

# Guilford County – Implementing a Capital Improvement Plan



# Next Steps from December 18 Work Session

- Presented best practice around developing a capital improvement plan
- Explored:
  - County Fiscal Health Indictors
  - \$141 million in needs to fix current facilities
  - Expansion needs and interests

# Objectives Today

- Review identified capital projects phased in over 10-years to support a structurally balanced budget and optionally manage debt service demands
- Review debt policies



# Developing Estimates



# Three Step Process: CIP Budgeting

Utilizing facility assessment completed by CPL & Axios for Parks Master Plan. These assessments identify needs and apply cost factors to develop planning level cost estimates.

County staff then evaluate the scope of work to develop budget estimates based on recent projects and local market conditions. Also apply an out-year CPI factor to reflect future cost adjustments.

Final estimates are developed during the design process and bid solicitation.

Cost estimates will vary, and each year estimates will be evaluated to determine if adjustments are needed over the capital improvement plan life cycle.



# Total Plan

Represents identified renovation work that can be eliminated based on centralizing operations.

	Proposed Funding	
HHS Consolidated Campus - GSO	\$148,387,000	
<i>Public Health - Chandler Dental</i>	\$0	\$0.4 million of savings
<i>Public Health – Wendover</i>	\$0	\$8.0 million of savings
New Government Complex	\$137,441,000	
<i>Truist Building</i>	\$0	\$7.9 million of savings
Consolidated Campus - HP	\$92,880,000	
<i>High Point DSS Russell Building</i>	\$0	\$2.9 million of savings
<i>Public Health High Point</i>	\$0	\$4.6 million of savings
<i>RHA/HP Probation</i>	\$0	\$2.0 million of savings
Greensboro Court House	\$30,495,000	
Pepperstone Expansion	\$29,000,000	
<i>EMS Base 3 Meadowood</i>	\$0	\$2.8 million of savings
Old Court House	\$26,042,000	
Independence	\$15,750,000	
EMS Substation	\$15,150,000	
Gibson Park	\$13,000,000	
Project Management	\$13,000,000	
Parks Master Plan Expansion	\$12,300,000	
High Point Court House	\$11,797,000	
Parks Deferred Capital (Master Plan)	\$10,123,000	
County Jail - High Point	\$6,394,000	
Libraries	\$4,000,000	
Cooperative Extension	\$2,150,000	
Painting (Refresh)	\$1,500,000	
FFE Refresh	\$1,500,000	
Juvenile Detention	\$721,000	
EMS Concord Base	\$503,000	
<b>Total</b>	<b>\$572,373,000</b>	
Other Revenues	(\$22,390,000)	
<b>Total Bond Proceeds</b>	<b>\$549,983,000</b>	

*\*Excludes restoration of the Katie S. Cashion Center*

# Projects

## County Jail – High Point



- Facility needs identified during the current fiscal year include constructing a kitchen annex
- Replacing the elevators
- Upcoming identified needs include HVAC replacement and adding emergency water taps
- Currently underway and would include reimbursement resolution.

## Independence

- Facility needs include roof replacement, Elevator modernization, HVAC replacement, envelope (window leakage) repairs, Interior space needs (ADA compliant access) and carpet/paint. Evaluating renaming facility.



# Projects

## Old Courthouse

- Facility needs identified in the facility assessment include a full interior renovation, building envelope (windows, doors & waterproofing), elevator modernization/replacement, interior waterproofing (basement), furniture replacements, and HVAC replacement, and exterior site work for drainage.



## Greensboro Courthouse

- Facility needs identified in the facility assessment include extensive interior upfit and renovation, furniture replacement, exterior envelope repairs, HVAC modernization/replacement, roof replacement, and space maximization.



# Projects

## High Point Courthouse

- Facility needs include waterproofing, HVAC, ADA, general renovations, courtroom AV maintenance and upgrades, Courtroom furnishings/FFE full replacement.



Guilford County Government

## Cooperative Extension

- Facility needs identified in the facility assessment include ADA and general renovations.



# Projects

## Parks Master Plan

- As part of the Master Plan, repairs were identified at existing parks locations.
- Subsequent evaluation of needs from CPL assessment include additional repairs to tennis/pickleball courts and market adjustments for paving/resurfacing.



## Parks Master Plan Expansion

- Parks, Open Space, and Trails Master Plan identified
  - 10' Paved Greenway Trails
  - 10' Compacted Stone Surface Trail
  - Trail Head
  - Outdoor Amphitheatre & Band Shell
  - Challenge Adventure Course
  - Outdoor recreation facility



# Projects

## Juvenile Detention

- Facility needs identified in the facility assessment include roof replacement.



## Animal Shelter

- Facility needs identified in the facility assessment include floor repairs.



# Projects

## Gibson Park - Women & Children Residential Recovery

- Project involves upfit and reconfiguration of the facility to meet code, state health regulation, and programmatic standards to provide residential substance use treatment and wrap around supports for up to 28 pregnant and parenting women and their children.
- Debt financing facility creates capacity in Opioid plan and reduces amount of necessary county dollars.



## EMS Substations

- The Emergency Services Department has identified several areas of the County that are in need of EMS facilities to provide geospatial coverage for citizens facing time-sensitive emergencies. These facilities will be co-located with local Fire Departments, where applicable, and speaks to the growth and distribution of residents throughout the County.



# Projects

## New Government Complex

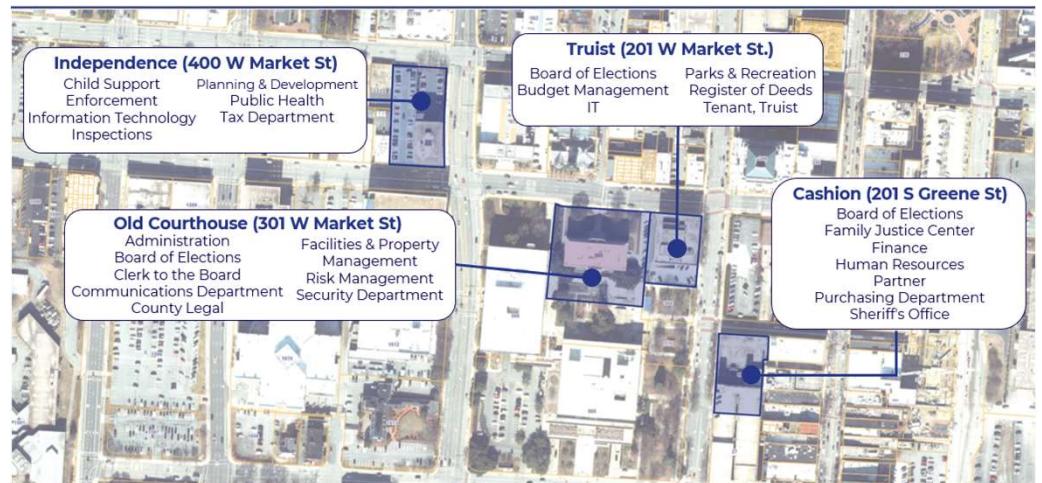
Project would involve demolishing the Truist Building and constructing a new central administrative campus, including a connection bridge to the Old County Courthouse.

### Building Area:

- 118,325 SF Total.
- 4 Levels at about 29,600 SF

### Parking:

- 3 Levels of Parking deck with about 279 parking spaces (About 93 Parking spots per level)

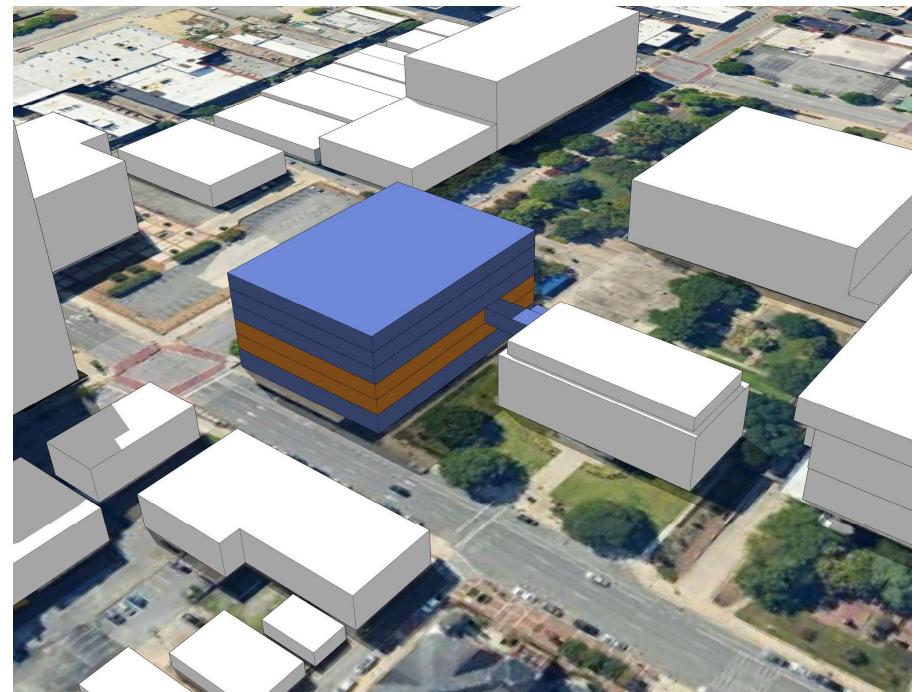


# Consolidated Services Campus — Overview



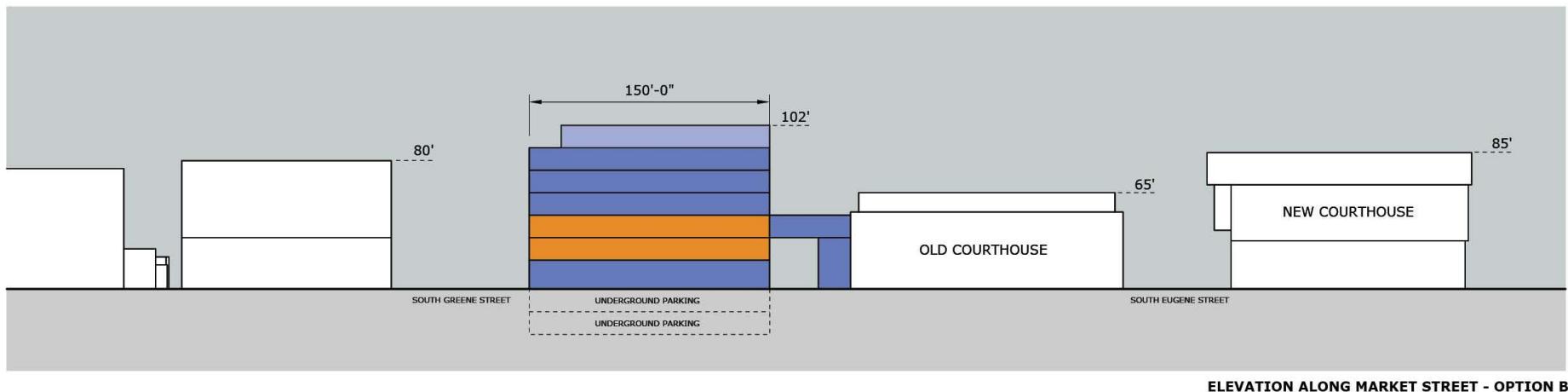
# Projects

## New Government Complex



# Projects

## New Government Complex



# Projects

## Consolidated Campus- High Point

- Evaluating opportunities to either identify a vacant shopping center or evaluating building on the current site to centralize facilities in High Point, including Social Services, Public Health, Register of Deeds, Child Support, Veteran's Services, Tax, Elections, and Probation and Parole.
- Utilizing the current site would require a temporary lease option, intentional staging of work, and additional analysis on the existing site.



Guilford County  
High Point Properties Map

# Projects

## HHS Consolidated Campus - Greensboro

Project would involve:

- Campus would house Social Services, Public Health, and Child Support Services
- Building a new Public Health Building in the front parking lot of the Maple Street complex, resulting in closing the Wendover Public Health Facility and the Chandler Dental Clinic.
- Increase service line proximity to Behavioral Health Center.
- Renovation of existing Maple Street facility.



# Projects

## HHS Consolidated Campus - Greensboro

Campus Building Area: 275,350 SF

New Building: 163,350 SF with 4 Levels at about 40,850 SF per level

Existing Surface-Level Parking: 616 total; 119 spaces removed by Building, 115 Spaces removed by Parking Deck; 382 spaces remaining.

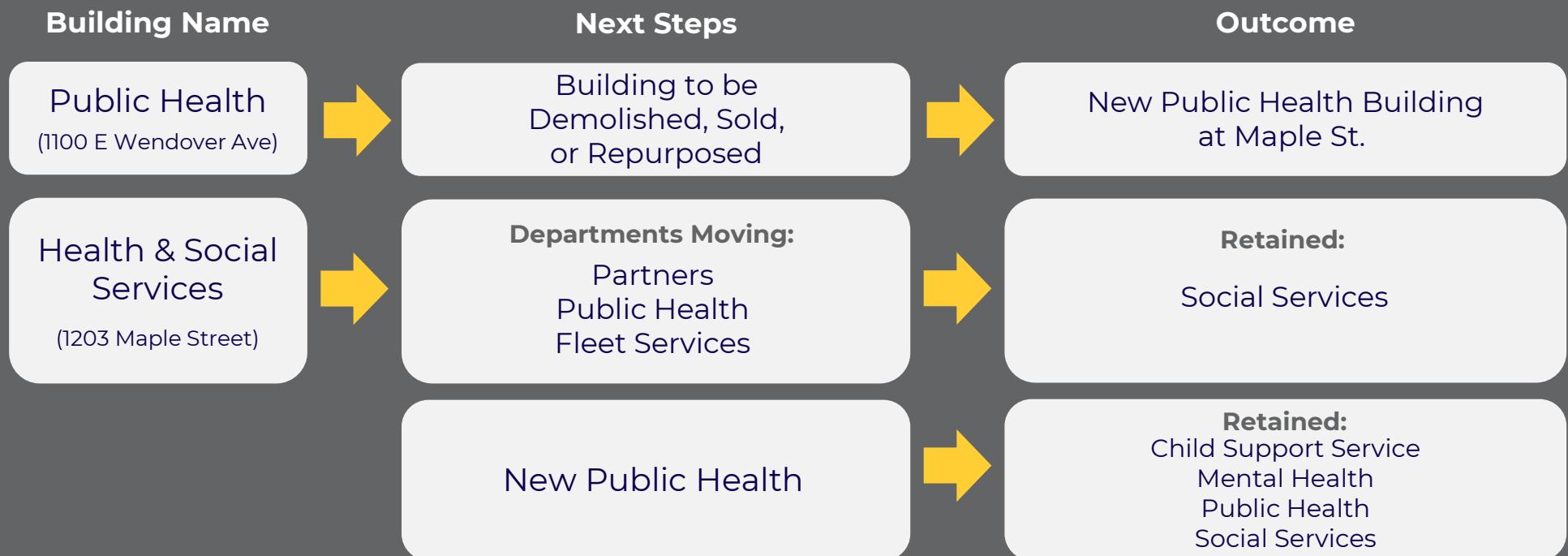
Required Parking: 719 spaces.

Parking Deficit: 337 spaces.

Parking Deck: 3.7 - 4 Levels of Parking deck with about 92 parking spaces per level (337 - 368 spaces total).



# Centralized Health Campus Scenario Overview



# Projects

## HHS Consolidated Campus



# Projects

## Pepperstone

The expansion of Pepperstone would allow for:

- a multidisciplinary emergency services facility that would include an emergency operation center
- training and simulation space
- administrative headquarters for all divisions
- The current EOC is undersized and does not allow space for all community partners during disasters. Education needs have evolved significantly since initial construction of Meadowood in 1980, and staff space is beyond capacity.

## EMS Concord Base

- Facility needs identified in the facility assessment include roof replacement.



# Other Project

## Libraries

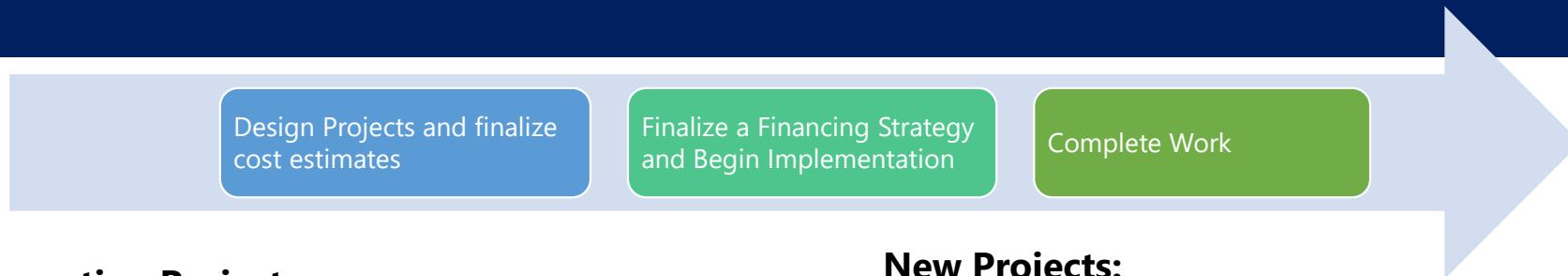
- Part of the contract with the City of Greensboro provides an opportunity for GSO to submit capital requests by December 1 for consideration during the next fiscal year.
- It is anticipated that Greensboro will submit requests for roof replacement, carpet, or other facility repairs over the next ten years.



# How work would be phased



# CIP Implementation



## **Renovation Projects:**

- Gibson Park (completion 2028)
- Independence (completion 2028)
- High Point Jail (completion 2028)
- Juvenile Detention (completion 2028)
- Cooperative Extension (completion 2030)
- Greensboro & HP Courthouses (completion 2035)
- Parks Master Plan (completion 2035)

## **New Projects:**

Seek design-build contracts for:

- New Government Complex & Old Court House Renovation (completion 2031)
- High Point Central Campus (completion 2031-2032)

Seek design contract for:

- HHS Central Campus (completion 2035)
- Pepperstone (completion 2035)
- EMS Substations #1 and #2 (completion 2032)
- EMS Substations #3, #4, & #5 (completion 2035)

# Financing Strategy

County would explore Limited Obligation Bonds (LOBS) and Two-Thirds Bonds.  
Projects require 70% construction design before Limited Obligation Bonds can be issued.

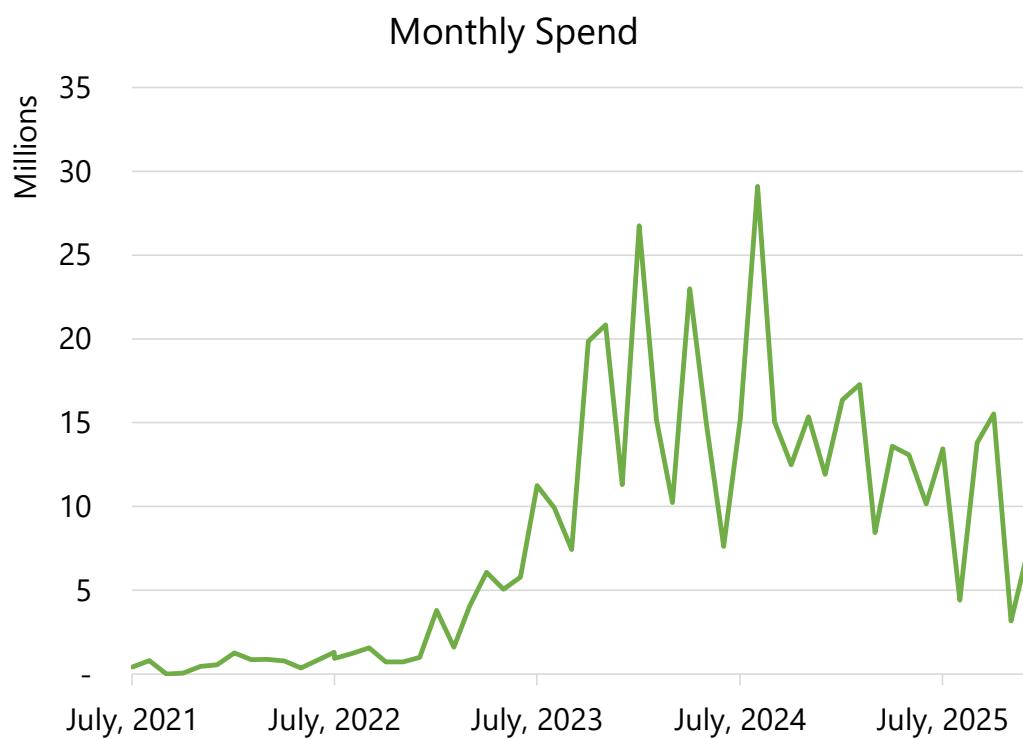
Likely five packages (every two years) based on size of CIP.

Likely require ~\$12 million of new revenue to implement. Additional impact projected in FY2032 based on timing of debt issuances

# Additional Debt Context



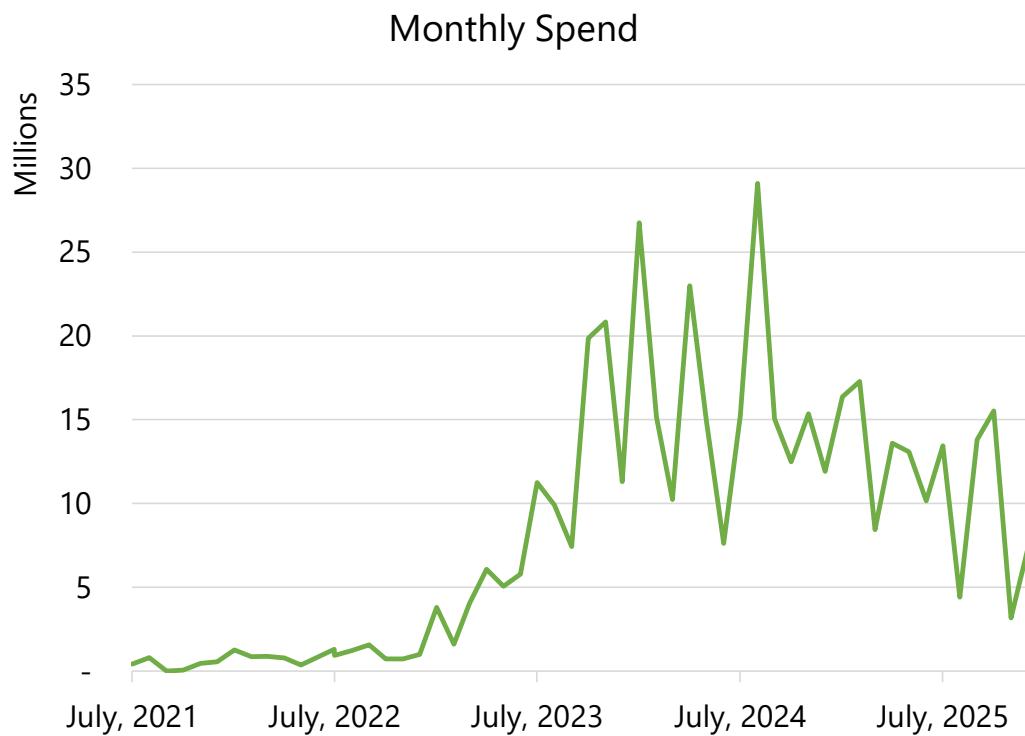
# GSC Spend Rate



	<b>Projected Spend</b>	<b>Actual Spend</b>
Jan-25	\$25,000,000	\$ 16,368,598
Feb-25	\$25,000,000	\$ 17,280,048
Mar-25	\$25,000,000	\$ 8,441,985
Apr-25	\$15,000,000	\$ 13,603,484
May-25	\$15,000,000	\$ 13,085,156
Jun-25	\$15,000,000	\$ 10,158,296
Jul-25	\$19,000,000	\$ 13,444,932
Aug-25	\$19,000,000	\$ 4,410,743
Sep-25	\$19,000,000	\$ 13,811,681
Oct-25	\$23,000,000	\$ 15,514,885
Nov-25	\$23,000,000	\$ 3,176,946
Dec-25	\$23,000,000	\$ 7,275,649
Jan-26	\$22,000,000	
Feb-26	\$22,000,000	
Mar-26	\$22,000,000	
Apr-26	\$19,000,000	
May-26	\$19,000,000	
Jun-26	\$19,000,000	
Jul-26	\$18,000,000	
Aug-26	\$18,000,000	
Sep-26	\$18,000,000	
Oct-26	\$18,000,000	
Nov-26	\$18,000,000	
Dec-26	\$18,000,000	



# GSC Spend Rate



Approved \$50 million project ordinance to jump start renovation work. Actual expenses will be moved to a school specific project ordinance with a corresponding budget amendment once actuals are realized.



# GSC Bond Issuance Timeline

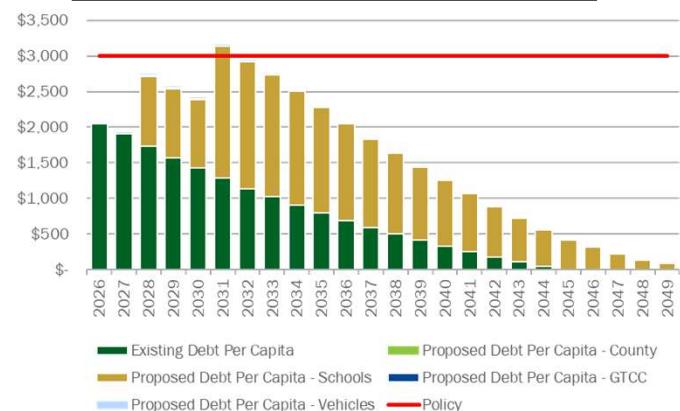
- Planned \$565 million in FY2028
- Planned \$565 million in FY2031

Bond proceeds should generally be spent within 7 years, but the County can request a 3-year extension. **The County is projecting a need to request an extension for the final tranche.**

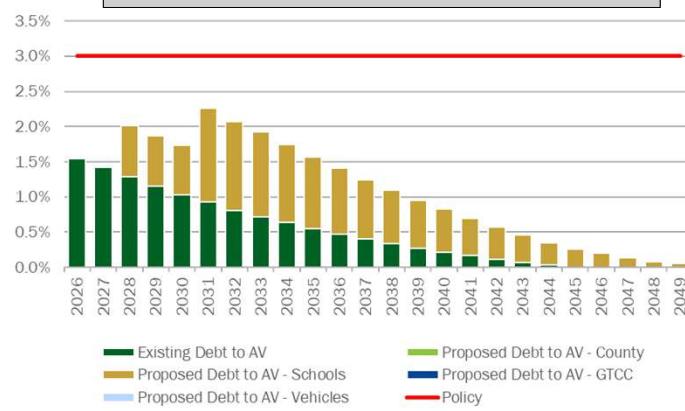
	Funding Plan	Notes
FY2026-27*		
FY2027-28	\$565 million	
FY2028-29		Deadline to issue within 7 years in May 16, 2029
FY2029-30		
FY2030-31	\$565 million	
FY2031-32*	Future Referendum	Deadline to issue within 10 years in May 16, 2032
FY2032-33		
FY2033-34	\$500 million	Potential Future Issuance
FY2034-35		

# Debt Capacity – With County CIP

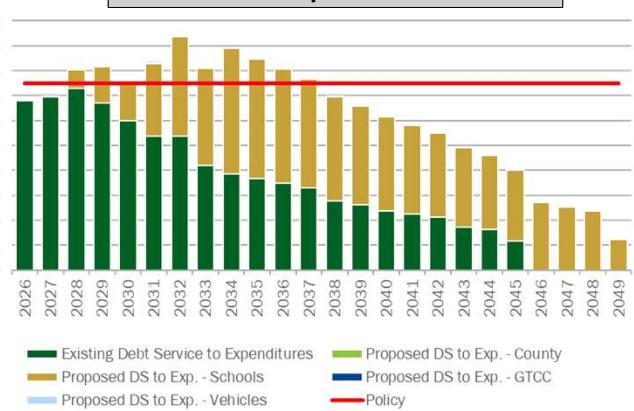
**Debt Per Capita**



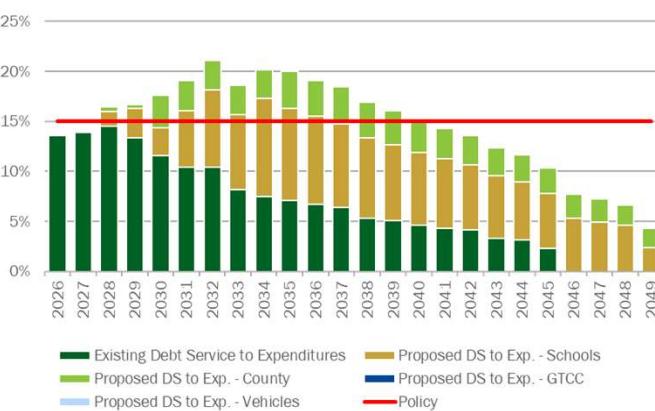
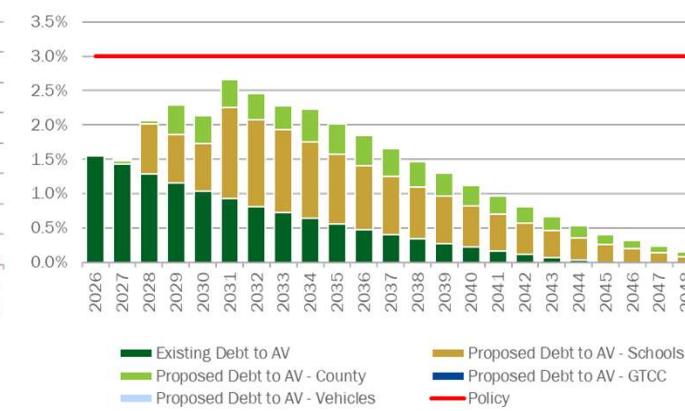
**Debt to Assessed Value**



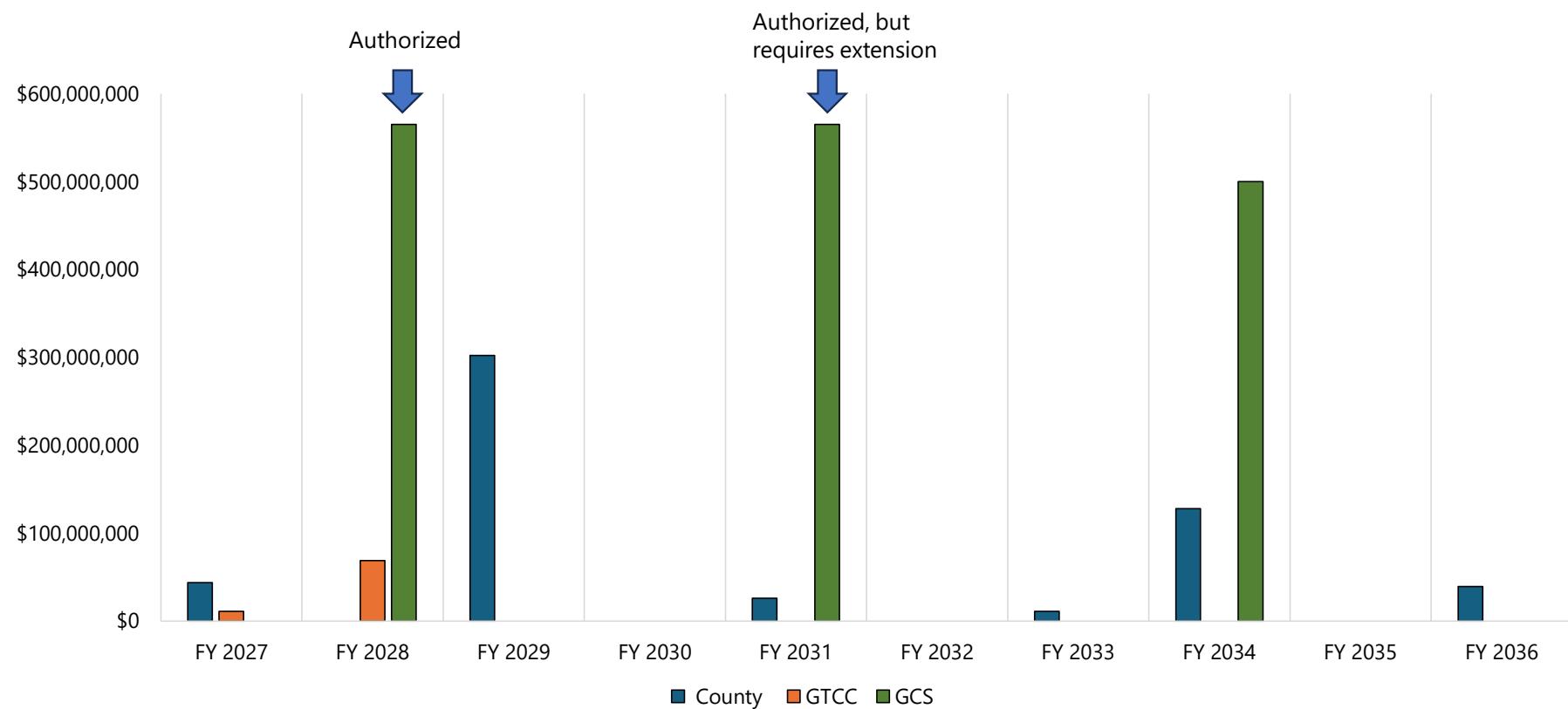
**Debt Service to General Fund Expenditures**



**With CIP Included**

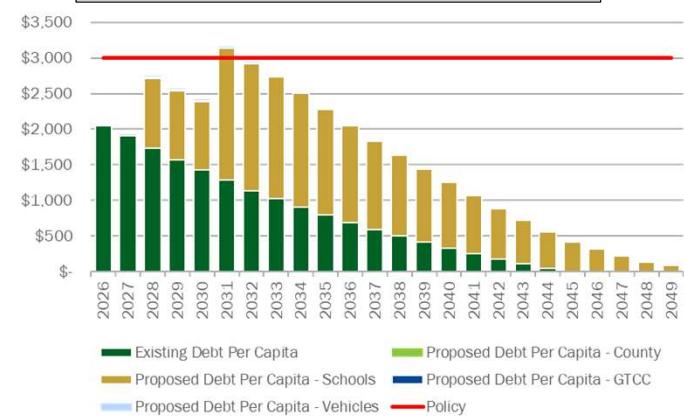


# Putting the Pieces Together

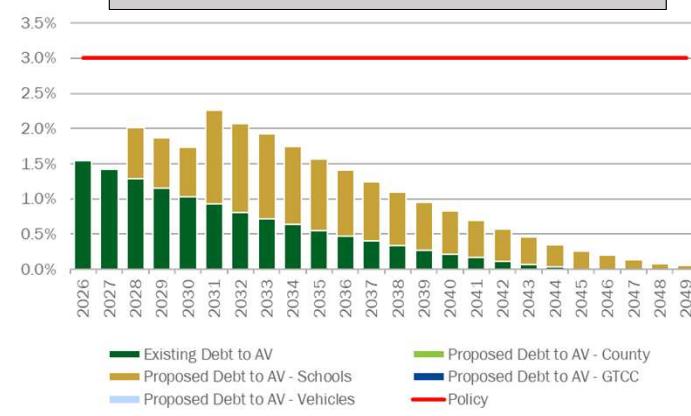


# Debt Capacity – With CIP + GCS in FY2034

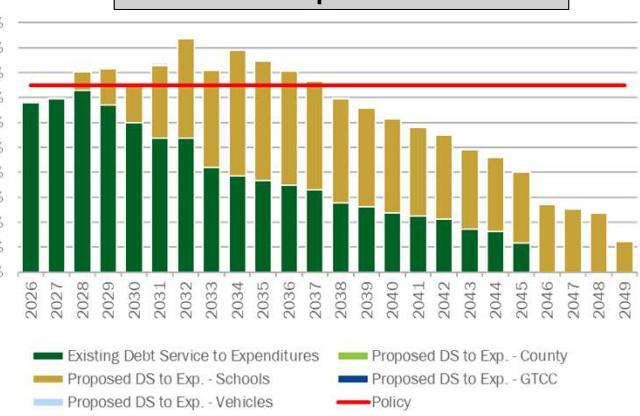
**Debt Per Capita**



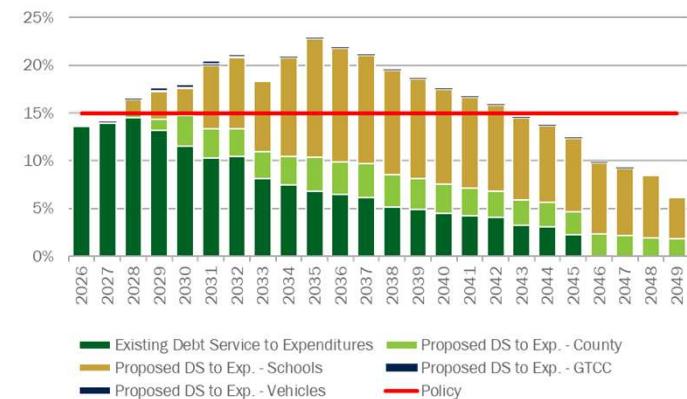
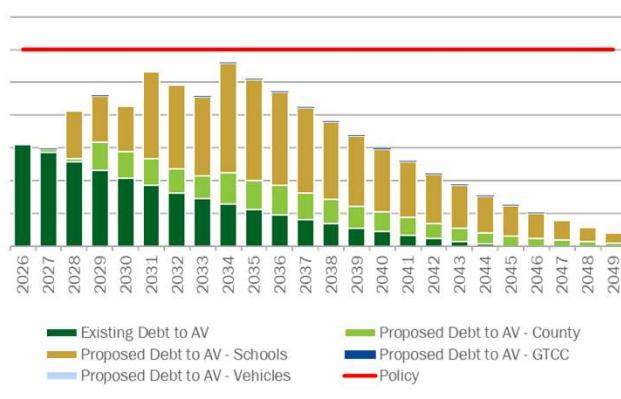
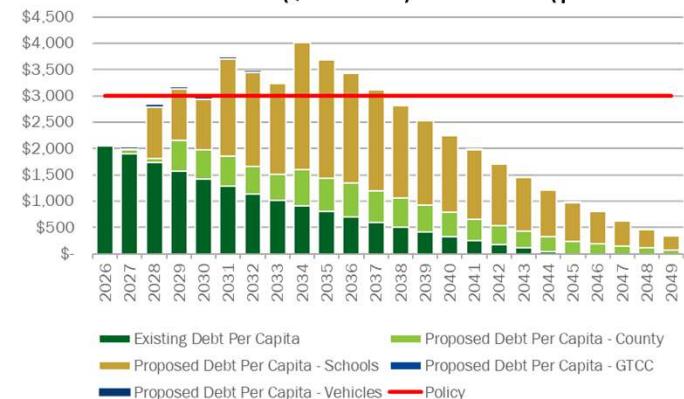
**Debt to Assessed Value**



**Debt Service to General Fund Expenditures**



**With CIP + GCS (\$500m) + GTCC (potential)**



# Policy Dials – County CIP

Options	Description
Option A	<p>Lease for probation and parole with focus on deferred capital. Remove the centralized administrative campus in GSO approach from the CIP.</p> <ul style="list-style-type: none"><li>• Reduces total cost of CIP and fits better within debt policies.</li><li>• Lose benefits of centralization and future growth capacity.</li><li>• Increased level of lease dependency.</li></ul>
Option B	<p>Remove the centralized HHS campus approach from the CIP.</p> <ul style="list-style-type: none"><li>• Reduces total cost of CIP and fits better within debt policies .</li><li>• Lose benefits of centralization and future growth capacity.</li></ul>
Option C	<p>Phase the project plan over 15 years.</p> <ul style="list-style-type: none"><li>• Increases the overall cost but spreads the impact over more years to better fit within debt policies.</li><li>• Decreases the additional recurring revenue needed for FY27.</li></ul>
Option D	<p>Reduce the future GCS allocation from \$500 million to \$300 million every three years.</p> <ul style="list-style-type: none"><li>• Existing need to revisit project completion dates based on the listed schools in the original plan.</li></ul>
Option E	<p>Revisit the county's debt policies in alignment with peer jurisdiction to reflect the known reality of current facility conditions for the County and Guilford County Schools.</p>



# Capital Improvement Planning & Proposed Next Steps

- **Budget Kickoff Retreat on January 30, 2026**

- Establish essential operational strategies and interest areas based on community context, economic development, operational needs, policy impacts and fiscal resources
- Explore projected revenues and expenditures within a structurally balanced budget framework and consider best practices to support sound fiscal health (debt service, fund balance) and budget optimization
- Funding projections to support a multi-year CIP

- **Finalize Terms and Agreements**

- State (NCDPS)
- Lease Agreement



# Questions?

