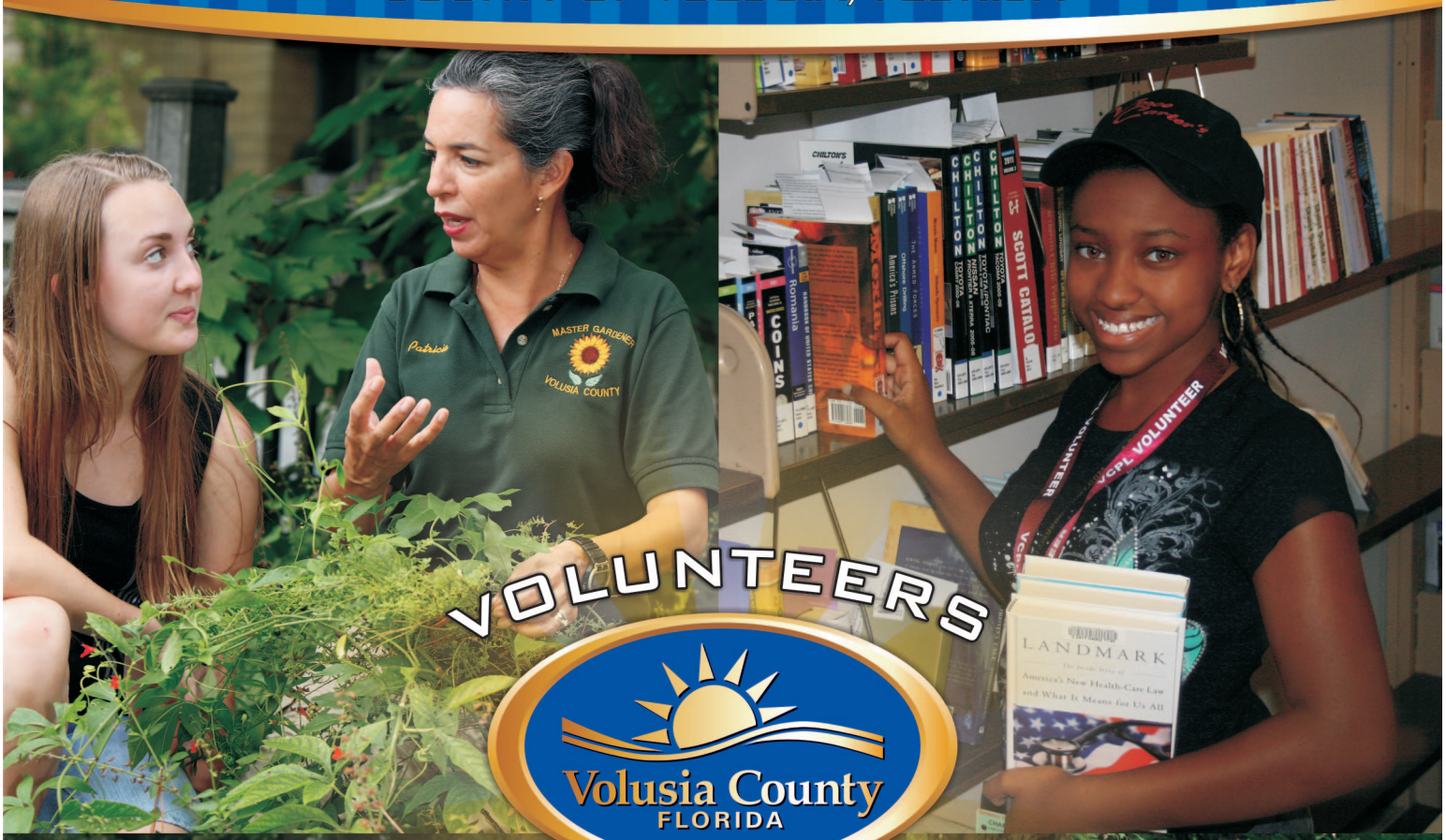
COUNTY OF VOLUSIA, FLORIDA



VOLUNTEERS

Volusia County
FLORIDA

TAKING THE TIME,
MAKING A DIFFERENCE

CAPITAL IMPROVEMENT PLAN
FISCAL YEAR 2010-2011

COUNTY OF VOLUSIA, FLORIDA

CAPITAL IMPROVEMENT PROGRAM

FY 2010-2011 to FY 2014-2015

Volusia County
FLORIDA

Charlene Weaver, C.P.A., CFO
Deputy County Manager

Rhonda C. Orr, CGFO
Deputy Director

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Volusia County
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Financial and Administrative Services

March 21, 2011

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 is the FY 2010-2011 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 $153,094,890. This represents an 8.9% or $12.5 increase from last year's funded amount of $140,571,155. This increase is primarily attributed to additional federal grant dollars, much of which is associated with the replacement of the runway lighting system project at the Airport. Additionally, capital project carryover for CJIS, Critical Communications and Parks are reflected in the current year program.

Legislation now requires the County to include local Florida Department of Transportation (FDOT) and Volusia County School Board projects in the Capital Improvement Program. To meet these requirements two sections have been included in the document to provide those schedules. These projects are not managed or funded by the County, and are only included to meet the State's requirement.

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:

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- **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.

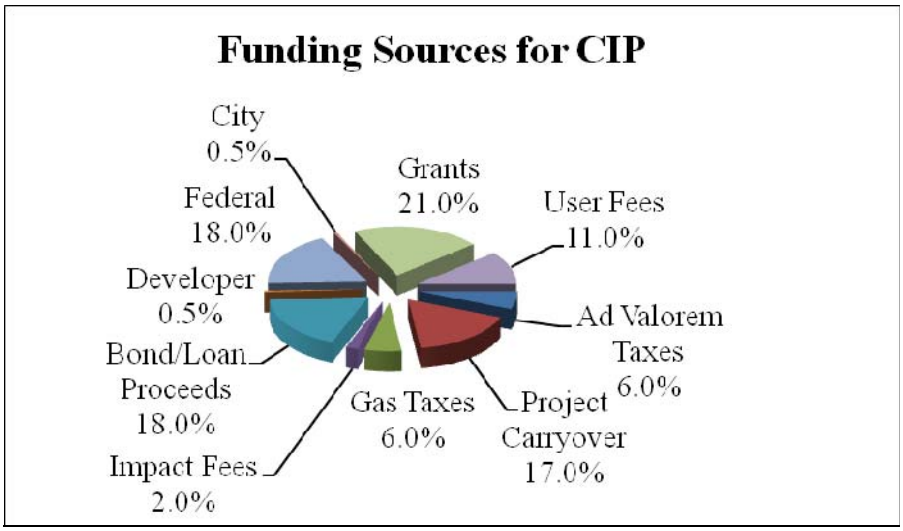
PROGRAM SUMMARY AND FISCAL ANALYSIS

The Capital Improvement Program includes an unfunded section, located near the end of the document. 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 $95,170,283 and require further discussion and fiscal analysis. Staff will review all projects during the budget process for FY 2011-2012.

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 2010-2011 Capital Improvement Program. State and local grant funds for major construction projects is the largest source of funding, comprising 21% of the CIP budget. Federal and Bond/Loan funding is the next largest percentage of capital improvements at 18% each. Capital Project Carryover follows at 17% and user fees at 11%. The remaining budget is funded through a mix of ad valorem, gas taxes, road and fire impact fees, and developer/city contributions.



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.

FY 2011 and FY 2012 CIP Projects

On November 19, 2009, capital improvement projects and associated funding was discussed by the County Council. The council approved several capital projects that would be paid for by cash and would help stimulate construction within the local economy. Funding for these projects will come from capital set-aside dollars and are discussed on the following page.

Replace Inmate Dorms

The Volusia County Correctional Facility was originally built in 1977. This minimum to medium security jail houses both male and female inmates sentenced to the county jail. Five wooden dorm structures were added in 1982 as temporary housing. These dorms were constructed to handle an overflow population of 200 inmates. These 28 year old structures no longer meet current codes. The recommended replacement is a concrete masonry building which is energy efficient, wind resistant, code compliant and will house an additional 56 inmates. The life span of this structure is 50 years and the cost is estimated at $4M. County Council approved the submission of a task assignment for architectural/engineering services for replacement of inmate dormitories.

Inmate Booking/Renovations

The Volusia County Branch Jail was originally built in 1987. This medium to maximum security jail has a rated capacity of 899 inmates. The average annual intake workload is 92,600 persons and the process is currently conducted in the jail corridor. The 6 bed medical/mental health facility is currently housed within a 1,805 s.f. area. Along with the infirmary space, the clinic includes dental, mental health services, exam and pharmaceutical space. The recommendation includes the construction of a new vehicle sally port and second floor administration area, the conversion of the current sally port into the new intake/booking area and the renovation of the former intake/booking and finance areas into inmate program areas. County Council approved the solicitation of an RSQ for architectural/engineering services for expansion of inmate intake/booking area, sally port and medical/mental health facilities. The estimated cost of this project is $6M.

Consolidated Dispatch/Emergency Operations Center

Currently, dispatch operations are located at 3 separate locations. The consolidation of dispatch services along with the replacement of the 33 year old Emergency Operations Center will enhance the safety of Volusia County citizens. Along with efficiency of operations, the construction of a new facility will improve coordination among public safety agencies. The 45,000 s.f. single story facility will replace the existing 9,000 s.f. non-ADA compliant structure. The existing emergency operations center will be renovated and used as an Information Technology support building (see below). County Council approved the Solicitation of an RSQ for architectural/engineering services for a consolidated dispatch/emergency operations center. The estimated cost of this project is $16-$20M.

Information Technology Support Building Renovation

The former Emergency Operations Center is an ideal site as a secondary computer data center to backup the DeLand data center. The county is currently responsible for 2,200 network connections, 20 trillion pieces of data, 221 servers, 67 telephone switches, 4,300 phones, 11 800 MHz public safety towers and 9,000 radios. County Council approved the submission of a task assignment for architectural/engineering services for the information technology support building renovation. The estimated cost of this project is $.6M.

Additional CIP Projects

Due to the slowdown of the economy and the uncertainty of the recovery time period, all other capital projects are on hold. However, the following projects have been in the planning stages and may eventually develop into significant capital improvement projects.

Branch Jail Expansion (Page D-19)

The current Jail facilities have a rated capacity of 1,494 inmates including barracks added as temporary housing in 1982. 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. This project is estimated at $43 million.

East Side Service Center (Page D-31)

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.

Port Orange Library Expansion (Page D-37)

This 25,000 s.f. expansion will include dedicated space for teens, expanded children's area, computer lab, and expanded patron seating areas. This project is estimated to cost approximately $9 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
Deputy County Manager/CFO

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Volusia County
FLORIDA

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.

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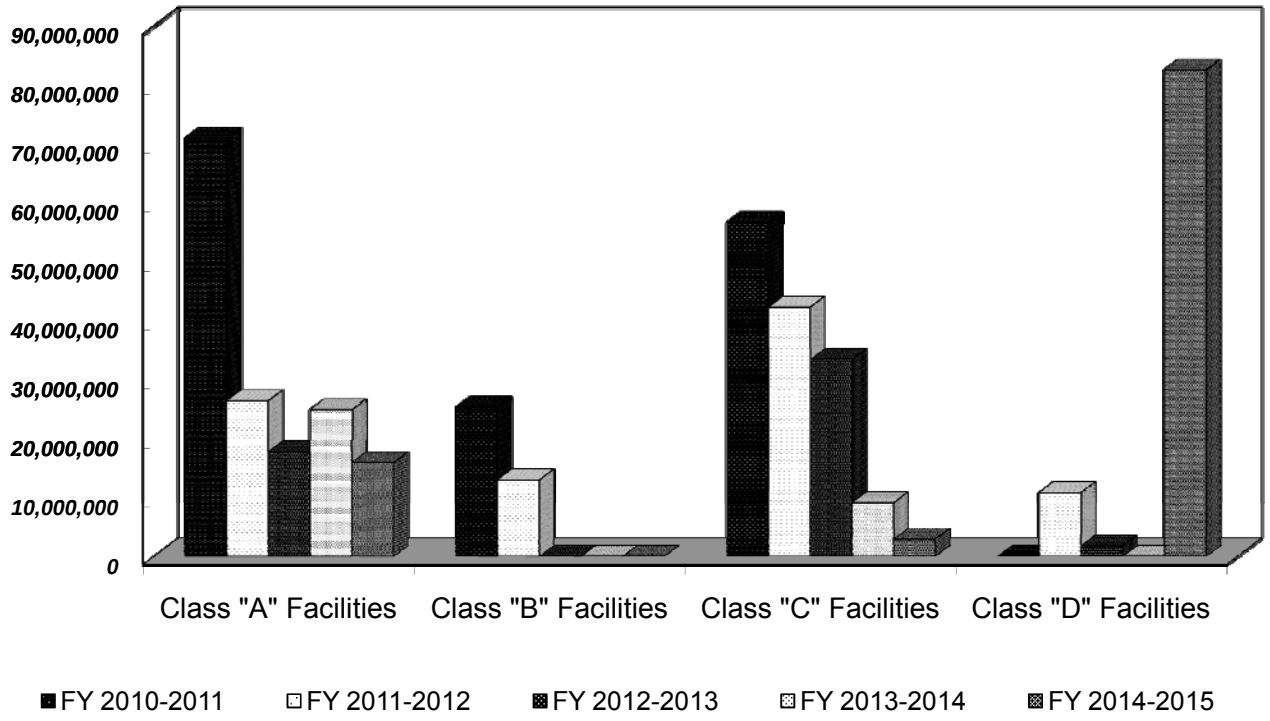
COUNTY OF VOLUSIA, FLORIDA
Capital Improvement Projects Summary

FY 2010-2011 to FY 2014-2015



CAPITAL IMPROVEMENT PROJECTS SUMMARY

FY 2010-2011 TO FY 2014-2015

FACILITY CLASS	BUDGET YEAR FY 2010-2011	YEAR 2 FY 2011-2012	YEAR 3 FY 2012-2013	YEAR 4 FY 2013-2014	YEAR 5 FY 2014-2015	FIVE YEAR TOTAL
Class "A" Facilities	71,026,782	26,403,351	17,742,233	24,917,474	15,943,700	156,033,540
Class "B" Facilities	25,353,124	13,000,000	0	0	0	38,353,124
Class "C" Facilities	56,714,984	42,287,727	33,449,314	9,095,000	2,950,000	144,497,025
TOTAL FUNDED CIP	**$153,094,890**	**$81,691,078**	**$51,191,547**	**$34,012,474**	**$18,893,700**	**$338,883,689**
Class "D" Facilities	0	10,830,000	1,800,000	0	82,540,283	95,170,283
TOTAL CIP PROGRAM	**$153,094,890**	**$92,521,078**	**$52,991,547**	**$34,012,474**	**$101,433,983**	**$434,053,972**

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