected private entity shall enter into a comprehensive agreement with the City. Prior to entering a comprehensive agreement, an interim agreement may be entered into that permits a private entity to perform compensable activities related to the project. Any interim or comprehensive agreement shall define the rights and obligations of the City and the selected proposer with regard to the project.

### **A. Interim Agreement Terms**

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. Availability of financing for the proposed facility through financial and revenue analysis;
6. The process to negotiate, and the 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.

### **B. Comprehensive Agreement Terms**

The scope of the comprehensive agreement shall include but not be limited to:

1. The delivery of maintenance, performance and payment bonds or letters of credit in connection with the development or operation of the qualifying project;
2. The review of plans and specifications for the qualifying project by the City;
3. The rights of the City to inspect the qualifying project to ensure compliance with the comprehensive agreement;

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 private entity by the City to ensure proper maintenance of the project;
6. The terms under which the private entity will reimburse the City for services provided;
7. The policy and procedures that will govern the rights and responsibilities of the City and the private entity in the event that the comprehensive agreement is terminated or there is a material default by the private entity including the conditions governing assumption of the duties and responsibilities of the private entity, by the City and the transfer or purchase of property or other interests of the private entity by the City;
8. The terms under which the private entity 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 set at a level that is 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 City.
  - b. A schedule of the current user fees or lease payments shall be made available by the private entity 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 City may contribute financial resources, if any, for the qualifying project;
11. The terms and conditions under which existing site conditions will be assessed and addressed, including identification of the responsible party for conducting the assessment and taking necessary remedial action;
12. The terms and conditions under which the City will be required to pay money to the private entity and the amount of any such payments for the project;
13. Other requirements of the PPEA or other applicable law; and
14. Such other terms and conditions as the City may deem appropriate.

Any changes in the terms of the interim or comprehensive agreement as may be agreed upon by the parties from time to time shall be added to the interim or comprehensive agreement by written amendment.

The comprehensive agreement may provide for the development or operation of phases or segments of a qualifying project.

Parties submitting proposals understand that representations, information and data supplied in support of, or in connection with, proposals play a critical role in the competitive evaluation process and in the ultimate selection of a proposal by the City. Accordingly, as part of the interim or comprehensive agreement, the proposer and its team members shall certify that all material representations, information and data provided in support of, or in connection with, a proposal is true and correct. Such

certifications shall be made by authorized individuals who have knowledge of the information provided in the proposal. In the event that material changes occur with respect to any representations, information or data provided for a proposal, the proposer shall immediately notify the City of same. Any violation of this section of the interim or comprehensive agreement shall give the City the right to terminate the agreement, withhold payment or other consideration due, and seek any other remedy available under the law.

#### C. Notice and Public Hearing Requirements

1. In addition to the posting requirements of Section IV. B, 30 days prior to entering into an interim or comprehensive agreement, the City shall hold a public hearing on the proposals. After the public hearing is held, no additional posting shall be required.
2. Once the negotiation phase for the development of an interim or a comprehensive agreement is complete and a decision to award has been made by the City, the City shall post the proposed agreement on the City's website or post a summary thereof by publication, in a newspaper of general circulation in the City.
3. In addition to the posting requirements, at least one copy of the proposals shall be made available for public inspection. Trade secrets, financial records, or other records of the private entity excluded from disclosure under the provisions of subdivision Va. Code § 2.2-3705.6 (11) shall not be required to be posted, except as otherwise agreed to by the City and the private entity.
4. Any studies and analyses considered by the City in its review of a proposal shall be disclosed to City Council at some point prior to the execution of an interim or comprehensive agreement.
5. Once an interim agreement or a comprehensive agreement has been entered into, the City shall make procurement records available for public inspection, upon request.
  - a. Such procurement records shall include documents protected from disclosure during the negotiation phase on the basis that the release of such documents would have had an adverse affect on the financial interest or bargaining position of the City or private entity in accordance with Section II.D.3.
  - b. Such procurement records shall not include (i) trade secrets of the private entity as defined in the Uniform Trade Secrets Act (Va. Code § 59.1-336 *et seq.*); (ii) financial records, including balance sheets or financial statements of the private entity that are not generally available to the public through regulatory disclosure or otherwise; or (iii) cost estimates prepared by or for the City.

To the extent access to procurement records is compelled or protected by a court order, the City will comply with such order.

6. A copy of any comprehensive agreement shall be submitted by the City to the Auditor of Public Accounts within 30 days after execution.

#### VIII. Governing Provisions

In the event of any conflict between these guidelines and the requirements of the PPEA or other applicable law, the terms of the PPEA or other applicable law shall control.

## IX. Terms and Definitions

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

**“Conceptual stage”** means the initial phase of project evaluation when the City makes a determination whether the proposed project serves a public purpose and meets the criteria for a qualifying project; assesses the qualifications and experience of a private entity proposer; reviews the project for financial feasibility; and determines whether the project 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, the 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 the City 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 the City 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.

**“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.

**“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 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 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, including the City.

**“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 Va. Code § 56-575.5.

**“Service payments”** means payments to the private entity of a qualifying project pursuant to a service contract.

**“State”** means the Commonwealth of Virginia

**“User fees”** means 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.

That this Ordinance shall be in full force and effect upon its passage on second reading.

\*\*\*\*\*

Approved:

\_\_\_\_\_  
Mayor

Attest:

\_\_\_\_\_  
City Clerk

\*\*\*\*\*

I certify that the above ordinance was:

Adopted on its first reading on \_\_\_\_\_.

Ayes: \_\_\_\_\_. Nays: \_\_\_\_\_. Absent: \_\_\_\_\_. Abstain: \_\_\_\_\_.

The Honorable Milton E. Freeland, Jr., Councilman: \_\_\_\_\_.

The Honorable Kenneth B. Frenier, Councilman: \_\_\_\_\_.

The Honorable W. Joe Green, Jr., Councilman: \_\_\_\_\_.

The Honorable Elizabeth G. Luck, Vice Mayor: \_\_\_\_\_.

The Honorable John T. Wood, Councilman: \_\_\_\_\_.

The Honorable Diane H. Yates, Councilwoman: \_\_\_\_\_.

The Honorable C. Scott Davis, Mayor: \_\_\_\_\_.

Adopted on its second reading on \_\_\_\_\_.

Ayes: \_\_\_\_\_. Nays: \_\_\_\_\_. Absent: \_\_\_\_\_. Abstain: \_\_\_\_\_.

The Honorable Milton E. Freeland, Jr., Councilman: \_\_\_\_\_.

The Honorable Kenneth B. Frenier, Councilman: \_\_\_\_\_.

The Honorable W. Joe Green, Jr., Councilman: \_\_\_\_\_.

The Honorable Elizabeth G. Luck, Vice Mayor: \_\_\_\_\_.

The Honorable John T. Wood, Councilman: \_\_\_\_\_.

The Honorable Diane H. Yates, Councilwoman: \_\_\_\_\_.

The Honorable C. Scott Davis, Mayor: \_\_\_\_\_.

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City Clerk

Approved as to form:

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City Attorney



# CITY OF COLONIAL HEIGHTS

P.O. Box 3401  
COLONIAL HEIGHTS, VA 23834-9001  
[www.colonial-heights.com](http://www.colonial-heights.com)

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## Office of the City Manager

**TO:** The Honorable Mayor and Members of City Council  
**FR:** Richard A. Anzolut, Jr., *[Signature]* City Manager  
**DATE:** October 15, 2009  
**SUBJ:** Continued Review and Discussion of the Financial Projections  
of the Colonial Heights Baptist Church Reuse Committee

During the Work Session of September 15, 2009, the Director of Finance led a presentation seeking initial guidance from City Council on staff's efforts to improve upon the financial projections prepared as part of the recommendations of Colonial Heights Baptist Church Reuse Committee. With that guidance in mind, the Director of Finance has prepared the attached financial exhibits to continue our review of these potential revenue projections. It certainly appears that using actual financial figures in the City's records measurably changed the revenue and cash flow projections. The City Manager has also prepared exhibits to review cost estimates on the conversion of the church building to a courthouse. Some of the general cost observations gained through the City's courthouse architects do not really align with figures provided by the Committee's architect. The Director of Finance will make his revenue presentation and the City Manager will make the cost presentation during the Work Session of October 20, 2009.

As mentioned at some length during the September 15<sup>th</sup> Work Session, the City Manager and Director of Finance are attempting to improve upon the work of the Committee using actual revenue and cost figures in the City's records. We hope that this presentation and Council's continued discussion will lead to the establishment of the best work product possible on which to base the courthouse and church property decisions. After the presentation and continued discussion, we hope that more guidance is available toward the creation of a final financial report and cost projection on both the courthouse and church properties. We expect that one more Work Session will be needed to agree on final revenue projections, debt service figures and cost

estimates. At this point, we expect a conclusion of these efforts to occur following the currently scheduled November 17, 2009, Work Session.

The attached exhibits are lengthy and complicated. The Director of Finance has prepared a 1) Tax Projection, 2) Cost Overview and 3) Cash Flow Projection exhibit for the eight (8) scenarios of development (four (4) development scenarios for each site). He has also prepared a set of exhibits summarizing projections if no commercial development occurs on the site that is not used for the Courthouse Project. Once the basic flow of these exhibits is presented during the work session, the Director of Finance will begin to move quickly through the remaining scenarios. We hope to show Council that an analytical framework has been established and can be used in the future as more information is obtained or if Council wants to see the financial effect of some future development possibility.

The Director of Finance and City Manager draw three simple conclusions from this lengthy analysis:

- 1) The revenue and cash flow estimates of the Committee differ significantly from those prepared by Staff because we have access to actual tax figures on the City's records. The Committee also inadvertently omitted bond interest from the cash flow projections.
- 2) Construction costs prepared by the Committee, with the assistance of Studio Ammons Architects, are lower than those used by Moseley Architects for courthouse construction.
- 3) Relocating the Courthouse to 231 Chesterfield Avenue is not a self-sufficient proposal in any development scenario. The City will always have significant debt service costs net of any revenue scenario on the redevelopment of the site at 401 Temple Avenue. In other words, moving the Courthouse to Chesterfield Avenue does not pay for itself. It may be an excellent idea with considerable merit, but it still costs the City a significant sum to address the courthouse issue.

If any questions arise prior to the Work Session presentation, please do not hesitate to contact me.

Attachment

cc: Hugh P. Fisher, III, City Attorney  
William E. Johnson, Director of Finance

# City of Colonial Heights

Staff Review of  
Reuse Committee's  
Presentation  
October 20, 2009

# Purpose

Provide Projections Based on Church  
Reuse Committee's Recommended  
Uses and City Council's Anticipated  
Level of Revenue Generation.

# Question 1

What level of tax revenue generation was anticipated for both sites?

Average of Citywide Comparables

Highest Level of Comparables

High Average Level of Comparables - Used

# Definitions

- City Average - Average of 5-6 Comparable Businesses
- City High - Highest Comparable Business
- City High Average - Average of 3 Top Comparable Businesses

**VALUE DETAILS****LAND**

	<b>Committee</b>	<b>Average</b>	<b>Highest</b>	<b>High Average</b>
<b>Temple</b>	<b>\$4,800,000</b>	<b>\$3,805,339</b>	<b>\$3,805,339</b>	<b>\$3,805,339</b>
<b>Hotel*</b>	<b>13,900,000</b>	<b>7,232,850</b>	<b>9,319,600</b>	<b>8,355,500</b>
<b>Restaurant 1*</b>		<b>785,460</b>	<b>1,008,500</b>	<b>885,900</b>
<b>Restaurant 2*</b>		<b>785,460</b>	<b>1,008,500</b>	<b>885,900</b>
<b>Restaurant 3*</b>		<b>785,460</b>	<b>1,008,500</b>	<b>885,900</b>
<b>Office Building</b>	<b>3,300,000</b>	<b>3,300,000</b>	<b>3,300,000</b>	<b>3,300,000</b>
<b>Total</b>	<b>22,000,000</b>	<b>16,694,569</b>	<b>19,450,439</b>	<b>18,118,539</b>

**\* Separate Cost Per Committee Not Given**

## VALUE DETAIL

### SALES

	Committee	Average	Highest	High Average
Lodging	\$4,000,000	\$2,262,587	\$4,377,465	\$2,624,155
Sales - Non Fast Food	6,000,000	3,210,221	4,011,049	3,852,877
	10,000,000	5,472,808	8,388,514	6,477,032
Sales - Fast Food	N/A	1,607,669	2,476,812	2,008,547

## 20 Year Tax Projections

### *Temple as commercial*

Land acers	12	
Sale price	4.8 million scenario A & C 8.0 million scenario B (4.8 land + 3.3 building)	
		2.9 million

### Scenario A

Possible uses	1 Hotels & restaurant	
	<u>Yearly</u>	<u>20 yrs.</u>
Potential tax base	20 mil	
Realestate tax	242000	4840000
Room tax 8%	320000	6400000
Meal tax 5%	300000	6000000
	<u>\$862,000</u>	<u>\$17,240,000</u>

### STRIPMALL OR OFFICE SPACE

	<u>Yearly</u>	<u>20 yrs.</u>
Potential tax base	8 mil	
Realestate tax	88000	1760000
Room tax 8%	0	0
Meal tax 5%	50000	1000000
	<u>\$138,000</u>	<u>\$2,760,000</u>

### Scenario B

Possible uses	office building & restaurant	
	<u>Yearly</u>	<u>20 yrs.</u>
Potential tax base	20 mil	
Realestate tax	242000	4840000
Room tax 8%	0	0
Meal tax 5%	300000	6000000
	<u>\$542,000</u>	<u>\$10,840,000</u>

### Scenario C

Possible uses	1 Hotels & 2 restaurant	
	<u>Yearly</u>	<u>20 yrs.</u>
Potential tax base	20 mil	
Realestate tax	242000	4840000
Room tax 8%	320000	6400000
Meal tax 5%	600000	12000000
	<u>\$1,162,000</u>	<u>\$23,240,000</u>

# Question 2

## Desired Scenarios

Temple Avenue:

1. Hotel & Restaurant
2. Office Building & Restaurant
3. Hotel & 2 Restaurants
4. Other – Requested 3 Restaurants

# Scenario 1

## Hotel & 1 Restaurant – Temple Avenue

### Tax Projections

Tax Projections	Committee			City High Average	
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110	22,000,000	242,000	13,046,739	143,514
Lodging Tax	0.08	4,000,000	320,000	2,624,155	209,932
Meal Tax	0.05	6,000,000	300,000	3,852,877	192,644
Local Option Sales Tax	0.01			6,477,032	64,770
			<u>862,000</u>		<u>610,860</u>

# Scenario 1

## Hotel & 1 Restaurant – Temple Avenue

### Cost Overview

	Committee Amount	City High Average Amount
<b>Building Costs</b>	<b>12,000,000</b>	<b>12,431,353</b>
<b>Land Costs</b>	<b>3,900,000</b>	<b>3,997,000</b>
<b>Revenue from Unused Land</b>	<b>(4,800,000)</b>	<b>(3,805,339)</b>
<b>20 Year Tax Projection *</b>	<b>(17,240,000)</b>	<b>(10,995,493)</b>
<b>Total</b>	<b>(6,140,000)</b>	<b>1,627,521</b>
<b>Bond Interest</b>	<b>5,113,580</b>	<b>7,573,808</b>
<b>Total</b>	<b>(1,026,420)</b>	<b>9,201,330</b>

# Scenario 1

## Hotel & 1 Restaurant – Temple Avenue

### Cash Flow Projections

Cash Overview	Committee	City High
		Average
	Amount	Amount
Building Costs	12,000,000	12,431,353
Land Costs	3,900,000	3,997,000
Revenue from Unused Land	(4,800,000)	(3,805,339)
Loan Required	<u>11,100,000</u>	<u>12,623,014</u>
Loan Payments 20 Years	810,679	1,009,841
Tax Revenue 3rd Year	862,000	610,861
Net Cash Flow	<u>51,321</u>	<u>(398,980)</u>

## Scenario 2

### Office Building & 1 Restaurant – Temple Avenue

### Tax Projections

Tax Projections	Committee		City High Average		
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110	22,000,000	242,000	7,991,239	87,904
Lodging Tax	0.08				
Meal Tax	0.05	6,000,000	300,000	3,852,877	192,644
Local Option Sales Tax	0.01			3,852,877	38,529
			<u>542,000</u>		<u>319,077</u>

## Scenario 2

### Office Building & 1 Restaurant – Temple Avenue

### Cost Overview

	Committee Amount	City High Average Amount
<b>Building Costs</b>	<b>12,000,000</b>	<b>12,431,353</b>
<b>Land Costs</b>	<b>3,900,000</b>	<b>3,997,000</b>
<b>Revenue from Unused Land</b>	<b>(8,100,000)</b>	<b>(7,105,369)</b>
<b>20 Year Tax Projection</b>	<b>(10,840,000)</b>	<b>(5,743,372)</b>
<b>Total</b>	<b><u>(3,040,000)</u></b>	<b><u>3,579,642</u></b>
<b>Bond Interest</b>	<b><u>3,593,320</u></b>	<b><u>5,593,808</u></b>
<b>Total</b>	<b><u>553,320</u></b>	<b><u>9,173,450</u></b>

## Scenario 2

### Office Building & 1 Restaurant – Temple Avenue

### Cash Flow Projections

Cash Overview	Committee	City High
		Average
	Amount	Amount
Building Costs	12,000,000	12,431,353
Land Costs	3,900,000	3,997,000
Revenue from Unused Land	(8,100,000)	(7,105,339)
Loan Required	<u>7,800,000</u>	<u>9,323,014</u>
Loan Payments 20 Years	569,666	745,841
Tax Revenue 3rd Year	<u>542,000</u>	<u>319,076</u>
Net Cash Flow	<u>(27,666)</u>	<u>(426,765)</u>

# Scenario 3

## Hotel & 2 Restaurants – Temple Avenue

### Tax Projections

Tax Projections	Committee			City High Average	
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110	22,000,000	242,000	13,932,639	153,259
Lodging Tax	0.08	4,000,000	320,000	2,624,155	209,932
Meal Tax	0.05	12,000,000	600,000	7,705,754	385,288
Local Option Sales Tax	0.01			10,329,909	103,299
			<u>1,162,000</u>		<u>851,778</u>

# Scenario 3

## Hotel & 2 Restaurants – Temple Avenue

### Cost Overview

	Committee Amount	City High Average Amount
<b>Building Costs</b>	12,000,000	12,431,353
<b>Land Costs</b>	3,900,000	3,997,000
<b>Revenue from Unused Land</b>	4,800,000)	(3,805,339)
<b>20 Year Tax Projection</b>	<u>(23,240,000)</u>	<u>(15,332,008)</u>
<b>Total</b>	<u>(12,140,000)</u>	<u>(2,708,994)</u>
<b>Bond Interest</b>	<u>5,113,580</u>	<u>7,573,808</u>
<b>Total</b>	<u>(7,026,420)</u>	<u>4,864,814</u>

### Scenario 3

## Hotel & 2 Restaurants – Temple Avenue

### Cash Flow Projections

Cash Overview	Committee	City High
		Average
	Amount	Amount
Building Costs	12,000,000	12,431,353
Land Costs	3,900,000	3,997,000
Revenue from Unused Land	(4,800,000)	(3,805,339)
Loan Required	<u>11,100,000</u>	<u>12,623,014</u>
Loan Payments 20 Years	810,679	1,009,841
Tax Revenue 3rd Year	<u>1,162,000</u>	<u>851,778</u>
Net Cash Flow	<u>351,321</u>	<u>(158,063)</u>

## Scenario 4

### 3 Restaurants – Temple Avenue

### Tax Projections

Tax Projections	Committee		City High Average		
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110		6,463,039	71,093	
Lodging Tax	0.08				
Meal Tax	0.05		11,558,631	577,932	
Local Option Sales Tax	0.01		<hr/>	<hr/>	
			<u>Not Given</u>		<u>649,025</u>

## Scenario 4

### 3 Restaurants – Temple Avenue

### Cost Overview

	Committee Amount	City High Average Amount
<b>Building Costs</b>		<b>12,431,353</b>
<b>Land Costs</b>		<b>3,997,000</b>
<b>Revenue from Unused Land</b>		<b>(3,805,339)</b>
<b>20 Year Tax Projection</b>		<b>(11,682,450)</b>
<b>Total</b>		<b>940,564</b>
<b>Bond Interest</b>		<b>7,573,808</b>
<b>Total</b>	<b>Not Given</b>	<b>8,514,372</b>

## Scenario 4

### 3 Restaurants – Temple Avenue

### Cash Flow Projections

Cash Overview	Committee	City High
		Average
	Amount	Amount
Building Costs		12,431,353
Land Costs		3,997,000
Revenue from Unused Land		(3,805,339)
Loan Required		12,623,014
Loan Payments 20 Years		1,009,841
Tax Revenue 3rd Year		649,025
Net Cash Flow	Not Given	(360,816)

## Question 2 Continued

Chesterfield Avenue

- 5. Strip Mall with Small Restaurant
- 6. Strip Mall with Fast Food Restaurant
- 7. Strip Mall with No Restaurant
- 8. High Use

# Scenario 5

## Retail (3) & Small Restaurant – Chesterfield Avenue

### Tax Projections

Tax Projections.	Committee		City Average		
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110		4,467,300	49,140	
Lodging Tax	0.08				
Meal Tax	0.05		567,194	28,360	
Local Option Sales Tax	0.01		4,837,916	48,379	
		<u>Not Given</u>			<u>125,879</u>

# Scenario 5

## Retail (3) & Small Restaurant – Chesterfield Avenue

### Cost Overview

	Committee Amount	City Average Amount
Building Costs		15,015,000
Land Costs		3,997,000
Revenue from Unused Land		(3,500,000)
20 Year Tax Projection		(2,265,825)
Total		13,246,175
Bond Interest		9,307,200
Total	Not Given	22,553,375

## Scenario 5

### Retail (3) & Small Restaurant – Chesterfield Avenue

### Cash Flow Projections

Cash Overview	Committee	City Average
	Amount	Amount
Building Costs		15,015,000
Land Costs		3,997,000
Revenue from Unused Land		(3,500,000)
Loan Required		<u>15,512,000</u>
Loan Payments 20 Years		1,240,960
Tax Revenue 3rd Year		125,879
Net Cash Flow	<u>Not Given</u>	<u>(1,115,081)</u>

# Scenario 6

## Retail (3) & Fast Food Restaurant – Chesterfield Avenue

### Tax Projections

Tax Projections.	Committee		City Average		
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110			4,699,095	51,690
Lodging Tax	0.08				
Meal Tax	0.05			2,470,151	123,508
Local Option Sales Tax	0.01			6,740,873	67,409
			<u>Not Given</u>		<u>242,607</u>

# Scenario 6

## Retail (3) & Fast Food Restaurant – Chesterfield Avenue Overview

	Committee Amount	City Average Amount
<b>Building Costs</b>		<b>15,015,000</b>
<b>Land Costs</b>		<b>3,997,000</b>
<b>Revenue from Unused Land</b>		<b>(3,500,000)</b>
<b>20 Year Tax Projection</b>		<b>(4,366,914)</b>
<b>Total</b>		<b>11,145,086</b>
<b>Bond Interest</b>		<b>9,307,200</b>
<b>Total</b>	<b>Not Given</b>	<b>20,452,286</b>

## Scenario 6

### Retail (3) & Fast Food Restaurant – Chesterfield Avenue

### Cash Flow Projections

Cash Overview	Committee	City Average
	Amount	Amount
Building Costs		15,015,000
Land Costs		3,997,000
Revenue from Unused Land		(3,500,000)
Loan Required		<u>15,512,000</u>
Loan Payments 20 Years		1,240,960
Tax Revenue 3rd Year		242,606
Net Cash Flow	<u>Not Given</u>	<u>(998,354)</u>

# Scenario 7

## All Retail - 4 Stores – Chesterfield Avenue

### Tax Projections

Tax Projections.	Committee		City Average		
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110			4,467,300	49,140
Lodging Tax	0.08				
Meal Tax	0.05				
Local Option Sales Tax	0.01		5,694,296	56,943	
		<u>Not Given</u>			<u>106,083</u>

## Scenario 7

### All Retail - 4 Stores – Chesterfield Avenue

### Cost Overview

	Committee Amount	City Average Amount
<b>Building Costs</b>		<b>15,015,000</b>
<b>Land Costs</b>		<b>3,997,000</b>
<b>Revenue from Unused Land</b>		<b>(3,500,000)</b>
<b>20 Year Tax Projection</b>		<b>(1,909,499)</b>
<b>Total</b>		<b>(13,602,501)</b>
<b>Bond Interest</b>		<b>9,307,200</b>
<b>Total</b>	<b>Not Given</b>	<b>22,909,701</b>

# Scenario 7

## All Retail - 4 Stores – Chesterfield Avenue

### Cash Flow Projections

Cash Overview	Committee	City Average
	Amount	Amount
Building Costs		15,015,000
Land Costs		3,997,000
Revenue from Unused Land		(3,500,000)
Loan Required		15,512,000
Loan Payments 20 Years		1,240,960
Tax Revenue 3rd Year		106,083
Net Cash Flow	Not Given	(1,134,877)

# Scenario 8

## High Use— Chesterfield Avenue

### Tax Projections

Tax Projections.	Committee		City Average		
	Rate	Base	Amount	Base	Amount
<b>Potential Tax Base</b>					
Real Estate Tax	0.0110		4,472,200	49,194	
Lodging Tax	0.08				
Meal Tax	0.05		647,588	32,379	
Local Option Sales Tax	0.01		2,960,786	29,608	
		<u>Not Given</u>		<u>111,181</u>	

## Scenario 8

### High Use– Chesterfield Avenue

### Cost Overview

	Committee Amount	City Average Amount
<b>Building Costs</b>		<b>15,015,000</b>
<b>Land Costs</b>		<b>3,997,000</b>
<b>Revenue from Unused Land</b>		<b>(3,500,000)</b>
<b>20 Year Tax Projection</b>		<b>(2,001,266)</b>
<b>Total</b>		<b>13,510,734</b>
<b>Bond Interest</b>		<b>9,307,200</b>
<b>Total</b>	<b>Not Given</b>	<b>22,817,934</b>

## Scenario 8

### High Use— Chesterfield Avenue

### Cash Flow Projections

Cash Overview	Committee	City High
		Average
	Amount	Amount
Building Costs		15,015,000
Land Costs		3,997,000
Revenue from Unused Land		(3,500,000)
Loan Required		15,512,000
Loan Payments 20 Years		1,240,960
Tax Revenue 3rd Year		111,181
Net Cash Flow	<u>Not Given</u>	<u>(1,129,779)</u>

# No Commercial Development

(No Offsetting Revenue)

- Chesterfield Avenue 3 Courtrooms
- Temple Avenue 3 Courtrooms
- Temple Avenue Expandable 2 Courtrooms

# No Commercial Development Chesterfield Avenue Courthouse Cost Overview

	Chesterfield Avenue 3 Courtrooms	Chesterfield Avenue 3 Courtrooms
<b>Building Costs</b>	<b>12,431,353</b>	<b>12,431,353</b>
<b>Land Costs</b>	<b>3,997,000</b>	<b>3,997,000</b>
<b>Revenue from Unused Land</b>	<b>(3,805,339)</b>	<b>(3,805,339)</b>
<b>Revenue from Possible Sale of Building</b>	<b>(3,300,000)</b>	
<b>Total</b>	<b><u>9,323,014</u></b>	<b><u>12,623,014</u></b>
<b>Bond Interest</b>	<b><u>5,593,808</u></b>	<b><u>7,573,808</u></b>
<b>Total</b>	<b><u>14,916,822</u></b>	<b><u>20,196,822</u></b>

# No Commercial Development Chesterfield Avenue Courthouse Cash Flow Projections

## Cash Overview

	Chesterfield Avenue 3 Courtrooms	Chesterfield Avenue 3 Courtrooms
Building Costs	12,431,353	12,431,353
Land Costs	3,997,000	3,997,000
Revenue from Unused Land	(3,805,339)	(3,805,339)
Revenue from Possible Sale of Building	(3,300,000)	
Loan Required	<u>9,323,014</u>	<u>12,623,014</u>
Loan Payments 20 Years	745,841	1,009,841
Tax Revenue 3rd Year		
Net Cash Flow	<u>(745,841)</u>	<u>(1,009,841)</u>

# No Commercial Development Temple Avenue Courthouse Cost Overview

## Temple Avenue 3 Courtrooms

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**Building Costs** **15,015,000**

**Land Costs**

**Revenue from Unused Land**

**Revenue from Sale of  
Building**

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**Total** **15,015,000**

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**Bond Interest** **9,009,000**

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**Total** **24,024,000**

# No Commercial Development Temple Avenue Courthouse Cash Flow Projections

## Cash Overview

	Temple Avenue 3 Courtrooms	Chesterfield Avenue 3 Courtrooms
Building Costs	15,015,000	6,856,500
Land Costs		
Revenue from Unused Land		
Loan Required	<u>15,015,000</u>	<u>6,856,500</u>
Loan Payments 20 Years	1,201,200	548,520
Tax Revenue 3rd Year		
Net Cash Flow	<u>(1,201,200)</u>	<u>(548,520)</u>

# Recap

Temple Avenue Development	Tax	Cost	Cash
	Projections	Overview	Flow
<b>Recap - City High Average</b>			
Hotel & Restaurant	610,860	9,201,330	(398,980)
Office Building & Restaurant	319,077	9,173,450	(426,765)
Hotel & 2 Restaurants	851,778	4,864,714	(158,063)
3 Restaurants	649,025	8,514,372	(360,816)
 <b>Not Shown - City Average</b>			
Hotel & Restaurant	526,306	10,723,310	(483,535)
Office Building & Restaurant	279,412	9,887,406	(466,429)
Hotel & 2 Restaurants	727,560	7,100,751	(282,282)
3 Restaurants	549,312	10,309,205	(460,529)

# Recap

	Tax Projections	Cost Overview	Cash Flow
<b>Chesterfield Avenue Development</b>			
Retail (3) Stores & Small Restaurant	125,879	22,553,375	(1,115,081)
Retail (3) Stores & Fast Food Restaurant	242,607	20,452,286	(998,354)
All Retail (4) Stores	106,083	22,909,701	(1,134,877)
High Use			
<b>No Development</b>			
Chesterfield Avenue 3 Courtrooms & Building Sale		14,916,822	(745,841)
Chesterfield Avenue 3 Courtrooms		20,196,822	(1,009,841)
Temple Avenue 3 Courtrooms		24,024,000	(1,201,200)

ITEM	S.F.	Rate	Subtotal
Existing Renovations	45531	125	5,691,375
Adding Second Story	10996	300	3,299,400
Sitework	450000	1	450,000
			0
<b>Subtotal</b>			<b>9,440,775</b>
<b>Federal Tax Credits</b>	2789125	0.2	557,825
<b>State Tax Credits</b>	2789125	0.25	697,251
<b>Tax Credit Subtotal</b>			<b>1,255,076</b>
<b>CONSTRUCTION NET W/ TAX CREDITS REDUCTION</b>			<b>8,185,669</b>
<b>CONSTRUCTION CONTINGENCY</b>		5%	<b>409,284</b>
<b>ADDITIONAL PROJECT COSTS</b>			
AVL Fees	500000	1	500,000
Inspections	30000	1	30,000
Geotech	6500	1	6,500
Special Systems	60000	1	60,000
Soft Costs	500000	1	500,000
Furnishings	500000	1	500,000
<b>PROJECT TOTAL**</b>			<b>11,176,246</b>

\*\* total w/out tax credit reduction

**TOTAL W/OUT REDUCTION** **12,491,953**

# Colonial Heights Baptist Cost Model (5.07.09)

## Staff Questions

**Existing Renovations \$125 sq. foot**  
Old Sanctuary and Educational Wing

1. Moseley Used \$150 for existing Courthouse over 2 years ago
2. Church proposed as total gut renovation – No interior walls
3. Existing Courthouse has some internal configuration (Courtrooms)

Could \$150-175 be more accurate?

At \$150 - cost increases \$1,138,000

## Colonial Heights Baptist Cost Model (5.07.09)

### Staff Questions

New Sanctuary – Remove Roof - Build 2<sup>nd</sup> Floor  
\$300 sq. foot

1. 10,998 sq. ft x 2 stories at \$150 per sq. ft
2. Roof has to be removed – Building height has to be extended.
3. New roof structure has to be built

We think cost of height extension and the of new roof structure could be missing.

Should we increase this estimate?

# Colonial Heights Baptist Cost Model (5.07.09)

## Staff Questions

### Are Tax Credits Realistic?

1. They are not included in the \$12,431,353 estimate
2. Implies a private development/lease-back arrangement

Are they unlikely and should be dismissed from analysis?

## Colonial Heights Baptist Cost Model (5.07.09) Staff Questions

Architect / Engineering Fees shown at 10%  
\$950,000

1. Reasonable estimate for traditional design – construction
2. Estimate would increase if construction costs increase

In design/build project or PPEA, is figure accurate?

## Colonial Heights Baptist Cost Model (5.07.09) Staff Questions

Inspection Estimate - \$30,000

1. Not sure what that figure represents
2. If it is City construction inspection or administration, the figure is very low.
3. Construction Schedule 12-18 Months
4. Inspection exceeds City staff capacity

Suggest figure be at least \$100,000.

## Colonial Heights Baptist Cost Model (5.07.09) Staff Questions

### Special Systems - \$60,000

1. What are “special systems”
2. Elevators - \$60,000 does not buy one – suggest two (public & private)
3. Technology Systems – Video & telecommunications
4. Special systems or spaces for Juvenile Court

Figure could be as high as \$200,000.

## Colonial Heights Baptist Cost Model (5.07.09) Staff Questions

Soft Costs - \$500,000

1. Staff does not know what these cover (usually permits, plans, copies, administration, special studies, etc.)
2. Good Contingency figure

## Colonial Heights Baptist Cost Model (5.07.09) Staff Questions

### Furnishings - \$500,000

1. Moseley estimated \$600,000 two years ago for existing Courthouse
2. Existing Courthouse has two furnished courtrooms with all furnishings in good shape (no new bench seating)

Is figure a bit too low furnishing three new courtrooms?

# Colonial Heights Baptist Cost Model (5.07.09)

## Staff Questions

Moving Expenses Not Included

Suggest an estimate be developed

# Other Areas to Explore

- Timing of Revenue Flows During Construction
- Debt Issuance Costs
- BPOL License Revenues



# CITY OF COLONIAL HEIGHTS

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## Office of the City Manager

**TO:** The Honorable Mayor and Members of City Council  
**FR:** Richard A. Anzolut, Jr. ~~City Manager~~  
**DATE:** October 15, 2009  
**SUBJ:** Discussion of Furniture Salvage at the Property on 231 Chesterfield Avenue and the Timbering of the City Courthouse Property

During the Council Meeting of October 13, 2009, Councilman Green requested that City Council discuss two (2) items at its next Work Session. First, Members of Council will recall some initial direction to Staff back in June of 2008 where we were directed to salvage the contents of the Colonial Heights Baptist Church prior to its demolition. In August of 2008, City Council retracted that direction, created two (2) committees to study the reuse and redevelopment of the church property. Councilman Green would like the opportunity for City Council to discuss reinstituting the salvage process inside the Church. At this point, Staff does not see a considerable monetary value in potential savings using some of the contents of the Church for City operations.

Councilman Green also requested the opportunity to discuss the timbering and sale of the trees located on the eastern end of the property at 401 Temple Avenue. A portion of the Work Session of October 20, 2009, has also been scheduled for this discussion. At this point, Staff does not know the value of the timber on the courthouse site. However, it is likely that Council could get some neighborhood objection to the timbering of the site prior to a final decision on the Courthouse Expansion Project. It should also be noted that the City would have to implement certain erosion and sediment control measures on the eastern end of the courthouse site if the timber were removed. It is likely that these erosion and sediment control measures would need to remain in place for a considerable length of time regardless of the final decision on the location of the City Courthouse. It is possible that the continued presence of the trees on the eastern end of the site exceeds the value of the timber and the general unsightliness of erosion and sediment control measures.

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Staff will attempt to assist Council with these discussions. If any questions arise on this matter or additional information is needed prior to the Work Session, please do not hesitate to contact me.

Attachments

cc: Hugh P. Fisher, III, City Attorney  
William E. Johnson, Director of Finance



# CITY OF COLONIAL HEIGHTS

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## Office of the City Manager

**TO:** The Honorable Mayor and Members of City Council

**FR:** Richard A. Anzolut, Jr. ~~City Manager~~

**DATE:** October 15, 2009

**SUBJ:** Minimum Investment for Real Estate Tax Abatement in the Southpark Retail Development District

During the Work Session of September 15, 2009, the City Manager presented a potential amendment to our new Real Estate Tax Abatement Ordinance for commercial structures. To summarize, Council discussed a minimum investment to participate in the program in the Southpark Development District. As Council will recall, real estate abatement in the Southpark District is based on 50% of the money spent for a commercial rehabilitation or redevelopment. We discussed that minor improvements to structures did not necessarily warrant real estate tax abatement under the program. During the Work Session, City council tentatively agreed to a minimum \$100,000 investment to qualify for participation in the program. Staff was directed to prepare a draft language to amend the Ordinance, once it was adopted.

During the Council Meeting of September 13, 2009, Council adopted Ordinance No. 09-22 on the Consent Amendment establishing the Commercial Structure Tax Abatement beginning January 1, 2010. A portion of the Work Session of October 20, 2009, has been scheduled to discuss draft language adding this minimum \$100,000 investment to Section 258-16.2 of the City Code. The City Attorney has prepared the Draft Amendment and it is attached for Council's review. A brief portion of the Work Session will be scheduled to seek Council's approval to advance this Ordinance to Public Hearing on the Council Meeting of November 10, 2009. The City Manager still hopes to get this Amendment in place prior to January 1, 2010, when the Commercial Structure Tax Abatement Program begins.

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If any questions arise on this matter prior to the October 20<sup>th</sup> Work Session, please do not hesitate to contact me.

Attachments

cc: Hugh P. Fisher, III, City Attorney  
William E. Johnson, Director of Finance

**AN ORDINANCE NO. 09-\_\_\_\_\_**

To amend and reordain §258-16.2 of Chapter 258, Taxation, of the Colonial Heights City Code, to specify that any real estate tax exemption for property in the Southpark Commercial Structure Tax Exemption District shall be contingent on a minimum \$100,000 expenditure.

THE CITY OF COLONIAL HEIGHTS HEREBY ORDAINS:

1. That §258-16.2 of Chapter 258, Taxation, of the Colonial Heights City Code, be and is hereby, amended and reordained as follows:

**§ 258-16.2. Partial exemption from taxation for certain rehabilitated, renovated, or replaced commercial structures.**

A. The Boulevard District. There is hereby created a Boulevard Commercial Structure Tax Exemption District (the "Boulevard District"), as depicted on an exhibit maintained by the Assessor, which shall consist of all commercial structures fronting on the Boulevard (Route 1) within the Colonial Heights City limits or contained within the Boulevard Overlay District as provided in Chapter 286 of this Code. Any commercial structure at least twenty years old within the Boulevard District whose base assessed value is increased by at least twenty-five percent due to rehabilitation, renovation, or replacement shall be eligible for an exemption from real estate tax equal to the increase in assessed value attributable to the rehabilitation, renovation, or replacement. Such exemption shall commence on January 1 of the year following completion of the rehabilitation, renovation, or replacement, and shall run with the real estate for five years.

B. The Southpark District. There is hereby created a Southpark Commercial Structure Tax Exemption District (the "Southpark District"), which shall consist of all commercial structures within the geographic boundaries depicted on an exhibit maintained by the Assessor entitled "The Southpark Commercial Structure Tax Exemption District". Payment of the real estate tax attributable to any structure at least twenty years old within the Southpark District may be exempted by an amount up to fifty percent of the cost of the structure's rehabilitation, renovation, or replacement **as long as such cost is at least \$100,000**. Such exemption shall commence on January 1 of the year following completion of the rehabilitation, renovation, or replacement, and shall run with the real estate for five years.

2. That this Ordinance shall be in full force and effect on and after January 1, 2010.

Approved:

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Mayor

Attest:

\_\_\_\_\_  
City Clerk

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I certify that the above ordinance was:

Adopted on its first reading on \_\_\_\_\_.

Ayes: \_\_\_\_\_. Nays: \_\_\_\_\_. Absent: \_\_\_\_\_. Abstain: \_\_\_\_\_.

The Honorable Milton E. Freeland, Jr., Councilman: \_\_\_\_\_.

The Honorable Kenneth B. Frenier, Councilman: \_\_\_\_\_.

The Honorable W. Joe Green, Jr., Councilman: \_\_\_\_\_.

The Honorable Elizabeth G. Luck, Vice Mayor: \_\_\_\_\_.

The Honorable John T. Wood, Councilman: \_\_\_\_\_.

The Honorable Diane H. Yates, Councilwoman: \_\_\_\_\_.

The Honorable C. Scott Davis, Mayor: \_\_\_\_\_.

Adopted on its second reading on \_\_\_\_\_.

Ayes: \_\_\_\_\_. Nays: \_\_\_\_\_. Absent: \_\_\_\_\_. Abstain: \_\_\_\_\_.

The Honorable Milton E. Freeland, Jr., Councilman: \_\_\_\_\_.

The Honorable Kenneth B. Frenier, Councilman: \_\_\_\_\_.

The Honorable W. Joe Green, Jr., Councilman: \_\_\_\_\_.

The Honorable Elizabeth G. Luck, Vice Mayor: \_\_\_\_\_.

The Honorable John T. Wood, Councilman: \_\_\_\_\_.

The Honorable Diane H. Yates, Councilwoman: \_\_\_\_\_.

The Honorable C. Scott Davis, Mayor: \_\_\_\_\_.

\_\_\_\_\_  
City Clerk

Approved as to form:

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City Attorney