



**CAPITAL  
IMPROVEMENT  
PROGRAM  
FISCAL YEAR  
2006-2007**

**COUNTY OF VOLUSIA, FLORIDA**

**COUNTY OF VOLUSIA, FLORIDA**  
**CAPITAL IMPROVEMENT PROGRAM**  
**FY 2006-2007 to FY 2010-2011**



**Chapter 15 (Capital Improvements Element)**  
**Of the Volusia County Comprehensive Plan**

**Prepared by:**

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**Chief Financial Officer**

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January 30, 2007

Honorable Members of the Volusia County Council  
Thomas C. Kelly Administration Center  
123 West Indiana Avenue  
DeLand, Florida 32720

Honorable Members of the County Council:

Attached for your review and approval is the FY 2006-2007 Capital Improvement Program. Capital improvement programming is a guide toward the efficient and effective provision of public facilities. The result of this continuing programming process is the Capital Improvement Program (CIP), a document published annually that proposes the development, modernization or replacement of physical public projects over a multi-year period. By looking beyond year-to-year budgeting and projecting what, where, when and how capital investments should be made, capital programming enables public bodies to maintain an effective level of service to the present and future population. The CIP shows the arrangement of projects in a sequential order based on a schedule of priorities and assigns an estimated cost and anticipated method of financing for each project.

Current fiscal year Capital Projects are funded in the amount of \$234,820,933. This represents a 27% decrease from last years funded amount of \$321,166,544. This decrease is primarily attributed to Bond Funded Road Projects that were completed during last fiscal year, and the Ocean Center Expansion expenses that were recorded in last fiscal year.

New legislation now requires the County to include local Florida Department of Transportation (FDOT) projects in the Capital Improvement Program. To meet these requirements a new section has been added to the document which includes a schedule of FDOT projects.

### **BENEFITS OF CAPITAL PROGRAMMING**

A long-term capital improvement program has many obvious benefits that result from its systematic approach to planning and financing public agency projects. Some of the more important benefits derived from a viable capital programming process include the following:

- **Assists in the implementation of the Comprehensive Plan**  
The primary function of the CIP is to serve as a mechanism for implementation of the Comprehensive Plan. By outlining the facilities needed to serve the population and land uses called for in the Plan and by scheduling them over time, the CIP guides the public construction program for the future.

- **Focuses attention on community goals and needs**  
Capital projects can be brought into line with community objectives, anticipating growth and the government's ability to pay. By planning ahead for projects, those that are needed or desired most can be constructed or acquired first. The CIP keeps the public informed about future capital investment plans of the County. The public involvement in the process provides a mechanism through which a previously unidentified need can surface, be addressed and placed in the framework of community priorities.
- **Encourages more efficient government administration**  
The CIP promotes coordination among government agencies and provides a check on potential overlapping or conflicting programs. Coordination of capital improvement programming can reduce over emphasis on any one government function. The program can guide local officials in making sound annual budget decisions. In addition, the CIP will indicate where sites for projects are needed and where advance acquisition may be necessary to insure the availability of land.
- **Fosters a sound and stable financial program**  
Through capital facilities planning, the need for bond issues or other revenue production measures can be planned and action taken before the need becomes so critical as to require emergency financing measures. In addition, sharp changes in the tax structure and bonded indebtedness may be avoided when the projects to be constructed are staged over a number of years. Where there is sufficient time for planning, the most economical means for project financing can be selected in advance. The CIP can facilitate reliable capital expenditure and revenue estimates and reasonable bond programs by looking ahead to minimize the impact of capital improvement projects. Keeping planned projects within the financial capacity of the County helps to preserve its credit rating and makes it more attractive to business and industry. Thus, the CIP is an integral element of the County's budgetary process.

## **PROGRAM SUMMARY AND FISCAL ANALYSIS**

The Capital Improvement Program includes an unfunded section, located near the end of the document. Service divisions have identified these projects as being necessary to continue operations or meet various development and Council goals, but are not immediately required for compliance with Volusia County's Comprehensive Plan. Placement of these projects in this section is not meant to diminish their importance, nor the possibility of a project's ultimate completion. However, at this point in time, specific funding sources and methodologies have not been clearly defined. Class D projects are currently unfunded in the amount of \$73,067,975 and requires further discussion and fiscal analysis. The financial staff will review the program during the budget process and CIP process for FY 2007-2008.

In the first three sections of the document (Class A, B and C), the majority of the projects can be funded from existing revenue sources. However, the following projects, while presented in the funded sections of this document, will also require some form of increased financing and, therefore, future Council action. They are highlighted here to provide information on the steps required to obtain financing and to detail needed Council actions.

### **Information Technology**

The mission of the Information Technology Division is to provide Volusia County agencies with integrated information technology solutions which facilitate decision making and streamline operations for improved service delivery. There is one major project totaling \$6.1 million that will need to be authorized during FY 2006-2007.

- **Replace Financial System** (Class C section, page C-81)  
 Projected Cost: \$6,100,000  
 Proposed Funding: General Fund  
 Future Council Action: Approval to proceed with the project and funding

### **Office of the Sheriff**

Staff is currently reviewing Requests for Qualifications for architectural and engineering services to design and prepare construction documents for a facility that will house an evidence processing and storage facility.

- **Sheriff Facilities** (Class B section, page B-71)  
 Projected Cost: \$18,000,000  
 Proposed Funding: Loan proceeds  
 Future Council Action: Approval to proceed with the project and funding

### **Corrections**

The current Jail facilities have a rated capacity of 1494 inmates including barracks added as temporary housing in 1982. Average daily population over the past six months is 1536. The general overcrowding and management of special populations has become increasingly difficult and an expansion is needed. A task assignment has been issued for review and analysis of the current square footage requirements and design.

- **Branch Jail Expansion** (Class B section, page B-6)  
 Projected Cost: \$35,000,000  
 Proposed Funding: Loan proceeds/General Fund  
 Future Council Action: Approval to proceed with the project and funding

### **Beach**

With the increased need for additional off beach parking and the replacement of an aging Beach Patrol Headquarters, there are two major beach projects totaling \$11.5 million.

- **Off Beach Parking** (Class C section, page C-76)  
 Projected Cost: \$5,567,383  
 Proposed Funding: Loan proceeds/5<sup>th</sup> Dollar Beach Access Fees  
 Future Council Action: Approval to proceed with the project and funding
- **Beach Patrol Headquarters** (Class C section, page C-70)  
 Projected Cost: \$6,045,277  
 Proposed Funding: Loan proceeds/General Fund  
 Future Council Action: Approval to proceed with the project and funding

### **Emergency Management**

The original Emergency Operations Center (EOC) was built in 1976 . This facility is severely cramped and lacks functional space during emergencies. With the recent consolidation of dispatch countywide, additional dispatch space is needed.

- **Emergency Operations/Consolidated Dispatch Center** (Class D section, page D-20)  
 Projected Cost: \$20,000,000

Proposed Funding: Loan proceeds  
 Future Council Action: Approval to proceed with the project and funding

**Library Services**

Due to the increased population in the City of Deltona the Deltona Regional Library needs to be expanded. The expansion will also include the construction of an Environmental Learning Center and office space for the Human and Veteran’s Services programs.

- **Deltona Library Expansion** (Class C section, page C-110)  
 Projected Cost: \$11,800,000  
 Proposed Funding: Loan proceeds/Library Fund/Volusia ECHO  
 Future Council Action: Approval to proceed with the project and funding

**General Government**

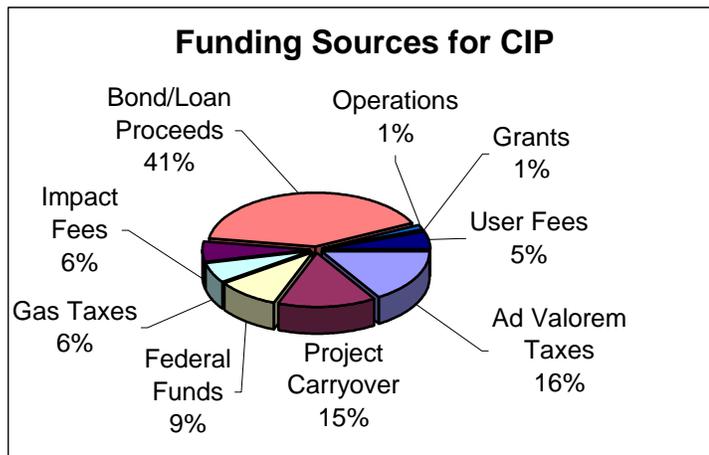
This project will address space square footage shortfall of 66,280, parking shortfall of 250 spaces and retain centralized services in downtown DeLand for the long term. This plan will accommodate most of the projected space needs to the year 2020 and delay the need to construct any new facilities.

- **DeLand Complex** (Class C section, page C-95)  
 Projected Cost: \$15,500,000  
 Proposed Funding: Loan proceeds/General Fund  
 Future Council Action: Approval to proceed with the project and funding

**Financing the Capital Improvement Program**

There are a number of funding options available for financing the proposed capital program. These range from direct pay-as-you-go methods using property tax revenue, state/federal grants, user fees, and other sources, to revenue and general obligation bonds and short-term loans. Over the past several years, the County has used all these methods of financing projects. By utilizing a variety of methods, the County has tried to maximize its capital expenditures and financial flexibility.

The following chart details funding for the FY 2006-2007 Capital Improvement Program. Bond/Loan Proceeds for major construction projects is the largest source of funding, comprising 41% of the CIP budget. Project Carryover dollars fund the next largest percentage of capital improvements at 15% and Ad Valorem Taxes fund 16%. Federal Funding from the FAA and Federal Funding for Mass Transit fund 9% of the total. Gas Taxes comprise 6% of the budget. The remaining budget is funded through a mix of road and fire impact fees, User Fees, Operations, and State/Local grants.



Short-term financing continues to be used as a tool to address funding needs that exceed current

revenues available to fund projects. Developing a strategy to pay for capital improvements while limiting the growth in debt service expenditures imposed on the operating budget requires examination of available funding sources and analyzing debt capacity. Whether a pay-as-you-go strategy is employed or bonding available revenue streams, it is important to protect the County's credit rating and minimize the need to raise taxes. While under funding infrastructure can inhibit development, debt funding infrastructure too far in advance of tax base growth causes otherwise high debt ratios and intensifies financial pressures if development slows. The capital budget should remain flexible enough to be scaled down in the event projected growth slows or fails to occur.

### **Additional CIP Projects**

The following projects are currently in the planning stage, but may develop into significant capital improvement projects.

#### **800 MHz (Page D-16)**

Our present system is based on late 1980's technology, with many components and subsystems no longer in production. It is anticipated that over the next few years, system maintenance will become more difficult as a result of the industry moving towards newer up-to-date GPS technology. Included in the Unfunded Section is a Replacement of One-Half of the Radio System with GPS Simulcast . This project is estimated to cost \$7 million .

#### **East Side Service Center (Page D- 32)**

The Public Works East Side Service Center will consolidate the eastside operations of Mosquito Control, Road and Bridge, and Traffic Engineering. The facility will have administrative office space, equipment and supply storage, fuel depot and a helicopter hangar. A portion of the facility will be hardened to serve as an emergency field operations center for eastside field response and recovery teams. This project is estimated to cost approximately \$15 million.

### **IN CONCLUSION**

The ultimate goal of this document is to provide a realistic guide for Volusia County's capital program and useful reference for the County Council and County departments. The staff and I are prepared to respond to questions you may have about the Capital Improvement Program.

Sincerely,

Charlene S. Weaver, CPA  
Chief Financial Officer

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## **VOLUSIA COUNTY'S CAPITAL IMPROVEMENTS PROGRAM**

The purpose of the Capital Improvements Program (CIP) is to identify capital needs of the County over a five-year period. In addition to the capital needs, the CIP also identifies their funding sources, sets priorities and schedules the projects. These capital requests might be necessary to meet the standards established in the Capital Improvements Element (CIE) which is essentially the facility and financial part of the Comprehensive Plan. It is a mandated element by Chapter 163, Florida Statutes, and Rule 9J-5.016 and prescribes new facilities needed to correct existing deficiencies, accommodate new growth and plan for repair and renovation needs of existing facilities. Some of the capital projects might not be mandated by the CIE but are needs and recommendations by County Departments and Constitutional Officers.

Under the Comprehensive Plan, capital projects are designated as Class A, B, and C public facilities.

**Class A** facilities (concurrency) apply to development orders issued by the County on or after October 1, 1990, the date specified by Rule 9J-5 for the completion of implementing Land Development Regulations. It coincides with the start of the County's Five Year Schedule of Improvements as required by 9J-5. Such levels of service apply to the capital and annual budget and Land Development Regulation beginning October 1, 1990.

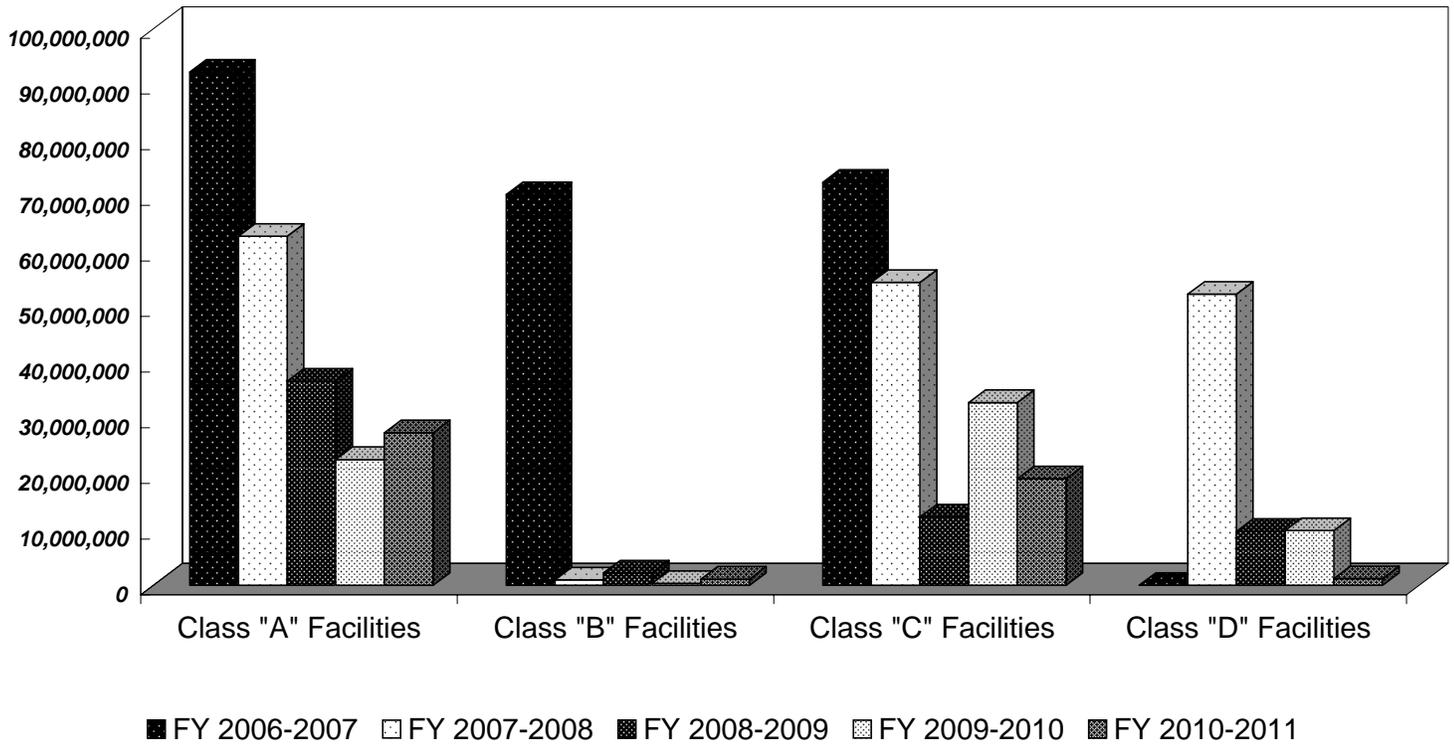
**Class B** facilities apply to the County's annual budget and capital budget beginning October 1, 1990 and the Five Year Schedule of Improvements. These standards do not apply to the issuance of development orders by the County, unless so directed by the County Council, subject to an amendment of the Comprehensive Plan.

**Class C** facilities do not apply to the issuance of development orders by the County after October 1, 1990, but are used for facility planning purposes as related to the scheduling of individual capital projects in the Five Year Schedule of Improvements.

**Class D** facilities is a separate section for important projects or project elements for which precise funding has not yet been identified. This section allows Management to quickly identify which project/elements still require funding.

## COUNTY OF VOLUSIA, FLORIDA Capital Improvement Projects Summary

FY 2006-2007 to FY 2010-2011



### CAPITAL IMPROVEMENT PROJECTS SUMMARY

FY 2005-2006 TO FY 2009-2010

| FACILITY CLASS           | BUDGET YEAR<br>FY 2006-2007 | YEAR 2<br>FY 2007-2008 | YEAR 3<br>FY 2008-2009 | YEAR 4<br>FY 2009-2010 | YEAR 5<br>FY 2010-2011 | FIVE YEAR<br>TOTAL   |
|--------------------------|-----------------------------|------------------------|------------------------|------------------------|------------------------|----------------------|
| Class "A" Facilities     | 92,223,958                  | 62,729,029             | 36,671,183             | 22,606,220             | 27,414,547             | 241,644,937          |
| Class "B" Facilities     | 70,199,010                  | 982,680                | 2,227,680              | 357,000                | 1,107,000              | 74,873,370           |
| Class "C" Facilities     | 72,397,965                  | 54,428,919             | 12,294,735             | 32,859,549             | 19,147,209             | 191,128,377          |
| <b>TOTAL FUNDED CIP</b>  | <b>\$234,820,933</b>        | <b>\$118,140,628</b>   | <b>\$51,193,598</b>    | <b>\$55,822,769</b>    | <b>\$47,668,756</b>    | <b>\$507,646,684</b> |
| Class "D" Facilities     | 0                           | 52,303,738             | 9,707,400              | 9,842,400              | 1,214,436              | 73,067,974           |
| <b>TOTAL CIP PROGRAM</b> | <b>\$234,820,933</b>        | <b>\$170,444,366</b>   | <b>\$60,900,998</b>    | <b>\$65,665,169</b>    | <b>\$48,883,192</b>    | <b>\$580,714,658</b> |