

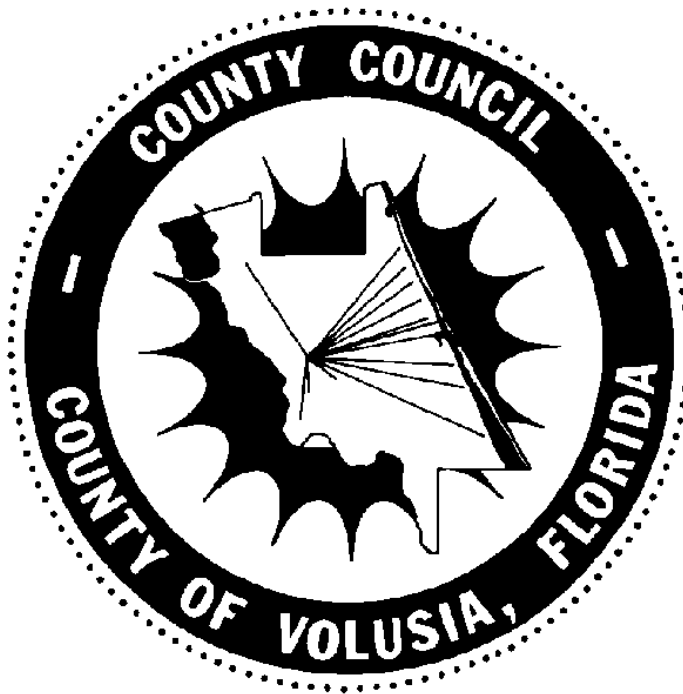
# CAPITAL IMPROVEMENT PROGRAM FY 2003-04



VOLUSIA COUNTY

**COUNTY OF VOLUSIA, FLORIDA**  
**CAPITAL IMPROVEMENT PROGRAM**

**FY 2003/04 – FY 2007/08**



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

**Charlene Weaver, CPA  
Chief Financial Officer**

December 23, 2003

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 2003-04 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 \$139,569,518. This represents a 97% or approximately \$69,000,000 increase over last fiscal years funded amount. The majority of this increase is attributed to the Ocean Center Expansion project which will be funded by a bond issue estimated at \$50 million. The remaining \$20 million increase is comprised of \$7.1 million in projects re-budgeted from FY 2002-03, and \$12.9 million for projects in the following areas: Roads, Mass Transit Projects, Historic Courthouse Restoration, Construction of a Radio Tower at Maytown Road, and the construction of two Fire Stations.

#### **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. Section D is currently unfunded in the amount of \$67,219,874 and requires further discussion and fiscal analysis. Priorities will need to be established. The financial staff will review the program during the budget process and CIP process for FY 2004-05

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 are three major projects totaling \$16.8 million that will need to be funded through 2008.

- **Replace Criminal Justice Information System** (Class C section, page C-45)  
Projected Cost: \$11,000,000 over the next five years  
Proposed Funding: Loan proceeds  
Future Council Action: Approval to proceed with the project and funding
- **Telephone System Replacement** (Class C section, page C-51)  
Projected Cost: \$2,660,200 over the next five years  
Proposed Funding: General Fund/Loan proceeds  
Future Council Action: Approval to proceed with the project and funding
- **Replace Financial System** (Class C section, page C-46)  
Projected Cost: \$3,154,000 over the next five years  
Proposed Funding: General Fund/Loan proceeds  
Future Council Action: Approval to proceed with the project and funding

### **Ocean Center**

A key element of economic development in the County is the redevelopment of Ocean Walk Village in Daytona Beach. With the approval of the 1% increase in the Tourist Development Tax which took effect in July 2003, enough revenue will be generated to support a \$50 million expansion of the Ocean Center. This expansion will add a 100,000 square-foot exhibition hall, 40,000 square-feet of meeting rooms, 30,000 square-feet of ballroom space, and 54,000 square-feet of pre-function areas.

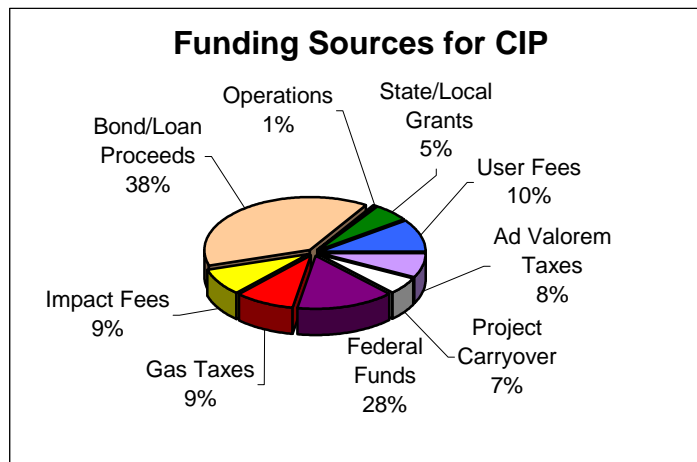
- **Ocean Center Expansion** (Class C section, page C-85)  
Projected Cost: \$55,359,620 over the next five years  
Proposed Funding: Bond Proceeds/Operating Revenues  
Future Council Action: Approval of bond issue

### **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 2003-04 Capital Improvement Program. Bond/Loan Proceeds related to equipment and Expansion of the Ocean Center are the largest sources of revenue, together comprising 38% of the CIP budget. Federal Funding from the FAA and Federal Funding for Mass Transit fund the next largest percentage of capital improvements at 28%. Ad Valorem taxes comprise 8% of the budget. The remaining budget is funded through a mix of road and fire impact fees, 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**

Our present system is based on early 1990's technology, with many components and subsystems no longer in production. It is anticipated that over the next few years system maintenance will become

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more difficult as a result of the industry moving towards newer up-to-date GPS technology. Included in the Unfunded Section is an Upgrade System A to GPS Timing . This project is estimated to cost \$7 million during FY 2006-07.

#### I-4/SR472 Activity Center Areawide DRI

The area encompassed by the Areawide DRI has the potential to become the central urban focus for Southwest Volusia County. It is viewed as the most effective alternative to guide and encourage the timely development of the Activity Center. It is the intent of the Areawide DRI process to realize the Activity Center's full potential of providing high end employment opportunities for Volusia County. An approved DRI would also provide the communities of southwest Volusia with assurances of the commitment to the type, quality, and character of the planned development in the Center. This development could involve projects related to infrastructure, such as roads and water and sewer.

#### Spatial Needs Analysis

The recommended strategic approach to meeting the space needs of Volusia County in DeLand is the construction of a new facility of about 73,000 GSF (Gross Square Feet) to accommodate the expected shortfall in the downtown complex as soon as possible along with an associated parking structure.

#### Commuter Rail

Volusia County has been evaluating the possibility of rail service linking Volusia County and the Orlando metropolitan area since 1997. In November 2001, the County Council approved VOTRAN's participation in the "Alternative Analysis Study" for the development of commuter rail service with LYNX designated as the lead agency. Congressman Mica has been working with the Central Florida area on pursuing the Commuter Rail Technology Project in advance of the "Alternative Analysis Study" being completed. Area agencies are working on coordinating these two efforts to ensure the development of an effective rail project. Capital costs are projected to be \$21.9 million, with an annual operating and maintenance cost of \$7.4 million for Volusia County.

#### **IN CONCLUSION**

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

Sincerely,

Charlene Weaver, CPA  
Financial and Administrative Services Director, /CFO

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