

CAPITAL IMPROVEMENTS PROGRAM



OVERVIEW

WHAT IS THE CIP?

The **Capital Improvements Program (CIP)** is a five-year program that serves as a planning guide for County expenditures on major capital facilities and equipment needs over a five-year period. Funding for the CIP is determined on an annual basis, as part of the Board of Supervisors' approval of its budget. In its development of a CIP the Board of Supervisors attempts to achieve a balance between limited financial resources and an ever-increasing number of competing County priorities and needs. In identifying priorities for projects to be included in the CIP, the Board looks to: (i) the vision and goals of the County's Comprehensive Plan; (ii) obligations mandated by state law; (iii) needs of general government and school operations; and (iv) financial resources. Funding for the CIP is determined on an annual basis, as part of the Board of Supervisors' approval of its budget.

WHAT IS THE RELATIONSHIP OF THE CIP TO THE COUNTY'S BUDGET AND APPROVED POLICIES?

- **Coordinated capital and operating budget process.** The CIP is developed in coordination with the development of the County's annual operating budget.
- **Asset maintenance and replacement.** The CIP reflects the County's dedication to maintaining and enhancing its capital assets by providing funding for maintenance and repair projects, in both the general government and the school division. Maintenance and repair projects are considered higher priorities than new projects, an approach that preserves the prior investment of the County in capital facilities, obtains the longest useful life possible, and conserves County funding for new facilities for such points in time where new facilities are mandated by law or required as a result of changes in the

numbers of people using a facility, or an increase in the intensity of use of a particular type of facility.

- **Financing capital projects with current revenues.** The County is committed to the goal of funding capital projects, to the maximum extent possible, with current revenues. Toward this end, the County's operating budget reflects a capital reserve that may be utilized for capital projects. The capital reserve is intended to serve as a reliable base of funding over the 5-year CIP period.
- **Prioritization of projects reflects the visions and goals of the County's Comprehensive Plan.** The 5-year CIP is one mechanism by which the Board of Supervisors implements the County's Comprehensive Plan, and in evaluating capital projects for inclusion within the CIP the Board of Supervisors is guided by the vision, goals and strategies set forth in the Comprehensive Plan. The Comprehensive Plan is itself a 5-year strategic planning document developed with the purpose of guiding and accomplishing a coordinated and harmonious development of the territory within the boundaries of Madison County, in a manner that will, in accordance with present and probable future needs and resources, best promote the health, safety, convenience, prosperity and general welfare of County residents. The Comprehensive Plan emphasizes the Board of Supervisors' vision of our community as one that is rural in nature, with natural resources and farmlands deserving of conservation, served by a local government administration dedicated to providing basic services and strong leadership in planning for the future needs of the community.

WHAT IS A CAPITAL PROJECT?

A **capital project** is one which requires a minimum expenditure by the County of Madison of \$20,000, which typically has a useful life span of five years or more, and meets one or more of the following criteria:

- Provides for the acquisition or construction of any physical facility for the community, to include consultant or professional services related to acquisition or construction;
- Provides for the acquisition of fixtures or equipment for any facility, upon construction or acquisition of that facility;
- Provides for the ongoing acquisition of major capital equipment or systems (e.g., computer technology, radio systems, etc.);
- Provides for the acquisition of land or an interest in land;
- Funds expenditures, including additions to existing public buildings or facilities, which increase the square footage, value or useful life of a facility; and/or

- Funds expenditures for major capital maintenance or replacement projects for existing facilities. A capital maintenance or replacement project is a project to maintain, repair or replace existing capital facilities, in order to protect the County's investment and minimize future maintenance and replacement costs. This type of project must have an interval between expenditures of at least five years.

WHAT ARE EXAMPLES OF MANDATED CAPITAL EXPENDITURES?

There are a number of County services that are mandated by state law. In addition to the personnel expense associated with these services (some of which is covered by state reimbursements) the County must provide buildings, office space furniture and equipment to accommodate the performance of the mandated services, for which little or no state reimbursement is provided. Examples of these mandated services include:

- Services provided by five elected Constitutional Officers: the Sheriff; the Commonwealth's Attorney, the Clerk of the Circuit Court; the Treasurer; and the Commissioner of Revenue.
- The operations of County courts, and court-related services: the Circuit Court, General District Court and Juvenile Domestic Relations Court, and the Court Services and Probation Offices
- The operations of Jail and Juvenile Detention facilities
- Services provided by the local Electoral Board and County Registrar
- Educational services provided by the school system
- Services provided by Animal Control Officers and the related expense of operating a County pound (Animal Shelter)
- Local building code enforcement (the Building Code Official)
- Provision of Emergency Medical Services (whether provided through volunteers, paid staff, or a combination of both)
- Operation of Emergency Communications (E911) Services
- Social Services provided through the local Board of Social Services

WHAT IS THE RELATIONSHIP OF THE SCHOOL BUDGET TO THE COUNTY'S CIP?

The Madison County School Board is an independent body politic elected directly by the citizens of Madison County. Although the School Board is legally separate from the County, local funding of the school budget comprises a substantial portion of the County's annual budget. The School's total operating fund for FY07-08 was approximately \$18,249,898, of which \$7,643,591 consisted of local [County] funding. This local contribution was inclusive of costs for school buses and

“facilities.”¹ For FY07-08 local funding for the Schools was roughly equal to the entire amount that the County received from real estate taxes, or: (i) approximately 69% of the County’s property taxes, generally, (ii) approximately 53% of the County’s revenue from all local sources, or (iii) approximately 22% of the County’s total budget revenue from all sources. Clearly, to the extent that the School system has a need for capital improvements (including capital maintenance projects), those projects will need to be scoped and planned sufficiently in advance to enable the County to coordinate funding of the School projects with that for other, general governmental projects reflected in the CIP. Ideally, planning for capital projects will become a joint undertaking of the School and County administrations.

ADDITIONAL OPERATING AND CAPITAL BUDGETS

Individual construction, maintenance, repair or replacement projects having a value of less than \$20,000 are not presented within this document as CIP projects, but are planned as part of the operating budgets of individual County departments or the School Board. The costs of capital projects undertaken by the Regional Jail, Juvenile Detention Center or other entities with which the County shares the cost of services are reflected in the specific entity’s individual budget, and within the County’s proportional annual contribution to those entities.

¹ The School Board’s FY07-08 budget included approximately \$440,000 for annual debt service on a Literary Fund loan for the cost of renovations to Waverly Yowell Elementary School. The County’s FY07-08 budget included another \$352, 113 for annual debt service on a bond and loan issued in 1991 in connection with renovations to the High School and Middle School complex. These debt service payments are both funded by local (County) dollars.

CIP PROJECT DESCRIPTIONS

The following project descriptions are lettered to correspond with recommended project funding levels shown in the chart titled SUMMARY OF PROJECTS, following below within this document.

COUNTY PROJECTS

- A. Courthouse Renovation Project:** The Madison County Circuit Courthouse was built in 1829 and is listed on the Virginia Historic Landmarks Register and the National Register of Historic Places. In 2007 the County commenced construction of renovations of the Circuit Courthouse and related facilities. This Courthouse Renovation and Expansion Project is designed to provide more secure courtrooms and more efficient office space and recordkeeping facilities, and will extend the useful life of the historic courthouse for many years. The work is being completed in two phases. Phase I (completed in October 2007) consisted of renovation of the Estes House to serve as office space for the Commonwealth's Attorney and Sheriff's investigators and construction of additional parking facilities. Phase 2 of the Courthouse Renovation Project will involve a remodeling and expansion of the historic Circuit Courthouse and is scheduled to commence in May-June 2008.

Priority: High. This project accomplishes a practical need to provide adequate and secure courthouse facilities. Further, it serves the goals and objectives of the Comprehensive Plan by (i) providing for stewardship of the County's historic resources; (ii) assuring that public facilities that have a county-wide service area are located in or adjacent to the Town of Madison; and (iii) making maximum use of existing County buildings and land to meet public facility and service needs.



B. Hoover Ridge: Hoover Ridge is a long-term project that Madison County has undertaken to create new public park and recreational spaces on a historically significant 182-acre site purchased by the County in 2002. In FY07/08 construction commenced on Phase I of the project, i.e. the establishment of new baseball/softball fields on a 30-acre portion of the site. For FY08/09 the County will focus on completion of Phase I through the establishment of additional improvements and fixtures necessary to put the playing fields into operation, and the County will continue the ongoing process of planning to implement additional components of the Master Plan approved in 2006.

Priority: High. This project is of high priority, given: (i) the work that has already commenced and (ii) the significance of the project in relation to the Comprehensive Plan. Continued development of the site in accordance with the approved Master Plan will serve the Comprehensive Plan goal of providing adequate recreational opportunities to meet the current and future needs of County citizens, and may reduce the need for expenditures on similar facilities by the School system. Further, maintaining and developing Hoover Ridge as a place for citizens to come together within the community is respectful of the historic and cultural significance of the property itself: in 1929 ten thousand people convened on the site to attend Madison County Day, at which President and Mrs. Herbert Hoover were officially welcomed following their purchase of land in Madison County.





- C. **Kemper Mansion:** The major capital maintenance project planned for FY08/09 consists of painting and repair of the exterior wood trim and siding of the Kemper Mansion, and repair of the house's masonry foundation walls.

Priority: High. This project is of high priority, based on the current condition of the building and the importance of the Comprehensive Plan goal of providing for stewardship of the County's historic resources. Kemper Mansion was the home of James Lawson Kemper, who served as a general in the Confederate Army and later, as Governor of Virginia. This property is one of several structures which are deemed to contribute to the significance of the Madison County Courthouse District, which is listed on the Virginia Landmarks Register and the National Register of Historic Places.



D. County Administration Building: The building that currently serves as the main administrative office facility for County government was originally constructed in 1966 as classroom space for the Madison Center of the School of General Studies, an extension of the University of Virginia. The County acquired the property in the early 1970s. The building is rapidly becoming inadequate to accommodate current needs for office space and related storage facilities, and the County proposes to renovate and expand the facility. A proposed two-story addition is planned for construction at the rear of the present building. This project will begin with the engagement of an architect to prepare plans for renovation and expansion of the building. Ideally construction of the project would commence in FY09/10.

Priority: High. This project is of high priority due to the need to provide adequate and secure space for County offices serving the public, including the Constitutional Offices of the Treasurer and Commissioner of Revenue. Further, the project will serve Comprehensive Plan objectives of (i) locating facilities that have a County-wide service area in or adjacent to the Town of Madison, and (ii) making maximum use of existing County buildings and land to meet public facility and service needs.



E. Thrift Road Complex: The Thrift Road Office Complex currently provides office space for County government and related agencies. Long-range plans for this property are to demolish two buildings that are nearing the end of their useful life, and construction of an approximately 2,300 square foot office building on the same site. Improvements would include connection of the buildings to public sewer, provision of night lighting for parking lot areas, improvements of paved parking areas and appropriate landscaping.

Priority: Medium. This project is of medium priority. As planned, the project will serve the Comprehensive Plan objectives of (i) locating facilities that have a County-wide service area in or adjacent to the Town of Madison, and (ii) making maximum use of existing County buildings and land to meet public facility and service needs.

F. Transfer Station Property. Over the next few fiscal years, the County plans to undertake the following at this site:

a. Transfer Station Operations. An additional building will be added to the side of the existing building, to allow larger commercial trucks to unload without blocking access for the individuals unloading household trash. The Transfer Station office and scales will be relocated to improve traffic flow, and a new structure (“recycling barn”) is planned as a center for recycling operations. Planned improvements are consistent with Comprehensive Plan objectives of maximizing use of the transfer station and maintaining/expanding the County’s recycling program.

Priority: medium.

b. Updating Law Enforcement Firing Range Facilities. In the 1980s the County and Regional Jail established a small firing range at the Transfer Station Property to allow law enforcement officers convenient access to facilities where they could maintain their weapons certifications. Since original establishment, the size of the two local agencies has increased, modern certification standards are more stringent, and additional law enforcement agencies have been extended courtesy access to the range facilities; as a result, improvements to the existing vehicular access, changes in the orientation of the range facilities, and additional landscaping are desirable as a means of increasing a noise buffer around the facilities. This project will serve a Comprehensive Plan objective of making maximum use of existing County land to meet public facility and service needs (e.g., the need to provide a convenient, low-cost location for County law enforcement officers to maintain mandatory certifications).

Priority: Medium

- c. **Improvements to Facilitate Additional Uses.** A portion of the Transfer Station Property is suited for additional uses, either for County operations or as a site for light commercial or industrial development. To maximize the County’s flexibility for additional uses, the County would need to make improvements to the existing [internal] vehicular access to the site and would need to study the traffic impact to Rt. 662 of any additional uses.

Priority: Medium. This project would serve the Comprehensive Plan objective of seeking light industrial or commercial development that will generate new tax revenues, and therefore receives a high priority for the upcoming fiscal year



G. EMS Facilities and Equipment.

- a. Purchasing of Two (2) Ambulances:** The County of Madison plans to purchase or lease two new ambulances and equip them for its EMS program. The replacement of these ambulances would be on a regular schedule where each ambulance would be replaced every five to seven years depending on the increase volume of calls in the future and as maintenance costs increase.

Priority: Medium.

- b. New EMS Station(s):** As the County’s EMS function has expanded, so has the need for office and storage space grown. Currently, administrative office space is inadequate for existing personnel and recordkeeping needs, and storage space is inadequate for equipment and vehicles. Within the next five years, the County will need to provide a new EMS facility and, consistent with the Comprehensive Plan, the County will need to study the need for satellite facilities. The location of new facilities would be determined from a survey considering population, building growth, call volume, and response times for various locations within the County.

Priority: Medium



H. Emergency Communications Facilities and Equipment.

- a. Radio System: Narrow Band or Other System.** The FCC has mandated that all VHF radio frequencies must be narrow-band compliant by January 1, 2013. The County's emergency communications currently utilizes VHF frequencies. Currently staff has studies alternatives to the mandated narrow-band conversions. One option would be to switch to a new digital system that is simulcast. This option would cost approximately \$4 million, but could be expected to have a useful life to the County of 15-25 years.

Priority: Medium

- b. Upgrades for 911 Equipment and Systems:** Our current 911 equipment and switch were upgraded last year (FY06/07). This type of upgrade is required every four to five years to keep up with changes in technology and telephone infrastructure. The County needs to watch the development of technology and plan for the next required upgrade over the next few years.

Priority: Medium.

- c. Emergency Medical Dispatch (EMD) System:** EMD is a system of emergency dispatch in which dispatchers receive basic medical training so that they can provide verbal assistance to a caller until emergency responders arrive at a scene. It is very likely that EMD will be state mandated within the next two to three years. In order to implement EMD, the County would need to purchase an approved EMD system. A portion of this cost could potentially be covered by grant funding. This project would result in substantial additional operational costs as well, in the nature of additional training and certifications required for each dispatcher and the need to add an additional dispatcher to each shift.

Priority: Medium.

- d. Implement Reverse 911:** "Reverse 911" is a call notification system that can be utilized to deliver recorded notices to county residents, via established telephone, cell phone, fax or pager numbers, in the event of an emergency or disaster. County staff has considered the benefits that a Reverse 911 system could provide to the delivery of emergency services within the County. (*In 2006 the School Board purchased a version of this call notification technology for exclusive use within the school system*). Additional equipment and software that would be needed to implement this system would include an additional computer, a minimum of eight additional telephone lines, and computer software. Ongoing maintenance costs would include additional service fees to the telephone company and periodic computer and software upgrades.

Priority: Comparatively low.

- I. Madison Main Street Project:** Over the past several years, the County has served as the grantee and fiscal agent for a Main Street revitalization project funded by the Virginia Department of Housing, through Community Development Block Grant (CDBG) and federal transportation enhancement program (ISTEA) funding. Achievements of the Project to date include improvements to the facades of a number of buildings located on Main Street in the Town of Madison, construction of new sidewalks, curb and gutter, landscaping, signage, and waterline improvements. The most recent award of grant funding is \$350,000 from the federal enhancement program. The County and the Town of Madison will be required to provide local matching funds for the improvements to be undertaken with the \$350,000.

Priority: High, given the work that has already been commenced.



J. Computer Equipment and Software.

- a. Accounting and Financial.** Over the past two years, the County has implemented a new software system capable of integrating all of the County's financial and accounting recordkeeping and reporting requirements. The need for this project has been driven by changes in audit and accounting standards applicable to the County. Implementation of the system in the Department of Finance and the offices of the Treasurer and Commissioner of Revenue is almost complete. Remaining for implementation are additional modules in those offices, and in the offices of the Building Official, the Zoning Administrator, and the Department of Social Services, and additional equipment and software to allow the School Board's financial records to be integrated into the County's general ledger accounting system through the Treasurer's office.

Priority: High.

- b. Tax Maps:** Additionally, the County continues to evaluate the potential benefits of additional software and equipment that would allow in-house staff to maintain and update the County's official tax maps.

Priority: Medium.

SCHOOL PROJECTS (PROPOSED, NOT YET APPROVED BY THE BOARD OF SUPERVISORS)

- A. Renovation of the High School and Wetsel Middle Schools and/or Construction of a New School.** In FY07/08 the School Board obtained a Facilities Study, and the School Board has notified the Board of Supervisors that it is currently studying three options: (i) renovation of the existing High School and Middle School buildings, and construction of additional space; (ii) construction of a new middle school and renovation of the existing two buildings as updated high school facilities; or (iii) construction of a new high school and renovation of the existing two buildings as an updated middle school. At the present time, the School Board has offered very preliminary cost estimates ranging from \$36,905 to \$54,420,000 (*with caveats that an additional 20% should be added to these figures for items such as design & engineering fees; equipment & furnishings, financing costs, etc.; and that comparisons to neighboring school districts should include 13% of construction inflation over the last two years and 25% of total construction inflation over the past three years*). The High School and Middle School last underwent major renovations in 1991, funded by 20-year bonds (\$6,574,687) and a 20-year loan (\$1,713,121) issued by the Virginia Public School Authority.
- B. Replacement of Softball Field Lights, Waverly Yowell Elementary School.** The School Board has requested the Board of Supervisors to provide funding for replacement of the existing lights at WYES, for FY09/10.
- C. Construct new Equipment Storage Shed.** The School Board has requested the Board of Supervisors to provide funding in FY10/11, to construct a new storage shed with a concrete floor, to be used for storage of maintenance equipment.