



COUNTY OF PRINCE WILLIAM

1 County Complex Court, Prince William, Virginia 22192-9201
(703) 792-6830 Metro 631-1703, Ext. 6830 FAX (703) 792-4758
Internet www.pwcgov.org

PLANNING
OFFICE

Stephen K. Griffin, AICP
Director of Planning

March 3, 2004

Staff Report

PLN2004-00221, Prince William County Proposed Capital Improvement Program FY 2005-2010 (All Magisterial Districts)

**Planning Commission Public Hearing: March 17, 2004
Staff Recommendation: Determination of Consistency**

I. Background is as follows:

- A. Request – Public hearing for the Planning Commission to review and provide recommendations on Prince William County's Proposed Capital Improvement Program FY 2005-2010 pursuant to the Code of Virginia Section 15.2-2239. This meeting is also serving as an opportunity for the Planning Commission to conduct a public facility review for the five new projects proposed as part of this year's Capital Improvement Program (CIP), in accordance with the Code of Virginia Section 15.2-2232 and Section 32-201.11 of the Prince William County Zoning Ordinance. The applicant is Prince William County.
- B. County Policy – The Comprehensive Plan recommends that the financing of public facilities be consistent with the Comprehensive Plan, in order to encourage the provision of adequate public services for existing and anticipated population and businesses and to maintain the LOS (level of service standards) adopted for County agencies.

II. Current Situation is as follows:

- A. Content – This year's CIP contains a total of 74 projects which have been designed to provide adequate public services. The CIP incorporates an Infrastructure and Facilities Plan on pages 52, 96, and 154 which helps to evaluate which County needs are and are not funded. This is consistent with the linkages chart shown on page INTRO-14 of the Comprehensive Plan.

- B. New Projects - This year's CIP contains five new proposals that have not been reviewed by the Planning Commission as a part of previous County CIP submissions. A copy of the Proposed FY 2005-2010 CIP has been previously sent to you.
- C. Two Appear Consistent – Two of the five new proposals appear consistent with the Comprehensive Plan. Planning staff, therefore, recommends a determination of consistency with the Comprehensive Plan. A determination of consistency will mean that no further PFR review is needed. These proposals involve public facilities where the location and extent is already shown on the Comprehensive Plan.

Project	Comprehensive Plan Consistency
Project FY07 Road Bond Referendum, page 60	Transportation improvements to be funded through a road bond on the following: Minnieville Road (Spriggs to Route 234); Route 28 (Hornbaker to Vint Hill Road); University Boulevard (Hornbaker – Devlin); Prince William Parkway (Old Bridge – Hoadly); Williamson Boulevard (Sudley Manor – Portsmouth); Route 1 (undefined); Rollins Ford Road (Broad Run – Vint Hill Road); and Heathcote Boulevard. These improvements are described in the Thoroughfare Plan within the Comprehensive Plan.
Spriggs Road, Phase II, page 86	Widening the existing two lane road to four lanes between Minnieville Road and Hoadly Road to improve the road alignment. This improvement is described in the Thoroughfare Plan within the Comprehensive Plan.

- D. Determination To Be Deferred on Three New Projects – Consistency with the Comprehensive Plan for the remaining three new projects cannot yet be determined, because of limited site-specific details. A public facility review may be required when details are finalized. The Planning Commission receives the results of all such determinations and will have the opportunity to schedule a public facility review if desired at that time.

Project	Comprehensive Plan Consistency
Historic Property Acquisitions, page 8	Funding for future acquisition of historic properties, which may include Williams Ordinary, Neabsco Iron Works, and Bristoe Station Battlefield. More information will be required before a determination can be made concerning the need for a public facility review.

Project	Comprehensive Plan Consistency
Public Safety Driving Training Facility, page 42	Feasibility and design costs for a driver training facility in conjunction with the Northern Virginia Criminal Justice Academy, proposed to be located at the Public Safety Training Center in Nokesville. Even though this site is currently shown on the Comprehensive Plan as Public Land, this proposal increases the size and type of use at the site. Accordingly, a public facility review will be needed to determine consistency with the Comprehensive Plan. It may be possible to combine its review with the public facility review determined necessary during last year's Planning hearing for the 180,000-square-foot expansion of the Public Safety Training Center.
Street Lighting for Road Bond Projects, page 88	Construction costs for installation of 210 street lights and 26 upgrades. These improvements are on roads shown within the Comprehensive Plan and further Plan goals of improving the LOS of these roads. Another strategy of the Comprehensive Plan (DES-POLICY 5, AS 1) seeks to reinforce the hierarchy of streets, through the use of lighting that is scaled appropriately to the street's width and function. More information on a case-by-case basis, including location, type of street, height of pole lights, and whether the street lighting is adjacent to existing or residentially planned uses, will be required before a recommendation concerning the need for a public facility review can be made.

- E. Planning Commission Public Hearing – The Planning Commission public hearing has been advertised for March 17, 2004, and the proposed Planning Commission resolution is attached.
- F. Planning Office Recommendation – The Planning Office recommends that the Planning Commission support adoption of PLN2004-00221, Prince William County Proposed Capital Improvement Program FY 2005-2010, and determine that two of the five new proposals listed are consistent with the Comprehensive Plan.

III. Issues in order of importance are:

- A. Comprehensive Plan
 - 1. Long-Range Land Use – Is the overall CIP substantially consistent with the Comprehensive Plan? Are the location, character, and extent of each of the five new projects substantially consistent with the Comprehensive Plan?

2. Level of Service – Is the CIP consistent with the LOS standards contained within the Comprehensive Plan?
- B. Community Input – Have comments been received from the community on these issues?
- C. Legal Issues – Is the Planning Commission authorized to review CIPs? Who addresses legal issues resulting from Planning Commission or Board action?
- D. Timing – What are the time constraints for final action by the Planning Commission on this request?

IV. Alternatives beginning with the staff recommendation are as follows:

- A. Determine that the CIP furthers the Comprehensive Plan goal of providing adequate public services to meet the needs of current and future residents and maintain established LOS. Also determine that the two projects identified in II.C. are consistent with the Comprehensive Plan. Determine that the three projects identified in II.D. will need to provide more detailed information at a later time before a determination of consistency with the Comprehensive Plan in accordance with Section 15.2-2232, VA Code Ann., can be made for each project listed.

1. Comprehensive Plan

- a) Long-Range Land Use:

- i. CIP – The CIP furthers the goals of the Comprehensive Plan because it focuses infrastructure within the Development Area and provides for adequate public services to meet the needs of the growing population.
- ii. Five New Projects – The two projects identified in II.C. involve road improvements. The location, character, and extent of these road improvements are consistent with the Comprehensive Plan. The three projects identified in II.D. cannot be fully evaluated, as specific issues on site and/or design have not yet been finalized.

- b) Level of Service – The road projects identified in II.C. will contribute to level-of-service improvements to area roads and, therefore, contribute to the attainment of LOS standards. The three projects identified in II.D cannot be fully evaluated as specific issues on site and/or design have not yet been finalized.

2. Community Input – The Planning Office has not received any comments as of the date of this report.
 3. Legal Issues – State law authorizes the Planning Commission to prepare, for BOCS consideration, the Capital Improvement Program. Also, pursuant to state law, the Planning Commission reviews all proposed public facilities prior to construction or authorization, unless the location, character, and extent of the public facility is identified within the Comprehensive Plan. Legal issues are appropriately addressed by the County Attorney's office.
 4. Timing – The Board of County Supervisors is scheduled to consider this year's CIP at its April 20, 2004, meeting. The Planning Commission must act before April 20, 2004, in order for its comments to be forwarded to the Board for its consideration.
- B. Take no action on Public Facility Review #PLN2004-00221, Prince William County Proposed Capital Improvement Program FY 2005-2010.
1. Comprehensive Plan
 - a) Long-Range Land Use:
 - i. CIP – The BOCS will take action on the proposed CIP without input from the Planning Commission.
 - ii. Five New Projects – Each project will have to undergo a public facility review determination at a later date.
 - b) Level of Service – Level-of-service impacts will be identified at a later date.
 2. Community Input – The Planning Office has not received any comments as of the date of this report.
 3. Legal Issues – Each proposed project would still be subject to a public facility determination before the Planning Commission. Legal issues are appropriately addressed by the County Attorney's office.
 4. Timing – The Board of County Supervisors is tentatively scheduled to consider adoption of this year's CIP at its April 20, 2004, meeting. The Planning Commission must act before this time in order for its comments to be forwarded to the Board for its consideration.

- V. **Recommendation** is that the Planning Commission accept Alternative A, which finds that the CIP furthers the goals of the Comprehensive Plan. Further, determine that the two projects listed in II.C. are consistent with the Comprehensive Plan and, therefore, do not need any further public facility review, and that the three projects listed in II.D. will need to provide more detailed information at a later time before a determination can be made concerning whether each project is consistent with the Comprehensive Plan.

Staff: Debrarae Karnes, AICP, 703-792-7373

Attachment – Staff Analysis

Comprehensive Plan Consistency Analysis

Staff Recommendation: Approval of the resolution attached.

Background:

The Board of County Supervisors adopts a Capital Improvement Program (CIP) as part of the yearly budget process. The CIP is a separate budget from the County's general operating budget. The CIP allocates funds for the acquisition and improvement of land, facilities, and infrastructure for municipal services over a five-year period. Section 15.2-2239, VA Code Ann., authorizes the Planning Commission to review and comment on these plans.¹

Analysis of This Year's CIP

The CIP is one way that the goals of the Comprehensive Plan are implemented. It identifies projects that will provide public services, and projected completion dates for each project. Some useful considerations to use when evaluating this year's proposed CIP are as follows:

1. Are the proposed projects concentrated within the development area?
2. Do the proposed projects serve to maintain the LOS standards identified in the Comprehensive Plan?
3. Will the proposed projects provide public facilities for present and future populations?

Based on the analysis of Planning staff, the CIP meets the goals of the Comprehensive Plan. The proposed projects are concentrated within the development area. The CIP includes both new facilities serving high growth areas of the County as well as improvements to existing public facilities serving established older neighborhoods.

¹ Section 15.2-2239, VA Code Ann., provides: A local planning commission may, and at the direction of the governing body shall, prepare and revise annually a capital improvement program based on the comprehensive plan of the locality for a period not to exceed the ensuing five years. The commission shall submit the program annually to the governing body, or to the chief administrative officer or other official charged with preparation of the budget for the locality, at such time as it or he shall direct. The capital improvement program shall include the commission's recommendations, and estimates of cost of the facilities and the means of financing them, to be undertaken in the ensuing fiscal year and in a period not to exceed the next four years, as the basis of the capital budget for the locality. In the preparation of its capital budget recommendations, the commission shall consult with the chief administrative officer or other executive head of the government of the locality, the heads of departments and interested citizens and organizations and shall hold such public hearings as it deems necessary.

The CIP addresses the LOS needs of the five LOS agencies in the Comprehensive Plan: Fire and Rescue, Libraries, Parks, Schools, and Transportation. Eleven schools are identified for new construction or additions over the next six years. These schools are not separately identified in the proposed CIP; instead, the School Board prepares a separate CIP that will be integrated into the County's CIP prior to its adoption. A copy of the School's CIP has been mailed to you under separate cover.

The CIP also funds new fire stations, libraries, parks, and transportation facilities. These facilities respond to the LOS needs identified in the Comprehensive Plan. As details are finalized, the Planning Office will submit recommendations on the consistency of individual projects to the Planning Commission through the public facility review (PFR) process. As discussed below, staff is recommending that two of the projects new to this year's CIP be determined consistent with the Comprehensive Plan under the PFR process.

This year's CIP does not fund all needs identified in the Comprehensive Plan, which projects need over the next 20 years. The CIP contains tables on pages 52, 96, and 154 entitled the Infrastructure and Facilities Plan which identifies LOS needs that are not funded as part of this year's CIP. Staff believes that this table shows that County needs have been prioritized correctly, and that the proposed CIP funds adequate public facilities for present and future residents.

Analysis of Five New Projects in the CIP

This year's CIP contains 74 projects, including 5 new projects that have not been previously reviewed by the Planning Commission. The 5 new projects are summarized above in II.C. and II.D. These 5 projects do not involve any school projects, as these projects are funded in a separate CIP prepared and approved by the School Board. The School Board's CIP was distributed for your information at a work session last month.

The Planning Commission must review each proposed public facility for conformance with the Comprehensive Plan. This duty is outlined in Section 15.2-2232, VA Code Ann. Most proposals involve fairly straightforward issues; these cases are reviewed administratively within the Planning Office. The Planning Commission receives a list of administrative reviews on a semi-monthly basis, itemizing the findings made by the Planning Office. The administrative findings are final unless the Planning Commission determines by majority vote that an individual proposal needs a formal review, with opportunity for public comment, before the Planning Commission. Other cases involving more complicated issues are scheduled for public hearing.

The Board of County Supervisors is scheduled to vote on the proposed CIP on April 20, 2004. Approval of the CIP at this time and action on the new projects at this time will allow the Planning Commission to take action on these cases at one time, resulting in a reduction of paperwork, staff time, and expense for the Commission, project managers, and the public.

Proposed Planning Commission Resolution

MOTION:

**March 17, 2004
Regular Meeting
Res. No. 04-**

SECOND:

**RE: PRINCE WILLIAM COUNTY
PLN2004-00221, PROPOSED CAPITAL IMPROVEMENT PROGRAM
FY 2005-2010**

ACTION:

WHEREAS, the Prince William Board of County Supervisors is now considering adoption of the Proposed Prince William County Capital Improvement Program (CIP) FY 2005-2010; and

WHEREAS, the Code of Virginia Section 15.2-2239 authorizes the Planning Commission to prepare and revise annually a capital improvement program based on the comprehensive plan for the locality for a period not to exceed five years; and

WHEREAS, the Prince William County Capital Improvement Program FY 2005-2010 will authorize the planning, acquisition, and construction of land, infrastructure, and buildings for municipal services; and

WHEREAS, the Code of Virginia Section 15.2-2232 requires the Planning Commission to review the location, character, and extent of each public facility for conformity with the Comprehensive Plan, unless said facility is specifically referenced within the Comprehensive Plan; and

WHEREAS, the Planning Commission has reviewed the Prince William County Proposed Capital Improvement Program FY 2005-2010, together with a staff report and receipt of public testimony at a public hearing on March 17, 2004;

NOW, THEREFORE, BE IT RESOLVED that the Prince William County Planning Commission does hereby determine that the Prince William County Proposed Capital Improvement Program FY 2005-2010 advances the goals of the Comprehensive Plan by focusing infrastructure improvements in the Development Area, provides adequate public services to meet the needs of current and future residents, and maintains established levels of service; and

BE IT FURTHER RESOLVED that the projects listed in II.C. in the staff report; i.e.:

- Project FY07 Road Bond Referendum
- Spriggs Road, Phase II

are substantially consistent with the Comprehensive Plan in accordance with 15.2-2232 of the Code of Virginia;

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NOW, THEREFORE, BE IT FURTHER RESOLVED that the Prince William County Planning Commission does hereby find that the projects listed in II.D. in the staff report shall be required to submit more information before a determination of consistency with the Comprehensive Plan can be made in accordance with Section 15.2-2232 of the Code of Virginia.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

CERTIFIED COPY

Secretary to the Commission