

COUNTY OF YORK

MEMORANDUM

DATE: March 13, 2017

TO: York County Board of Supervisors

FROM: Neil A. Morgan, County Administrator



SUBJECT: Capital Improvements Program Development – Supplementary Information

As a follow-up to the February 7th briefing on our staff effort to develop a recommended FY18 – 23 Capital Improvements Program (CIP), Mr. Shepperd provided (via his February 15th email) a list of questions and requests for supplementary information. Primarily, Mr. Shepperd's comments focused on the differences between the approved FY17 – 22 CIP and the "first-cut" version of the proposed FY18 – 23 CIP briefed at the work session. The purpose of this memorandum is to offer a general overview of the reasons for various differences and to provide context for the Capital Improvements Program recommendation that I will be presenting to the Board on March 21st.

As I have noted in my discussions with the Board and in various presentations, I believe it is essential that funding devoted to the Capital Improvements Program be as robust as possible. Likewise, I believe the CIP needs to be realistic in terms of when a project can be initiated and completed given the various influencing factors. Also, and most importantly, the CIP needs to be as realistic as possible in terms of affordability, both in terms of the accuracy of cost estimates and the number of projects that can be accomplished within a given fiscal year given funding projected to be available. It is this latter objective that prompted last year's recommendation to pare the CIP from a 10-year term down to 6 years. Simply put, project cost estimates and projections concerning available funding tend to become more "fuzzy" than accurate the farther into the future we look. However, even with a 6-year term, circumstances and conditions can still change within a short period of time and, inevitably, there will be a need to recommend adjustments in the priorities and funding amounts programmed in the previous year's CIP – just as I will be doing this year.

In developing this year's recommended CIP, we also have been mindful of the six **Strategic Priorities** established by the Board. The focus and direction provided by the Board's Strategic Priorities has been helpful as we worked to balance the long list of needed projects against the available funding and staffing resources necessary for project implementation. In my opinion, all of the project requests/proposals submitted for consideration by departments and agencies are worthy of consideration in some form, in some amount, and at some point in the future. However, the total combined cost of all the projects proposed to be paid for through the General Fund was nearly \$103,000,000, or approximately twice as much as what we believe can be funded in a fiscally-constrained 6-year CIP. Accordingly, both the CIP Review Committee and our Senior Staff Review Team had to make some difficult judgments and decisions as to which projects, and in

what funding amounts, could be included in the ultimate recommendations to the Board. In the end, I alone had to make some of those hard decisions in order to be in a position to recommend to the Board a CIP that I believe can be supported within my overall balanced budget proposal.

For the purposes of this memorandum, I have organized the discussion concerning the CIP projects under the following headings:

- New Projects or Cost Estimates
- Technical / Timing Issues
- CIP Committee Input
- Senior Management Judgement

For overview purposes, the spreadsheet that was distributed at the February 7th work session has been modified to add a new column showing the amounts of any previously approved/appropriated funding for the projects (see Attachment #1). Also attached is a spreadsheet listing the Internal Service Funds (Vehicle Maintenance; Stormwater) and Enterprise Funds (Solid Waste; Sewer) projects (see Attachment #2).

New Projects or Cost Estimates

There were several completely new projects proposed this year, most of which were in the Public Safety functions (Sheriff, Fire & life Safety, Emergency Communications) and, therefore, would support the Board's *Exemplary Public Safety* Strategic Priority. Included among those were: Emergency Response Team Equipment Replacement and a Mobile Command Center (Sheriff's Office); Mobile Data Terminals (MDTs) and Biomedical Equipment Replacement (Fire & Life Safety); and, various Security, Alarm Systems, and Technology Enhancements (Emergency Communications). Also new is a project that would enhance efforts to address accessibility barriers in County buildings and facilities (i.e., ADA compliance issues).

While not a new project, the Sheriff's Office did propose that its Mobile Data Terminals replacement project be advanced from FY 2020 (as programmed in last year's CIP) to FY 2018, and with a new cost estimate of \$905,000 vs. last year's \$800,000. As noted, funding for MDTs has also been requested by Fire & Life Safety (which currently has them deployed in only a few vehicles), so my goal will be to structure a recommendation for funding and timing that would accommodate purchasing for both the Sheriff's Office and FLS at the same time.

In support of the Board's *Quality Economic Development* Strategic Priority, a new project was proposed to provide funds that could be used to respond when opportunities arise in the County's economic development and business recruitment efforts – whether that might be in the form of assistance with infrastructure improvements, acquisition or site development costs, environmental studies, feasi-

bility studies, etc., – all of which are increasingly necessary if strategies are to be successful. I believe that funding this initiative is critically important, and that will be reflected in the funding amounts in my recommended CIP.

In support of *Environmental Stewardship*, several new stormwater improvement projects (see ES-1, 2, and 3 on Attachment 2) are proposed, each of which will address stream erosion issues and complement the County's efforts to meet TMDL requirements. In addition, and in response to Mr. Green's request at the work session, my recommended CIP will also include another new project – the Edgehill Upstream Restoration – with a \$300,000 allocation proposed for FY 2022. For advance information purposes, I have added that project listing on Attachment #2.

Technical / Timing Issues

The approved (current) CIP included funding in FY 2017 to conduct a space needs study for County buildings, facilities, and operations, and also programmed a \$1,000,000 allocation in FY 2020 in anticipation of potential findings and recommendations for building space modifications or additions. The ability to deliver **Excellent Customer Service, Quality Educational Opportunities, and Exemplary Public Safety** is dependent in varying degrees on the adequacy (both in terms of size and condition) of various County facilities, and a number of functions have been preliminarily identified as potential priorities (Social Services, Emergency Operations Center, Sheriff's Office). Even without benefit of the study results, I am confident that the currently programmed funding (\$1,000,000) will not be adequate to address the needs that will be identified and, therefore, my recommended CIP will include additional proposed allocations. Likewise, there are long lists of ongoing building and facility maintenance needs, and neither the approved CIP nor my recommended version can fund those projects fully and with the expediency that would be ideal. As such, there will be differences between the current and my recommended CIP with respect to timing and amounts of funding for various building and facility maintenance projects, and those differences will reflect a strategy of making steady and incremental progress within the constraints of available funding and project management capabilities.

In support of *Environmental Stewardship*, funding for the Fuel Sites Upgrade project is proposed to begin in FY 2018 rather than FY 2020 as proposed in the current CIP, and the total cost estimate has been refined and increased. Also, several adjustments in the timing and funding amounts for Stormwater and Sewer improvement projects are proposed based on the ongoing monitoring and assessment of environmental and infrastructure conditions by Public Works engineers. For example, additional funding is proposed for the Victory Industrial Park/Route 17 Culvert Replacement project to accommodate the addition of a BMP that will not only enhance the original project design but also will complement the Route 17 revitalization efforts – thus supporting the *Quality Economic Development*. Conversely, several stormwater projects included in the approved CIP (Tabb

Lakes/King's Bottom, Marlbank Cove Ravine, Larkin Woods Stream, and Queens Lake Ravines) are proposed to be shifted further toward the end of the 6-year term so that funding for a more urgent project (Siege Lane Flooding Prevention) can be accommodated.

CIP Review Committee Input

The CIP Review Committee provided valuable input for my consideration, and the Committee's recommendations as to project priorities and funding amounts reflected strong support of the six Strategic Priorities, particularly **Exemplary Public Safety**. The Committee process also allowed the individual requesting departments to have a hand in making some of the difficult decisions necessary to produce a fiscally-constrained plan. For example, last year's CIP included funding for the Sheriff's Office to replace Direct Charge Vehicles (i.e. – vehicles in the Sheriff's fleet that have been acquired through asset forfeiture) and for a Crime Prevention Trailer. However, during the Committee's deliberations and in recognition of the funding limitations, the Sheriff's Office requested that both of those projects be withdrawn from their priority list in order to allow room to fund the acquisition of a Mobile Command Center. Similar kinds of trade-offs and funding deferral decisions were made by the Committee in other functional areas – for example, in the amounts recommended for building and facility maintenance, or in some cases the complete elimination of project funding that is included in the current CIP (e.g., Back Creek and Smith Landing improvements, conversion of athletic field(s) from turf to synthetic, passenger shuttle bus for recreation programs).

Senior Management Judgment

Consistent with the CIP Committee's recommendations, our discussions at the senior management level have focused on supporting **Exemplary Public Safety** initiatives in law enforcement, fire and life safety, and emergency communications. For example, major investments are proposed in fire apparatus replacements and regional radio system replacements, and also to complete the funding of the Grafton Fire Station replacement project. With respect to several of the Fire and Life Safety projects, you will notice that the proposed funding allocations have been "smoothed" over multiple years to alleviate drastic "spikes" in required funding and to essentially establish "savings accounts" that can accommodate acquisitions when they become necessary (e.g., for apparatus, back-up power). You will also notice that initial funding for a Bypass Road Corridor Fire Station that was programmed for FY 2021 in the approved CIP is not included in the Senior Staff "First-Cut" proposal, nor was it recommended by the CIP Review Committee. Recognizing fiscal constraints, I believe it will be more appropriate in the term of the next CIP to focus available resources on staffing levels and apparatus enhancements rather than on a new station.

Also important to note is the fact that our financial planning models have been designed to accommodate full funding of the School Division's proposed (requested) CIP, thus supporting the building and facility improvements that contribute to ***Quality Educational Opportunities***.

The Senior Staff review also confirmed the importance of several projects that we believe will help support ***Quality Economic Development***. They include: funding (\$3,000,000) for the next phase of utility undergrounding along Route 17 to be coordinated with the anticipated SMART SCALE funding for the segment between Wolf Trap Road and Denbigh Boulevard; tourism-related projects to acquire a replacement trolley and to construct a permanent performance area shelter at Riverwalk Landing; and, continued funding to support participation in the VDOT Revenue Sharing Program.

I trust this information and discussion will be helpful and will provide some background and context regarding the project selections and funding proposals that you will see in the CIP that I will present to the Board as part of my FY 2018 Budget recommendation.

Should you have questions or wish to discuss this information, please let me know.

jmc/3337

Attachments

- Attachment 1 – Senior Staff Fiscally Constrained “First-Cut” Working Draft
- Attachment 2 – Internal Service Fund / Enterprise Fund Projects

REQUESTED CAPITAL IMPROVEMENTS PROGRAM
FISCAL YEARS 2018 - 2023
Senior Staff Fiscally-Constrained - "First Cut" Working Draft

Prg No.	Program Title	Previously Appropriated Funding	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Total Recommended	Total Requested
GENERAL FUND & COUNTY CAPITAL FUND PROJECTS										
Administrative Services										
GA-8030	Studio Building Replacement								-	2,697,500
GA-8102	Video Services Studio & York Hall Equipment Replacements			120,000	80,000	150,000	200,000		550,000	770,000
CA-8180	Building Replacement (Study, Building & Renovation)	100,000			1,000,000	1,000,000	300,000	2,000,000	4,300,000	1,500,000
EB-New-01	Voting Machine Replacements							375,000	375,000	375,000
Public Safety - Sheriff's Office										
PS-8110	York-Poquoson Courthouse X-Ray Machine Replacement						55,000		55,000	55,714
PS-8134	Video Security Equipment								-	300,000
PS-8151	Replace Direct Charge Vehicles								-	235,000
PS-8152	Crime Prevention Trailer								-	21,500
PS-8919	Sheriff Mobile Data Terminals			900,000					900,000	905,836
PS-8925	Sheriff's Office Building								-	14,620,000
PS-8926	Sheriff Firing Range								-	-
PS-8927	Emergency Response Team Equipment Replacement				30,000				30,000	80,140
PS-8928	Automated External Defibrillator (AED) Replacement						115,000		115,000	115,000
PS-New-01	Mobile Command Center Replacement			250,000					250,000	200,000
Public Safety - Fire & Life Safety										
PS-8115	Replacement of Patient Stretchers/Stairchairs				100,000	100,000			200,000	200,000
PS-8406	Backup Power-Emer Shelter & Disaster Support	125,000	125,000	125,000	125,000	125,000	125,000	125,000	750,000	750,000
PS-8426	Fire Apparatus Replacement		1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	9,000,000	10,816,000
PS-8428	Fire Station - Bypass Road Corridor								-	10,250,000
PS-8429	Grafton Fire Station Replacement	2,000,000	4,175,000						4,175,000	4,175,000
PS-8430	Mobile Data Terminals (MDT)		225,000						225,000	225,000
PS-8482	Biomedical Equipment	100,000	112,000	112,000	112,000	112,000	112,000	112,000	672,000	675,000
PS-New-02	EOC/Fire Administration Renovation								-	1,075,000
Public Safety - Emergency Communications & Radio Maintenance										
PS-8120	P25 LIFECYCLE SPEND (Regional Radio Project)	500,000	500,000	500,000	500,000	500,000	500,000		2,500,000	2,500,000
PS-8130	P25 LIFECYCLE SPEND-SUBSCRIBERS (E911 Subscriber Mobile & Portable Radio Replacement)						4,000,000	3,000,000	7,000,000	6,735,000
EC-New-01	Nice Recorder Replacement						75,000		75,000	75,000
EC-New-02	CCTV 9-1-1					10,000			10,000	40,000
EC-New-03	CCTV Yorktown Waterfront								-	100,000
EC-New-04	KERI Door System								-	60,000
EC-New-05	CCTV MAC Sports Complex								-	100,000
EC-New-06	County Fire Alarm System		75,000	68,000	68,000	68,000	68,000		347,000	350,000
EC-New-07	Dispatch Console Furniture Replacement							56,000	56,000	282,000
EC-New-08	UPS System Replacement								-	60,000
EC-New-09	County Security Alarm System		100,000						100,000	200,000
EC-New-10	CPE 9-1-1								-	1,100,000
Management Services										
FS-5100A	Highway & Other Transportation Improvements	400,000		500,000		500,000			1,000,000	5,500,000
FS-8910	Financial Software Replacement (\$2,000,000 Funded from Carryover)	226,800		800,000	200,000				1,000,000	3,016,000
FS-New-01	Wayfinding Signs								-	300,000
EcD-New-01	General Economic Development Activities		250,000	500,000	500,000	500,000	500,000	500,000	2,750,000	7,500,000
Education & Educational Services										
ED-8822	Yorktown Library Expansion		150,000		3,900,000				4,050,000	4,050,000
Human Services										
SS-8413	York/Poquoson Social Services Building - \$7,024,600 ???								-	-
Public Works										
ES-8170	Work Management Software Replacement								-	-
ES-8124	Carver Gardens Water (General Fund Portion)	1,200,000							-	-
PW-8150	Yorktown Trolley Replacement				300,000				300,000	300,000
PW-8620	Tennis/Basketball Court Repair	30,000		76,000					76,000	280,500
PW-8625	Roof Repair/Replacement	600,000	300,000						300,000	502,000
PW-8630	HVAC Replacement	200,000	375,000	300,000	500,000	300,000	100,000	250,000	1,825,000	2,152,000
PW-8631	Dirt Street Program								-	190,000
PW-8640	Parking Lot Repair	30,000	100,000	100,000	100,000	100,000	100,000	100,000	600,000	746,000
PW-8642	Building Maintenance & Repair	275,000	300,000	300,000	300,000	300,000	325,000	325,000	1,850,000	2,177,000
PW-8643	Disability Compliance	40,000	140,000	100,000	40,000	40,000	30,000	30,000	380,000	260,000
PW-8661	Major Grounds Repair & Maintenance	35,000	35,000	45,000	30,000	50,000	50,000	100,000	310,000	631,000
PW-8663	Grounds Maintenance Machinery & Equipment Replacement	135,000	75,000	50,000	50,000	50,000	50,000	50,000	325,000	420,000
PW-8710	Underground Utilities					1,000,000	1,000,000	1,000,000	3,000,000	3,000,000
PW-New-01	Americans with Disabilities Act (ADA) Compliance(added to compliance)								-	875,000
PW-New-02	Security in Public Buildings		30,000	30,000	30,000	30,000	30,000		150,000	150,000
Community Services										
CS-8020	Park Land Acquisition/Parks and Recreation Investments							500,000	500,000	1,500,000
CS-8150	Passenger Shuttle Bus								-	100,000
CS-8813	National Park Service Beach Picnic Area Improvements		350,000						350,000	350,000
CS-8814	Back Creek Park Boat Landing Maintenance/Park Improvements								-	650,000
CS-8817	Smith Landing Boat Launching Dredging								-	165,000
CS-8818	Yorktown Fishing Pier Improvements								-	550,000
CS-8819	NQP Kayak/Canoe Launching Facility								-	342,500
CS-8822	Synthetic Turf Conversion Program								-	4,230,000
CS-New-01	Permanent Performance Area				125,000				125,000	137,500
CS-New-02	Tourism Information, Dockmaster Office and Restroom					250,000			250,000	600,000
CS-New-03	Relocation of Tourism Activities and Facilities								-	450,000
Total General Fund and County Capital Fund Projects			8,917,000	6,376,000	9,590,000	6,685,000	9,235,000	10,023,000	50,826,000	102,768,190

County:										
Total County Capital Fund Projects		8,917,000	6,376,000	9,590,000	6,685,000	9,235,000	10,023,000	50,826,000	102,768,190	
Schools:										
Total Schools Capital Fund Projects		9,000,000	17,500,000	15,000,000	9,000,000	7,500,000	9,650,000	67,650,000	67,650,000	
Summary Totals:										
Total Capital Projects (County and Schools)		17,917,000	23,876,000	24,590,000	15,685,000	16,735,000	19,673,000			

** Red shading indicates project would be debt-financed

REQUESTED CAPITAL IMPROVEMENTS PROGRAM
FISCAL YEARS 2018 - 2023

Prg No.	Program Title	Previously Appropriated Funding	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023
Vehicle Maintenance								
VM-8110	Equipment Upgrades		150,000		100,000			
VM-8180	Fuel Site Upgrades		1,100,000	550,000	550,000			
Stormwater								
ES-631	Tabb Lakes / King's Bottom					100,000	400,000	
ES-632	Victory Industrial Park / Route 17 Culverts	450,000	350,000					
ES-634	Goodwin Neck / Rosewood		200,000	550,000				
ES-637	Marlbank Cove Ravine						150,000	500,000
ES-640	Poquoson River Headwaters	625,000	600,000					
ES-642	Stream Restoration - Larkin Woods					100,000	450,000	
ES-643	Queens Lake - Ravines							150,000
ES-644	Siege Lane - Prevention of Flooding		100,000	50,000	150,000			
ES-645	Middlewood Lane						400,000	
ES-8568	Equipment Replacement		80,000	120,000	120,000	55,000		
ES-New-01	Brightwood Stream Restoration				150,000	600,000		
ES-New-02	Charles Brown Park Stream Restoration		150,000	600,000				
ES-New-03	NNWW / Best Pond				200,000			
ES-New-04	Panther Paw Stream Restoration					100,000	400,000	
ES - NEW	Edgehill - Upstream Restoration						300,000	
Solid Waste								
ES-8150	Rear Packer Truck Replacements	220,000	230,000					
Sewer								
ES-495	Allen's Mill Area			500,000	3,200,000			
ES-511	National Lane Area		100,000	550,000				
ES-512	Dare / Jethro Lane Area			450,000				
ES-513	Kentucky Farms Area			400,000	2,600,000			
ES-514	Sinclair Area	200,000	800,000					
ES-515	Schenck Estates Area						700,000	5,000,000
ES-515	Big Bethel Road Area					800,000	2,500,000	
ES-518	Whites Road / Faulkner Road Area							500,000
ES-520	Payne's Road Area			275,000				
ES-8500	Sewer Line Rehabilitation	1,600,000	500,000	1,700,000	1,800,000	1,800,000	2,000,000	2,000,000
ES-8502	Pump Station Rehabilitation	600,000	300,000	700,000	700,000	700,000	700,000	800,000
ES-8504	SCADA Automated Control Monitoring System				2,000,000			
ES-8513	Excavator Replacement			250,000				
ES-8514	Dump Truck Replacement			250,000				
ES-8515	Emergency Generator Replacements	100,000	125,000	125,000	125,000	125,000	150,000	150,000
ES-8516	Backhoe Replacement				100,000			
ES-8580	Utilities Building @ Operations Complex				500,000	4,000,000		

County Administrator Addition

COUNTY OF YORK
MEMORANDUM

DATE: March 17, 2017

TO: York County Board of Supervisors

FROM: Neil A. Morgan, County Administrator



SUBJECT: March 29 Homeowners Association Meeting

The next Homeowners Association Meeting is scheduled for 6:30 p.m., Wednesday, March 29th, at the Senior Center. The purpose of the meeting is to brief members of the Homeowners' Associations on my budget recommendation for Fiscal Year 2018.

Please let Ellen know if you plan to attend so that we can ensure there are no more than two of you at this meeting.

NAM:mes