

## Capital Project Detail

### PROJECT SUMMARY

### EXPENDITURES

|                                     | <u>FY 2005</u>      | <u>FY 2006</u>      | <u>FY 2007</u>      | <u>FY 2008</u>      | <u>FY 2009</u>      | <u>TOTAL</u>        |
|-------------------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| <b><u>COMMUNITY DEVELOPMENT</u></b> |                     |                     |                     |                     |                     |                     |
| Property Development Rights         | \$ 635,000          | \$ 690,000          | \$ 741,000          | \$ 796,000          | \$ 855,000          | \$ 3,717,000        |
| Greenspace                          | 518,456             | 576,990             | 631,524             | 690,058             | 752,592             | 3,169,620           |
| James River Commerce Center         |                     |                     |                     | 50,000              | 1,000,000           | 1,050,000           |
|                                     | <u>\$ 1,153,456</u> | <u>\$ 1,266,990</u> | <u>\$ 1,372,524</u> | <u>1,536,058</u>    | <u>\$ 2,607,592</u> | <u>\$ 7,936,620</u> |
|                                     |                     |                     |                     | \$                  |                     |                     |
| <b><u>PARKS AND RECREATION</u></b>  |                     |                     |                     |                     |                     |                     |
| Greenways and Trails                | \$ 50,000           | \$ 50,000           | \$ 50,000           | \$ 50,000           | \$ 50,000           | \$ 250,000          |
| Warhill Sports Complex              |                     |                     | 427,245             | 1,022,280           | 780,755             | 2,230,280           |
| Freedom Park                        | 250,000             |                     |                     | 500,000             | 650,528             | 1,400,528           |
| JCWCC Community Center              |                     |                     |                     | 350,000             |                     | 350,000             |
| Mid County Park                     |                     |                     |                     | 300,000             |                     | 300,000             |
| Upper County Park                   |                     |                     |                     | 200,000             |                     | 200,000             |
| James River Community Center        |                     |                     |                     |                     | 100,000             | 100,000             |
| Chickahominy Riverfront Park        |                     |                     |                     | 50,000              | 125,000             | 175,000             |
|                                     | <u>\$ 300,000</u>   | <u>\$ 50,000</u>    | <u>\$ 477,245</u>   | <u>\$ 2,472,280</u> | <u>\$ 1,706,283</u> | <u>\$ 5,005,808</u> |
| <b><u>COMMUNITY SERVICES</u></b>    |                     |                     |                     |                     |                     |                     |
| Sports Facility                     | \$ 100,000          | \$ 6,470,000        |                     |                     |                     | \$ 6,570,000        |
| Grounds Equipment                   | 108,000             | 87,300              |                     |                     |                     | 195,300             |
| HAVA Voting Equipment               | 79,300              |                     |                     |                     |                     | 79,300              |
| James City County Library Chiller   |                     | 85,000              |                     |                     |                     | 85,000              |
|                                     | <u>\$ 287,300</u>   | <u>\$ 6,642,300</u> | <u>\$ 0</u>         | <u>\$ 0</u>         | <u>\$ 0</u>         | <u>\$ 6,929,600</u> |
| <b><u>PUBLIC SAFETY</u></b>         |                     |                     |                     |                     |                     |                     |
| Replacement Ambulances @            | \$ 165,000          | \$ 165,000          | \$ 165,000          | \$ 165,000          | \$ 165,000          | \$ 825,000          |
| Animal Shelter                      |                     | 482,000             |                     |                     |                     | 482,000             |
| Station No. 5 Ambulance @           |                     | 235,000             |                     |                     |                     | 235,000             |
| Mobile Data System @                |                     |                     | 350,000             | 700,000             | 700,000             | 1,750,000           |
| SUBTOTAL - PUBLIC SAFETY            | <u>\$ 165,000</u>   | <u>\$ 882,000</u>   | <u>\$ 515,000</u>   | <u>\$ 865,000</u>   | <u>\$ 865,000</u>   | <u>\$ 3,292,000</u> |

Note @ - fully or partly dependent on ALS/BLS ambulance fee revenue, beginning in FY 2006.

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|                                 | <u>FY 2005</u>             | <u>FY 2006</u>              | <u>FY 2007</u>             | <u>FY 2008</u>             | <u>FY 2009</u>             | <u>TOTAL</u>                |
|---------------------------------|----------------------------|-----------------------------|----------------------------|----------------------------|----------------------------|-----------------------------|
| <b><u>SCHOOLS</u></b>           |                            |                             |                            |                            |                            |                             |
| Multi-Purpose Building          | \$ 3,181,500               |                             |                            |                            |                            | \$ 3,181,500                |
| Third High School               | 713,062                    | 39,670,000                  |                            |                            |                            | 40,383,062                  |
| Norge                           | 434,070                    |                             | 316,940                    |                            |                            | 751,010                     |
| Lafayette                       | 83,738                     | 330,376                     | 1,166,468                  |                            |                            | 1,580,582                   |
| Jamestown                       |                            | 166,330                     | 55,099                     |                            |                            | 221,429                     |
| Clara Byrd Baker                |                            | 53,765                      | 463,202                    | 649,473                    |                            | 1,166,440                   |
| Stonehouse                      |                            |                             | 154,569                    |                            |                            | 154,569                     |
| Cooley Field                    |                            |                             | 111,173                    |                            |                            | 111,173                     |
| James River                     |                            |                             | 66,314                     |                            |                            | 66,314                      |
| James Blair                     |                            |                             | 64,851                     |                            |                            | 64,851                      |
| Toano                           |                            |                             | 64,363                     |                            |                            | 64,363                      |
| Rawls Byrd                      |                            |                             | 46,000                     |                            |                            | 46,000                      |
| DJ Montague                     |                            |                             |                            | 827,189                    | 349,473                    | 1,176,662                   |
| Berkeley                        |                            |                             |                            |                            | 241,951                    | 241,951                     |
| Matthew Whaley                  |                            |                             |                            |                            | 129,702                    | 129,702                     |
| <b>SUBTOTAL - SCHOOLS</b>       | <b><u>4,412,370</u></b>    | <b><u>40,220,470</u></b>    | <b><u>2,508,979</u></b>    | <b><u>1,476,662</u></b>    | <b><u>721,125</u></b>      | <b><u>49,339,606</u></b>    |
| Undesignated                    |                            | 250,000                     |                            | 50,000                     | 1,000,000                  | 1,300,000                   |
| Thomas Nelson Site Improve      |                            | <u>1,500,000</u>            | <u>1,000,000</u>           |                            |                            | <u>2,500,000</u>            |
| <b>TOTALS - CAPITAL BUDGETS</b> | <b><u>\$ 6,318,126</u></b> | <b><u>\$ 50,811,760</u></b> | <b><u>\$ 5,873,748</u></b> | <b><u>\$ 6,400,000</u></b> | <b><u>\$ 6,900,000</u></b> | <b><u>\$ 76,303,634</u></b> |

### COMMUNITY DEVELOPMENT

Funding continues for the Property Development Rights and Greenspace programs, both designed to acquire property or property rights in order to preserve undeveloped areas of the County. Both are funded at the equivalent of one-penny on the tax rate, although the Greenspace number is reduced by the debt service payments for Mainland Farm. No new funds are proposed for Economic Development, but the County/IDA have funds previously appropriated – proceeds from the sale of the first shell building and the reimbursement of the John Deere incentive payments. On-going incentive payments are budgeted under Non-Departmental in the Operating Budget.

### PARKS AND RECREATION

The annual investment in greenways continues but most other new Parks and Recreation projects have been suspended for three years. Several construction projects will continue over the next two years using Capital Budget balances and grant funds. The stadium complex anticipated for the Warhill Sports Complex in FY 2006 is budgeted under Community Services in this budget. No funding is proposed for a dog park, although both land and County staff are available if some kind of partnership can be developed.

### COMMUNITY SERVICES

The County has proposed to build a sport facility on Warhill Sports Complex property very near the new high school/community college site. The facility is designed primarily for high school athletic programs but is proposed to be used as a venue for other events as well. Financing is expected in FY 2006.

Equipment for the County grounds department, new voting machines, and a replacement chiller for the James City County Library on Croaker Road round out the projects proposed for funding in FY 2005 and FY 2006.

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### PUBLIC SAFETY

Work continues on two previously funded projects – the new radio system with the attendant expansion of the Dispatch Center at the County’s Emergency Operations Center in Toano, and the construction of a new Fire Station No. 2 that will replace the building originally built as a temporary in Grove, but used for the past 30 years. The five-year program continues a one-a-year ambulance replacement schedule and in FY 2006 would fund and equip a brand new ambulance to be assigned to Station No. 5 on Monticello Avenue. Beginning in FY 2007, mobile data terminals (MDTs) are proposed for public safety vehicles. Funding for the new ambulance, the medics needed to man the ambulance, as well as for the MDTs, is dependent on additional revenues generated from a fee for services that is projected to be implemented, subject to public comment, in July 2005. Funds are also set aside in FY 2006 for improvements to the County’s animal shelter. These funds may be re-directed towards a regional partnership with a local humane society or SPCA if appropriate agreements can be negotiated.

### SCHOOLS

The presentation of funding proposals is best done by year:

**FY 2005** – The numbers shown reflect a County share of a total project cost of 90 percent. The City shares in the funding of capital projects under the School contract. Funding for a multipurpose building that would combine student services, alternative education, and other school functions is included. In addition, funding for requested design and engineering costs for the third high school and for paint, tile, and carpet refurbishment at Norge Elementary School, and two mobile classroom trailers at Lafayette High School is also shown.

**FY 2006** - Pending voter approval of a bond referendum in November, 2004, a contract is expected to be awarded and bonds issued to finance a third high school in FY 2006. The assumptions in place for the high school are March, 2004, cost estimates for a 1,250-student high school with a 750-seat auditorium and with 91 percent of the costs assumed by the County. The actual funding split will not be known until after the September 30, 2004, student enrollment figures have been released. In addition to the third high school, the FY 2006 funding is set aside for a hot water boiler and field drainage work at Lafayette High School and maintenance catwalks and a telecom system at Jamestown High School. Initial engineering funding is also proposed for an HVAC replacement at Clara Byrd Baker Elementary School.

**FY 2007** – The numbers shown reflect a projected County share of total costs at 92 percent. FY 2007 is forecast as a “catch up” year with funding proposed for the following:

- Norge Elementary School kitchen work
- Auditorium noise control devices at Jamestown High School
- Additional funding for the Clara Byrd Baker Elementary School HVAC replacement
- Building a bus loop canopy at Stonehouse Elementary School
- Upgrading the lighting system at Cooley Field
- Replacement of gymnasium roof at James River Elementary School
- Replacement of the bus canopy and sidewalk at James Blair Middle School
- Upgrading a sewage pump station at Toano Middle School
- Replacement of the Rawls Byrd Elementary School telecom system

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**FY 2008** – The numbers reflect an estimated 92 percent County share and include funding for the HVAC replacement, as well as replacement of the telecom system at Clara Byrd Baker Elementary School. Also included are partial funds for the replacement of the HVAC system at D.J. Montague Elementary School.

**FY 2009** – The numbers also project a 92 percent County share. Funding is proposed to complete the HVAC project at D.J. Montague Elementary School, to complete the installation of a standing seam metal roof at Berkeley Middle School, and to replace the auditorium ceiling at Matthew Whaley Elementary School.

### **THOMAS NELSON COMMUNITY COLLEGE**

The sum of \$2.5 million is proposed in FY 2006 and FY 2007 as a "set aside" to allow the County to fund some of the on-site and off-site development costs of the Historic Triangle Campus of Thomas Nelson Community College (TNCC), now planned for the Warhill Tract off Centerville Road in Lightfoot. Final cost estimates, and how they might be divided among a high school, the TNCC campus and a new stadium, have not been determined. Phasing of construction of the new TNCC facilities will also impact both the cost and the timing of funding for the infrastructure. Under State Community College guidelines, the host community, in this case the County is responsible for all development costs beyond 5 feet from the walls of the buildings. These costs include those for water, sewer, roads, parking, stormwater, lighting, and sidewalks, both on- and off-site.

### **PROJECTS PROPOSED, BUT NOT FUNDED**

Over 65 percent of the five-year Capital Improvement Program relies on debt. That is not unusual in a community growing as quickly as James City County and the interest rates for borrowed funds are at historically low rates, but it is not something the County can continue to do indefinitely. Other capital project requests were submitted and funds were requested that could not be funded in the Capital Improvement Plan and for which no debt-financing was proposed.

A few illustrations:

The request for funding for Property Development Rights (PDRs) was \$4 million more, over the five-year period, than is recommended for funding. The Program scope and property owner interest is such that even the commitment of the equivalent of one cent on the real property tax is not sufficient. Currently \$1 million exists from previous appropriations to this program and six applications are now in hand for PDRs valued at over \$4.5 million.

The expansion of the Human Services Building, a project focusing on basic community service needs and the elimination of leased facilities, is for components like Neighborhood Connections and Housing and designed to allow Olde Towne Medical Center, Social Services, and Youth Services sufficient space to continue to provide quality programs. It is under-funded in the five-year program by \$2.5 million. Finding a meaningful, long-term solution for a third of the estimated cost will be a challenge.

The County received a request for \$1,272,000 for an expanded and renovated facility for the Heritage Humane Society (HHS) that is not funded in this CIP. Discussions continue with the HHS, the City of Williamsburg, and York County, and staff is hopeful that some kind of partnership can be negotiated. If one can be negotiated, then funds set aside for the County Animal Shelter may be available to be allocated to this project.

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In prior years Capital Project Balances could accumulate and major projects could be funded by annual allocations of cash. Over the past two years, however, the County withdrew \$2.5 million from those balances to acquire the Warhill site for a co-located high school and community college. In addition, the local match for Hurricane Isabel recovery costs, much of it related to the collection and disposal of debris, approaches \$1 million. Past Capital Budget appropriations have been, and will be, redirected to those efforts as well.

The County staff received a request for a \$1.8 million annual program for stormwater, water quality improvements and the assumption of maintenance for many residential stormwater ponds. Federal law, new Chesapeake Bay requirements, watershed protection initiatives, State funding reductions, and the inability of many homeowner associations to fund maintenance and improvements to existing facilities seem to be propelling the County into a more aggressive program. Nothing is funded in the five-year CIP for stormwater, although current capital budget balances are sufficient to fund one significant project - a regional stormwater pond in Lightfoot. Money has been proposed in the Operating Budget for the design and possible implementation of a stormwater utility – using fees from utility billings to residents and businesses, as opposed to general tax funds, to pay for related maintenance and service costs, regional facilities and watershed protection initiatives. If approved, that utility may begin operations in FY 2006.

The five-year Capital program submitted by the Parks and Recreation Advisory Committee was over \$15 million – with relatively large continuing investments proposed for Freedom Park, the Warhill Sports Complex and the JCW Community Center. This Capital program funds less than a third of that total and essentially establishes a three-year funding holiday for park and facility improvements.

Several School projects are also unfunded or are deferred one year or more from the year for which they were requested. It is anticipated that some of the smaller ones that are not funded might be accommodated by the Schools with year-end funds, through the Operating Budget or with grants. These include FY 2005 projects at Matthew Whaley and Berkeley schools. The current School facilities study of expected needs and existing resources is expected to add to the list of unfunded School projects, with a new elementary school probably topping that list.

The full costs of site work for the Thomas Nelson Community College campus are probably between \$6 million and \$8 million – depending on the needed off-site road improvements. This proposal does not fully fund those costs and funding alternatives need to be evaluated over the next several years.

### **PLANNING COMMISSION**

The James City County Planning Commission, after a public hearing on March 1, 2004, adopted the recommendations of the Policy Review Committee prioritizing the items requested in the Capital Improvement Program. The projects with funding requests submitted for FY 2005 are prioritized High, Medium or Low. The Policy Review Committee, and the Planning Commission, chose not to rank the proposal for a third high school. Projects without a funding request in FY 2005 were also unranked.

There were five projects ranked High Priority – the PDR program, a regional stormwater pond at Lightfoot, relocation of the Toano Convenience Center, the ambulance replacement, and replacement the Lafayette High School hot water boiler. The Policy Review Committee described the requested \$8 million, five-year PDR program as moderately aggressive. However funding for that program is set at the equivalent of one cent on the real estate tax rate and the proposed five-year funding is less than half of the \$8 million proposed. The regional stormwater pond in Lightfoot is expected to be built using existing funds in the Capital Budget and the replacement ambulance is funded in FY 2005.

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The Toano Convenience Center is being displaced by the new Emergency Dispatch Center and functions of the Toano Convenience Center (solid waste and recycling) are proposed to be met by an expanded operation at the County landfill site on Jolly Pond Road. Funding is proposed for the Lafayette High School hot water boiler, but later than FY 2005. The boiler was not as high a priority of the School Board as it was of the Policy Committee.

There were five projects ranked as Low Priority by the Planning Commission. Four are school projects – the new multi-purpose building, catwalks and replacing the telecom system at Jamestown HS and a bus canopy at Stonehouse Elementary School. The other project is a shared animal shelter. This Capital Budget does not fund the Jamestown and Stonehouse school projects in FY 2005, the year they were requested, but does recommend funding in later years. The Capital Budget also does not fund a shared animal shelter, but staff is still working on a proposal that could result in a shared facility.

The School multi-purpose building, however, is recommended for funding in FY 2005 using VPSA bonds. The proposal focuses on a multiple use building to house Student Services, CEO (the Center for Educational Opportunities, the alternative education program) and School Purchasing. Student Services is currently housed in inadequate rented space and the rental costs are proposed to be shifted (and would be sufficient) to pay for the operating costs of this new facility. School Purchasing will relocate from the County Government Center – freeing up space in that building – and will establish a new warehouse/storeroom function in storage space. CEO is housed temporarily at Eastern State Hospital (ESH) in a building that can only be leased year-by-year. Various planning scenarios at ESH include the eviction of the CEO program and the multipurpose building would provide permanent space for that program.

### CONCLUSION

The Capital Improvement Program over the next five years anticipates the investment of \$76.4 million in community facilities and programs to further enhance the County's Quality of Life. It depends on debt-financing for several major projects, most notably a third high school, and does not fully fund the requests forwarded by County departments, agencies and other community groups. Staff continues to pursue grants, revenue alternatives, changes in project scopes and other innovative ways to move forward on several of these projects, even if they are currently un- or under-funded.