

# **Capital Improvement Plan Recommendation FY 2023-2027**

**Presentation to the Gloucester County  
Board of Supervisors  
January 18, 2022**

**Carol Steele, Acting County Administrator**



# Topics of Discussion

- Objectives
- CIP Process Review
- Funding Options
- What's New This Year?
- 5-Year Pay-Go / General Fund (Cash)
  - CIP Recommendation
- Bond / Financed Projects
  - CIP Recommendation
- Projects Not Contemplated
- FY 2023-27 CIP Summary Recommendation
- 5-Year Utilities Pay-Go / Enterprise Fund (Cash) CIP Recommendation
- FY 2023-27 CIP Timeline



# CIP Objectives

- ✓ Identify needs for capital improvement
- ✓ Document needs
- ✓ Assess alignment with BOS Strategy / Comp Plan
- ✓ Prioritize needs
- Evaluate funding options
- Balance needs with available funding
- Adopt a plan of action
- Appropriate funding
- Execute projects that meet the stated needs



# Evaluation Process

- Maintained same process as past years
- Projects submitted after determining pricing and other details – assistance from Engineering, Central Purchasing and outside contractors
- Budget Team reviewed projects with Department Heads
- Presentations made to Planning Commission
- Scoring done by the DH's, the Budget Team, PC and PUAC. Compilation using the Board's weighted scale.
- Budget Team final review, CA ranking and Acting County Administrator prepared recommendations.



# Project Scoring / Prioritization

BOS Weighting	Criteria/Rating	9	6	3	0
2.71	Public Safety	Project is needed to address known existing health or safety hazard	Project is needed to alleviate anticipated/potential health or safety hazard	Project would promote or maintain health and safety	No health or safety impact associated with project
2.43	Legal Mandates	Project is required by law, regulation, or mandate, but can wait for the proposed FY	Project is required by agreement with another jurisdiction	Project would address anticipated mandates or other legal requirements	Project benefits Gloucester only or is otherwise not externally required
2.29	Protection of Capital	Project is critical to saving structural integrity of an existing facility, asset, or system	Project will repair or substantially extend the life of an existing facility, asset, or system	Project will improve an existing facility, asset, or system or defer/supplant future repair expenditure	No improvement to an existing facility, asset, or system or no existing asset involved
2.14	Consistency with Comprehensive or Other Plans	Project is directly consistent with the County's Comprehensive Plan or other adopted plans and policies	Project is somewhat consistent with County's Comprehensive Plan or other adopted plans and policies	Not applicable (Project is not addressed in the County's Comprehensive Plan or other adopted plans and policies)	Project is inconsistent with the County's Comprehensive Plan or other adopted plans and policies
1.43	Standard of Service	Project would make possible new services or projects	Project would improve or provide a higher standard of service	Project would maintain the current standard of service	Project could have negative impact on standard of service
1.71	Population Served	Project would benefit all citizens or areas	Project would benefit a large percentage (more than 50%) of citizens or areas	Project would benefit some citizens or areas (10%-50%)	Project would benefit only a small percentage of citizens or a particular area (less than 10%)
2.14	Public Support	Project has been identified as a need and has strong public support	Project has been identified as a need and has moderate public support	Project has been identified as need but lacks public support	Project has not been identified by citizenry as a need
2.00	Financing	Project revenues will support project expenses including initial capital investment or related debt service	Non-county revenues have been identified and applied for to substantially support the investment	Potential for non-county revenues exist to substantially support the capital investment	No non-county financing arrangements currently exist to substantially support the capital investment
2.14	Operating Budgets	Project will result in significant decreased operating/personnel costs and/or decreased debt service	Project will require minimal or no additional operating/ personnel costs, or debt service payments	Project will require some additional operating/personnel costs and/or debt service payments	Project will require significant additional in operating/ personnel costs and/or debt service payments



# Funding Options

- Potential CIP Funding Sources (CIP Manual pp 12-13)
- Potential CIP Funding Approach
  - Fund Balance Assignment for non-bondable (Pay-Go) projects
  - Capital Reserve as backup for Pay-Go
  - Long Term Debt Financing to support major project construction
  - Mid Term and/or Supplier Debt Financing
  - Lease-Purchase for non-bondable purchases
  - Performance Contracting options
  - Grants for appropriate projects
  - Private Contributions (PPP)



# What's New This Year?

## New County Requests - all Cash, no borrowing

- Building #4 Basement Remodel
- Bus Garage Conversion
- Closed Landfill Improvements
- Historical Building Preservation
- Registrar Electronic Pollbooks
- Sheriff's Office Jail Access Control Update
- Sheriff Patrol Toughbooks (Last funded in 2020)



# What's New This Year?

## New School Requests - Cash and Debt

- Achilles Security Vestibule
- Botetourt Renovation (1973 Wing)
- Bus Airconditioning Retrofit
- Division Restroom Renovation
- GHS Athletic Complex Renovation
- TCWEC Exterior Remediation





# Pay-Go/Cash Projects

Department	Project Title	CA Quartile	Schools 1-9 Ranking	Dept Dir Wtd Ranking	CIP Team Wtd Ranking	Plan Com Wtd Ranking	Average Wtd Ranking
Schools	Schools-Bus A/C Retro	4	3	7.11	5.13	4.69	5.65
Engineering	County-Aberdeen Pier	4	N/A	4.9	6.5	5.2	5.5
Registrar	County-New Electronic Pollbooks	4	N/A	4.76	5.51	5.45	5.24
Library	New Library/Library Renovation & Purchase	4	N/A	6.0	5.7	3.7	5.1
PR&T	County-Woodville Park Fields Renovation	4	N/A	5.06	5.18	3.87	4.71
PR&T	County-Historical Building Preservation	4	N/A	7.11	6.06	0	4.39
Engineering	County-Closed Landfill Improvements	4	N/A	5.9	4.1	2.7	4.2
PR&T	County-Woodville Restrooms Concessions	3	N/A	7.1	7.4	3.6	6.0
Schools	Schools-HVAC Replacement	3	2	7.5	4.1	5.8	5.8
Sheriff	County-Sheriff Patrol Toughbooks	3	N/A	5.1	6.4	5.9	5.8
Schools	Schools-School Bus Replacement Program	3	5	6.81	4.43	5.20	5.48
Engineering	County-Bus Garage Conversion	3	N/A	5.1	6.3	4.8	5.4
IT	County-Replace Finance Plus & Community Plus Software	3	N/A	5.7	5.4	4.4	5.2
PR&T	County-Beach Renovations	3	N/A	4.2	4.8	4.6	4.5
PR&T	County-Woodville Park Utilities	3	N/A	3.01	5.78	3.7	4.16
Engineering	County-Building #4 Basement Remodel	3	N/A	6.0	3.9	0.0	3.3
Schools	Schools-TCWEC Exterior Remediation	2	6	5.99	3.28	5.01	4.76
PR&T	County-Athletic Field Lighting	2	N/A	5.3	5.0	4.0	4.8
Engineering	County-Paving Program	2	N/A	3.7	5.3	4.6	4.6
PR&T	County-Ark Park Renovations	2	N/A	3.53	4.56	4.2	4.1
PR&T	County-Woodville Support Facilities	2	N/A	3.2	4.2	2.9	3.4
Engineering	County-Hutchinson House	2	N/A	4.03	2.63	3.53	3.4
Engineering	County-Generators	2	N/A	4.01	2.91	2.4	3.1
PR&T	County-Brown Park Expansion	2	N/A	2.0	4.2	2.9	3.0
PR&T	County-Woodville Park Building	2	N/A	2.13	4.41	2.45	2.99
Sheriff	Jail Access Control Update/Upgrade	2	N/A	3.9	4.7	0.0	2.9



# Pay-Go/Cash Total Requests

Department	Project Title	Total Cost	Year One FY2023	Year Two FY2024	Year Three FY2025	Year Four FY2026	Year Five FY2027	Year Six and Beyond
Schools	Schools-Bus A/C Retro	114,000	114,000					
Engineering	County-Aberdeen Pier	161,000	161,000					
Registrar	County-New Electronic Pollbooks	66,177	66,177					
Library	New Library/Library Renovation & Purchase	5,600,000	250,000					
PR&T	County-Woodville Park Fields Renovation	855,728	855,728					
PR&T	County-Historical Building Preservation	250,000	250,000					
Engineering	County-Closed Landfill Improvements	700,000	700,000					
PR&T	County-Woodville Restrooms Concessions	1,029,440		275,440	50,000	704,000		
Schools	Schools-HVAC Replacement	3,726,279	1,200,000	773,800	1,460,680	291,799		
Sheriff	County-Sheriff Patrol Toughbooks	254,000			254,000			
Schools	Schools-School Bus Replacement Program	4,038,081	716,341	759,321	804,881	853,174	904,364	
Engineering	County-Bus Garage Conversion	470,000	305,000	165,000				
IT	County-Replace Finance Plus & Community Plus Software	750,000			750,000			
PR&T	County-Beach Renovations	2,475,000	250,000	575,000	550,000	550,000	550,000	
PR&T	County-Woodville Park Utilities	2,046,500				50,000	1,996,500	
Engineering	County-Building#4 Basement Remodel	187,000		187,000				
Schools	Schools-TCWEC Exterior Remediation	674,160			674,160			
PR&T	County-Athletic Field Lighting	2,338,600	44,000	633,600	665,500	396,000	599,500	
Engineering	County-Paving Program	2,325,273	696,925	521,653	723,068	189,627	194,000	
PR&T	County-Ark Park Renovations	735,092	97,092		308,000	330,000		
PR&T	County-Woodville Support Facilities	569,750		132,000	50,000			387,750
Engineering	County-Hutchinson House	133,000			133,000			
Engineering	County-Generators	275,000			150,000	125,000		
PR&T	County-Brown Park Expansion	342,100		67,100	66,000		209,000	
PR&T	County-Woodville Park Building	2,156,830			50,000		2,106,830	
Sheriff	Jail Access Control Update/Upgrade	186,793		166,393	6,800	6,800	6,800	
<b>Total Pay-Go</b>		<b>32,459,803</b>	<b>5,706,263</b>	<b>4,256,307</b>	<b>6,696,089</b>	<b>3,496,400</b>	<b>6,566,994</b>	<b>387,750</b>



# Cash Funding Issues

- FY23-27 Pay-Go requests total to \$32,459,803.
- If we continue to fund Pay-Go with the \$1.5M annual average, there will be \$24,959,803 in unfunded projects at the end of the 5 years.
- Pushing back projects results in higher costs and competition with additional needs.
- Added budget pressure with change in how existing school debt will be funded.



# FY 23 Pay-Go Recommendation

Project Title	Total Project Cost	Year One FY2023 Requests	Acting CA Recommendation for Unassigned Fund Balance	Comments
Schools-Bus A/C Retro	114,000	114,000	0	Plan on covering with balance left from FY22 School Operating funds
County-Aberdeen Pier	161,000	161,000	40,250	25% matching grant requirement
County-New Electronic Pollbooks	66,177	66,177	0	Purchase with Operating Funds in FY22
New Library/Library Renovation & Purchase	5,600,000	250,000	250,000	Reduce to \$250,000 for interior improvements
County-Woodville Park Fields Renovation	855,728	855,728	855,728	Priority because of Page MOA and additional field use
County-Historical Building Preservation	250,000	250,000	0	Use Tourism Reserve Account
County-Closed Landfill Improvements	700,000	700,000	0	Risk - Need to create CIP Reserve Fund
Schools-HVAC Replacement	3,726,279	1,200,000	0	Push back a year
Schools-School Bus Replacement Program	4,038,081	716,341	0	Push back a year
County-Bus Garage Conversion	470,000	305,000	305,000	Needed to keep project moving forward on the old Page site
County-Beach Renovations	2,475,000	250,000	0	Potential grants; no funding for FY23
County-Athletic Field Lighting	2,325,273	44,000	0	Make FMRR -needed for coordinating with field grading project
County-Paving Program	2,338,600	696,925	0	Push back a year
County-Ark Park Renovations	735,092	97,092	0	Push back a year
<b>Total Year One Pay-Go</b>		<b>5,706,263</b>	<b>1,450,978</b>	

Pushing back \$3,660,358 in requests - total Year One request less funding recommendation and FY23 FMRR and anticipated use of FY22 Operating Budget.



# Projected Fund Balance Capacity

- \$23.2 End of FY 21 / beginning of FY22 Unassigned Fund Balance Estimate
- \$5.3M - FY22 Use of Unassigned Fund Balance
  - Adopted Budget - \$619,886
  - Transfer to Debt Service Fund - \$1,764,621 (1/18/2022)
  - Transportation Facility - \$2,611,848 (\$2M on 11/9/2021 + \$611,848 on 10/19/2021)
  - FY22 Reappropriations - \$266,735 (8/3/2021 - \$174,555 Social Services Building,  
\$80,680 Arc Flash, \$11,500 Sheriff Operating Expenses)
  - Extension State Raise - \$1,076 (11/3/2021)
  - Social Services Director salary increase - \$8,505 (7/6/2021)
- \$17.9 Unassigned Fund Balance as of 12/31/2021
- Updated Fund Balance Policy (14-16%) target range:
  - \$16.4M - \$18.7M
- Unassigned Fund Balance available for use:
  - \$350K (Without pushing below 15% midpoint) leaves gap of \$1,100,978



# Bond/Financed Project Requests

Department	Project Title	CA Quartile	Schools 1-9 Ranking	Dept Dir Wtd (/10) Ranking	CIP Team Wtd (/10) Ranking	Plan Com Wtd (/10) Ranking	Average Ranking
Engineering	County-Radio Portable & Mobile Replacements	4	N/A	8.4	6.9	6.6	7.3
Schools	Schools-GHS Renovation Completion	4	1	9.3	4.6	5.2	6.4
Engineering	County-Dredging Aberdeen & Timberneck Creek	4	N/A	7.12	8.12	5.45	6.89
Schools	Schools-Botetourt Renovation - 1973 Wing	2	7	6.0	4.9	6.0	5.6
Schools	Schools-Achilles Security Vestibule	2	8	5.8	5.7	5.5	5.7
Schools	Schools-GHS Athletic Complex Renovation	2	9	5.14	4.33	5.35	4.94
Schools	Schools-Division Restroom Renovations	2	4	6.8	6.6	5.6	6.3

Project Title	Total Cost	Year One FY2023	Year Two FY2024	Year Three FY2025	Year Four FY2026	Year Five FY2027	Year Six and Beyond
County-Radio Portable & Mobile Replacements	3,224,630					\$3,224,630	
Schools-GHS Renovation Completion	34,400,000	\$34,400,000					
County-Dredging Aberdeen & Timberneck Creek	2,938,000	2,938,000					
Schools-Botetourt Renovation - 1973 Wing	3,233,000			3,233,000			
Schools-Achilles Security Vestibule	250,000		250,000				
Schools-GHS Athletic Complex Renovation	8,104,304		8,104,304				
Schools-Division Restroom Renovations	8,010,877	513,500				7,497,377	
Total Financed (Non-VPSA)	6,162,630	2,938,000	-	-	-	3,224,630	-
Total Financed (VPSA)	53,998,181	34,913,500	8,354,304	3,233,000	-	7,497,377	-
Total Proposed Financed	<b>60,160,811</b>	<b>37,851,500</b>	<b>8,354,304</b>	<b>3,233,000</b>	-	<b>10,722,007</b>	-



# Bond/Finance Recommendation

Project Title	Total Cost	Year One FY2023	Acting CA Recommendation for Financing
Schools-GHS Renovation Completion	34,400,000	\$34,400,000	*
County-Dredging Aberdeen & Timberneck Creek	2,938,000	2,938,000	0
Schools-Division Restroom Renovations	8,010,877	513,500	0
Total Financed (Non-VPSA)	2,938,000	2,938,000	
Total Financed (VPSA)	42,410,877	34,913,500	
<b>Total Proposed Financed</b>	<b>45,348,877</b>	<b>37,851,500</b>	

- Recommend using the balance of Sales Tax Funds to complete as much as possible of GHS Renovation
- No match required for dredging project. The Port Authority only has \$1.5M; carry balance to a future year.
- Year One Restroom Renovation is for GHS and can be covered within overall construction project.



# Forecasting for Debt Projects

Existing School Debt	Approximate Amount of Annual Funding Available after Debt Retirement	Debt Retirement During 5 Year Capital Plan	First Year for Potential Spending
VPSA GO Bond Achilles/Botetourt 2003	\$599,000	Yes	FY 25
VPSA GO Bond Abingdon 2006	\$498,000	No	FY 28
VPSA GO Bond Abingdon 2007	\$380,000	No	FY 29
VPSA GO Bond HVAC 2013	\$413,708	No	FY 30
VPSA GO Bond QSCB Page 2011-2012	\$49,000	No	FY 32
VPSA GO Bond Page 2013	\$830,000	No	FY 35
VPSA GO Bond QSCB Page 2012-2013	\$503,000	No	FY 36

- Recommend using the available FY 25 funds (in part) for County-Radio Portable & Mobile Replacements





# Not Contemplated in 5yr Plan

Department	Project Title	CA Quartile	Schools 1-9 Ranking	Dept Dir Wtd (/10) Ranking	CIP Team Wtd (/10) Ranking	Plan Com Wtd (/10) Ranking	Average Ranking
PR&T	County-Community Recreation Center	1	N/A	4.3	4.7	1.9	3.6
Schools	Schools-GHS Renovation Completion	4	1	9.3	4.6	5.2	6.4

- \$39,750,000 Community Center unaffordable at this time
- \$34,400,00 GHS Renovation Completion – anticipate proposal from School Board to use remaining sales tax. CIP will be updated if the Board of Supervisors approves.



# FY23 CIP Summary (Excl. Utilities)

Project Title	Year One FY2023 Requests	Acting CA Recommendation for Unassigned Fund Balance
County-Aberdeen Pier	161,000	40,250
New Library/Library Renovation & Purchase	250,000	250,000
County-Woodville Park Fields Renovation	855,728	855,728
County-Bus Garage Conversion	305,000	305,000
<b>Subtotal</b>		<b>1,450,978</b>
County-Historical Building Preservation	250,000	250,000

**Total FY23 Pay-Go**

**1,700,978**



# Utilities – Enterprise Funded

Average Ranking	Project Title	Total Cost	Prior Year Carry-Forward	Year One FY2023	Year Two FY2024	Year Three FY2025	Year Four FY2026	Year Five FY2027	Year Six and Beyond
8.86	PS#13 Collection System Rehab/Repair	1,500,000	150,000	180,000	180,000	180,000	180,000	180,000	450,000
8.83	Replace Water Treatment Plant Motor Center	462,000	-	-	50,000	412,000	-	-	-
8.49	Rebuild PS#13-Courthouse South	2,645,000	-	-	-	200,000	1,795,000	650,000	-
8.47	Replacement of Old Meters	810,000	-	100,000	150,000	100,000	100,000	100,000	260,000
8.39	PS#11 Collection System Rehab/Repair	1,000,000	200,000	200,000	200,000	200,000	200,000	-	-
8.37	South Street, Martin Street, Carriage Court Waterline Improvements	300,000	-	-	-	40,000	260,000	-	-
8.33	Radio Read Conversion to AMI	1,718,000	-	-	210,000	500,000	500,000	508,000	-
8.19	Gloucester Street and Clements Avenue Water Improvements	381,000	52,000	43,000	286,000	-	-	-	-
8.14	Water Meter Radio Read Conversion	540,000	-	100,000	100,000	100,000	100,000	140,000	-
8.13	PS#11 Rebuild Pump Station-Courthouse North	1,520,000	-	-	155,000	750,000	615,000	-	-
8.12	Rebuild PS#12-Summerville	930,000	-	-	-	-	120,000	810,000	-
8.08	PS #15 Replacement Control Panel	85,000	-	85,000	-	-	-	-	-
8.00	Surface Water Treatment Plant Roof Replacement	100,000	-	100,000	-	-	-	-	-
7.91	Cedar Lake and Holly Springs Waterline Replacement	834,000	-	-	-	-	94,000	550,000	190,000
7.88	Repair Leak Filter #1 Wall/Replace Media in Filters	102,000	-	102,000	-	-	-	-	-
7.86	Berkeley Point Subdivision Waterline Improvements	250,000	-	-	-	-	-	30,000	220,000
7.80	Reverse Osmosis Well #3	1,135,000	-	-	-	200,000	935,000	-	-
7.76	Chiskiacke Village Subdivision Waterline Replacement	500,000	-	-	57,000	443,000	-	-	-



# Utilities – Continued

Average Ranking	Project Title	Total Cost	Prior Year Carry-Forward	Year One FY2023	Year Two FY2024	Year Three FY2025	Year Four FY2026	Year Five FY2027	Year Six and Beyond
7.74	Water Treatment Plant SCADA Upgrade	220,000	100,000	120,000	-	-	-	-	-
7.71	Bellehaven Subdivision Waterline Replacement	154,000	-	-	30,000	124,000	-	-	-
7.69	Riverdale & Holly Cove Subdivision Waterline Improvements	325,000	-	-	-	-	-	25,000	300,000
7.68	Sodium Hydroxide Feed System	280,000	19,730	-	-	-	-	-	260,270
7.68	Terrapin Cove Road Waterline Improvements	600,000	-	-	-	-	50,000	550,000	-
7.65	GWMH Widening (Sewer) between Guinea & Camp Okee	213,000	-	35,000	10,000	168,000	-	-	-
7.62	Sawgrass Point Waterline Replacement	175,000	-	35,000	140,000	-	-	-	-
7.61	GWMH Widening (Water) between Guinea & Camp Okee	130,000	-	50,000	-	80,000	-	-	-
7.61	Tillage Heights Subdivision Waterline Replacement	265,000	-	-	-	35,000	230,000	-	-
7.58	Relocate Permanganate & PAC Feed Systems	942,200	-	-	-	-	-	-	942,200
7.43	Belroi Rd/Main St/Roaring Springs Rd Waterline Improvements	952,000	-	-	-	94,000	650,000	208,000	-
7.39	Wyncote Avenue Extended Waterline Replacement	516,000	-	-	-	-	80,000	436,000	-
7.37	Azalea Pt Rd & Shane Rd Waterline Improvements	344,000	-	-	-	-	-	40,000	304,000
7.32	Lewis Avenue Waterline Replacement	553,000	-	-	-	-	-	63,000	490,000
7.27	Independence Road Waterline Improvements	370,000	-	-	42,000	328,000	-	-	-
6.99	Water System Security	1,015,000	-	66,000	60,000	140,000	140,000	140,000	469,000
6.16	N Waltons Lane Waterline Loop	75,000	-	-	-	-	25,000	50,000	-
6.06	Relocate Utility Yard	1,100,000	-	-	-	-	50,000	525,000	525,000
6.05	Refurbish Vertical Turbine Pumps/Motors	90,000	-	90,000	-	-	-	-	-
5.98	Radio Read Conversion to AMR	250,000	250,000	-	-	-	-	-	-
5.66	Dunston Hall to Riverbend Apts Waterline Loop	182,000	-	-	-	21,000	161,000	-	-
5.49	Lead Service Line Inventory	90,000	-	60,000	30,000	-	-	-	-
<b>Total Utilities (Enterprise Funded Through FY27)</b>		<b>23,653,200</b>	<b>771,730</b>	<b>1,366,000</b>	<b>1,700,000</b>	<b>4,115,000</b>	<b>6,285,000</b>	<b>5,005,000</b>	<b>4,410,470</b>



# FY23-27 CIP Timeline

July	Project Submission Development
August	CIP Pre-Draft Development
Sept 7	Project Submissions / Overviews to PC
Sept/Oct	Complete Project Overviews
Oct 14	Planning Commission Special Meeting
Dec 2	Planning Commission CIP Response
Dec/Jan	CIP Draft Development
Jan 18	Acting CA CIP Draft Presentation to BOS
Feb 1	Proposed CIP Public Hearing
March 7	CIP Final Recommendation to BOS





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