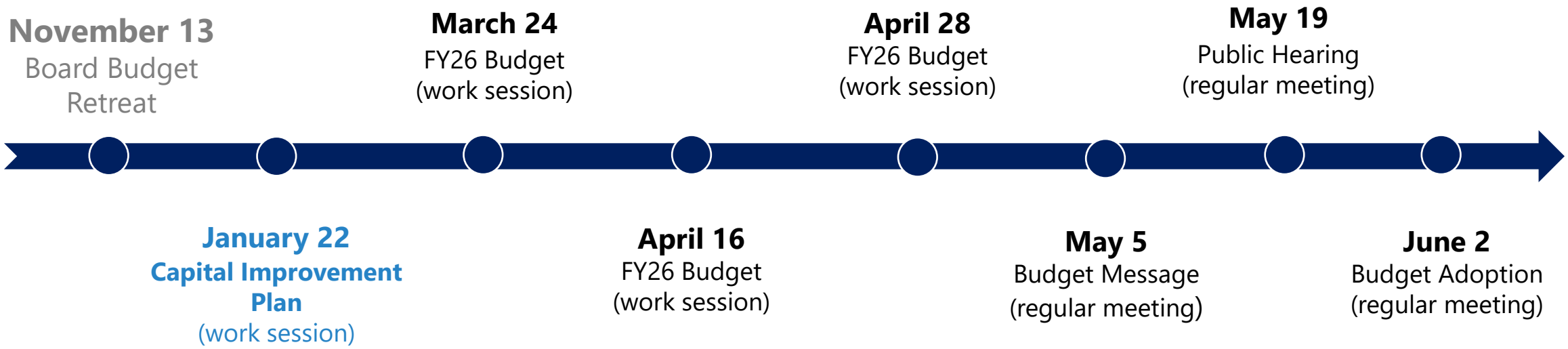
FY2027 Capital Work Session

Presented by

John Hudson, Budget Director

January 22, 2026

Budget Meetings



Agenda

- Capital Projects and CIP
- Vehicles

Break

- Capital Financing
- Next Steps
- Wrap-up

Capital Projects and CIP

What is a Capital Project?

A capital project is a project involving:

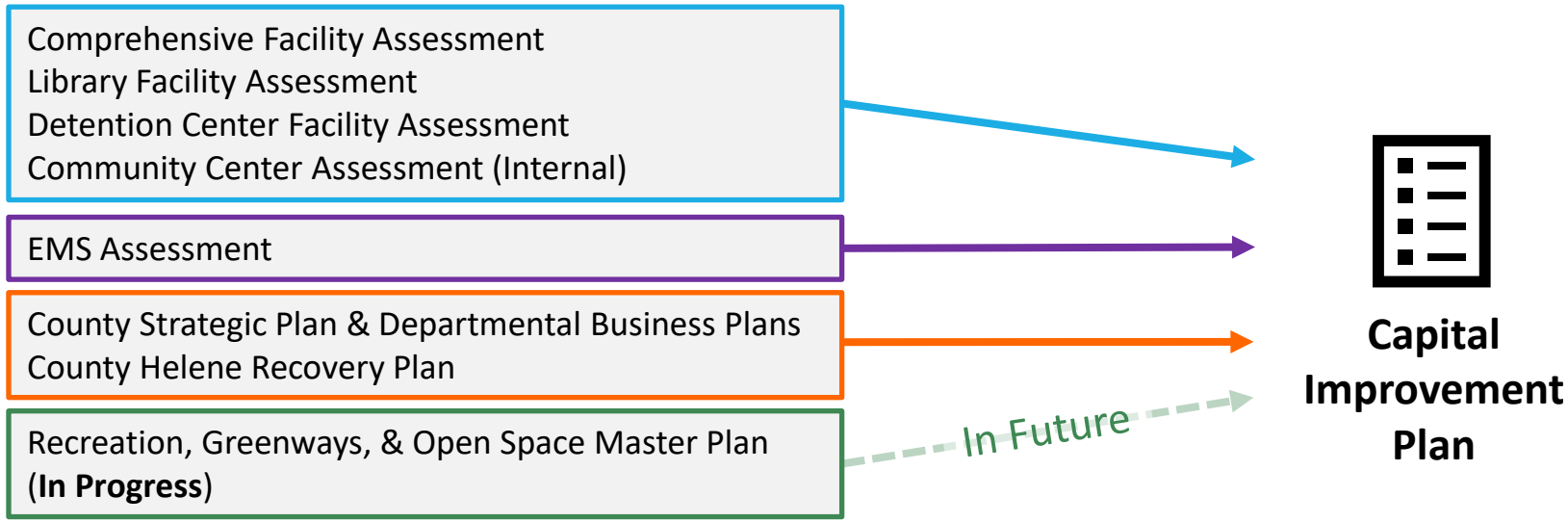
- ✓ **Construction,**
- ✓ **Renovation,**
- ✓ **Maintenance,**
- ✓ **Demolition, or**
- ✓ **Land/Asset Acquisition**

that is valued at or above **$100,000** and has a useful life of at least five years.

Capital Improvement Plan (CIP)

The County's capital improvement plan (CIP) is:

- ✓ A fiscal management and planning tool
- ✓ Where capital needs identified in assessments and plans are aligned and prioritized



Note: *Assessments are not the only pathway for capital projects being placed on the CIP. Other considerations, such as regulatory mandates or continuity or expansions of service, which are also drivers for capital projects being placed on the CIP.*

Capital Request Review Process

- Project submissions are made in the fall to coincide with the budget process and evaluated/scored by the Capital Review Team

Criteria Measure	Description
Regulatory Mandate/ Contractual Obligation	Is the project required to meet a federal/state mandate or a contractual obligation?
Health & Safety	Does the project provide a health or safety benefit or address a health or safety concern for residents and/or staff?
Service Improvement	To what extent does the project improve service delivery, service levels, or service efficiency/effectiveness to residents?
Existing Asset Condition	If the project is to repair/replace an exisintg asset, to what extent is the asset is nearing or has surpassed it's useful life?
Project Readiness	How feasible is beginning the project in the requested start year? Assess staff capacity, needed land acquisition, easements, or approvals, etc.
Strategic/Business Plan	To what extent does the project have a clear positive impact toward achieving a County strategic plan/departmental business plan goal or objective?
Annual Cost Savings	What is the impact of the project on the County's operating budget in terms of either future costs, savings, or revenue generation?
Environmental Impact	To what extent does the project helps the County in reducing greenhouse gas emissions?
County Core Values	To what extent does the project advance the County's mission to build trust among the community through a focus on the County's core values?

Topics to Cover



Current Projects

- Project Updates



Future Projects

- 7-Year CIP

Major Current Capital Projects

($ Budgeted Cost)

Public Safety Projects (~$39M)

- Courthouse Projects
- Detention Center Projects
- Swannanoa EMS Base
- 40 McCormick Pl. EMS Base (Design)
- West Regional EMS Base (Land/Design)

New Facilities (~$15M)

- Fleet/General Services Complex
- Storage Facility (Design)
- Parks Office (Design)

Facility Renovations (~$14M)

- 35 Woodfin Forward Facing Facility
- 200 College St. Renovation

Major Maintenance (~$14M)

- Comprehensive Facility Assessment
- Library Facility Assessment
- Roofing & Paving

New Infrastructure (~$19M)

- Solar on Public Buildings and Schools
- EV Charging Infrastructure
- Shelter Resiliency Generator Project

Technology (~$12M)

- PSIP Core System Replacement
- Fire Station Alerting/Paging

Parks & Greenways

(~$21M County, ~$35M Grant)

- Enka Rec. Destination (Phase I & II)
- Woodfin Greenway
- Deaverview Mountain
- Orchard St. Park

Natural Resources (~$7M Grant)

- Stream Restoration Project

Solid Waste (~$18M Enterprise Fund)

- Landfill Phase 8 C&D

Project Updates – Public Safety Projects

($ Budgeted Cost)

Public Safety (~$39M)

Comprehensive & Detention Center Facility Assessments
- Courthouse Projects
- Detention Center Projects

Regulatory Mandate
- 911 Backup Center

EMS Assessment
- Swannanoa EMS Base
- 40 McCormick Pl. EMS Base (Partial)
- West Regional EMS Base (Land/Design)





Project Updates – New Facilities

($ Budgeted Cost)

New Facilities (~$15M)

Comprehensive Facility Assessment

- Fleet/General Services Complex
- Storage Facility (Design)
- Parks Office (Design)





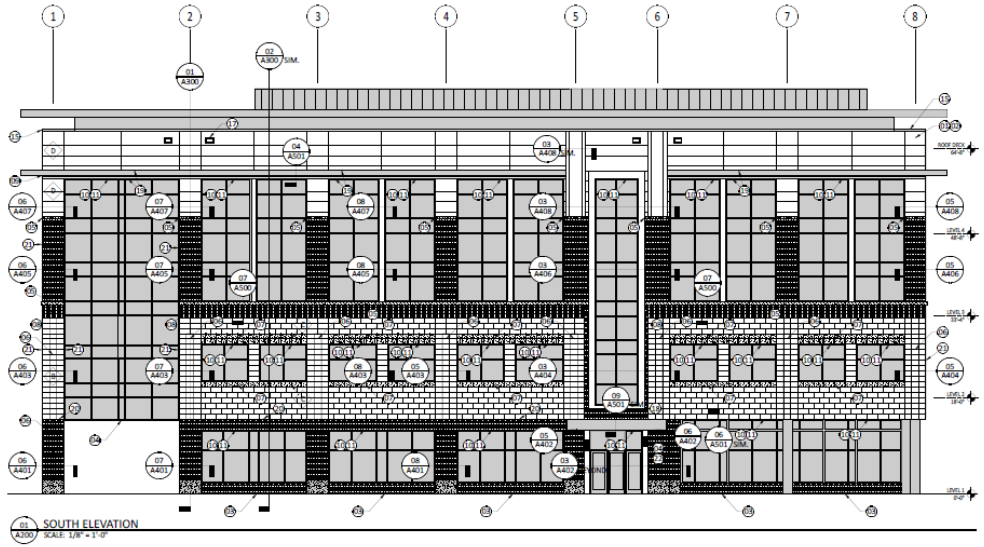
Project Updates – Facility Renovations

($ Budgeted Cost)

Facility Renovations (~$14M)

Comprehensive Facility Assessment

- Forward Facing Facility (35 Woodfin)
- 200 College St. Renovation





Project Updates – Major Maintenance

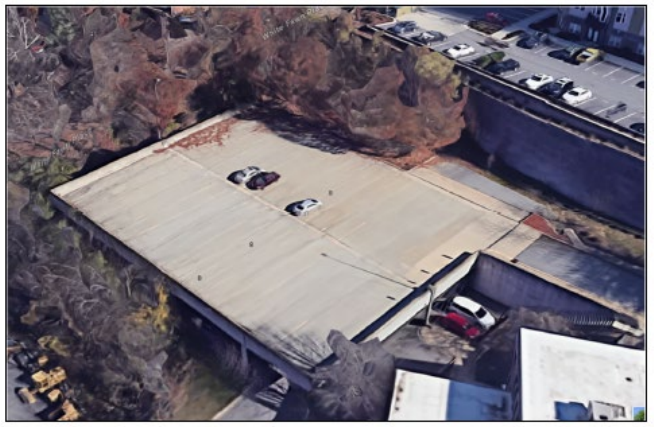
($ Budgeted Cost)

Major Maintenance (~$14M)

Comprehensive, & Library Facility Assessments

- Comprehensive Facility Assessment
- Library Facility Assessment
- Countywide Roofing & Parking Deck Repair
- Countywide Paving







Project Updates – New Infrastructure

($ Budgeted Cost)

New Infrastructure (~$19M)

Strategic Plan

- Solar on Public Buildings and Schools
- EV Charging Infrastructure

Recovery Plan

- Shelter Resiliency Generator Project



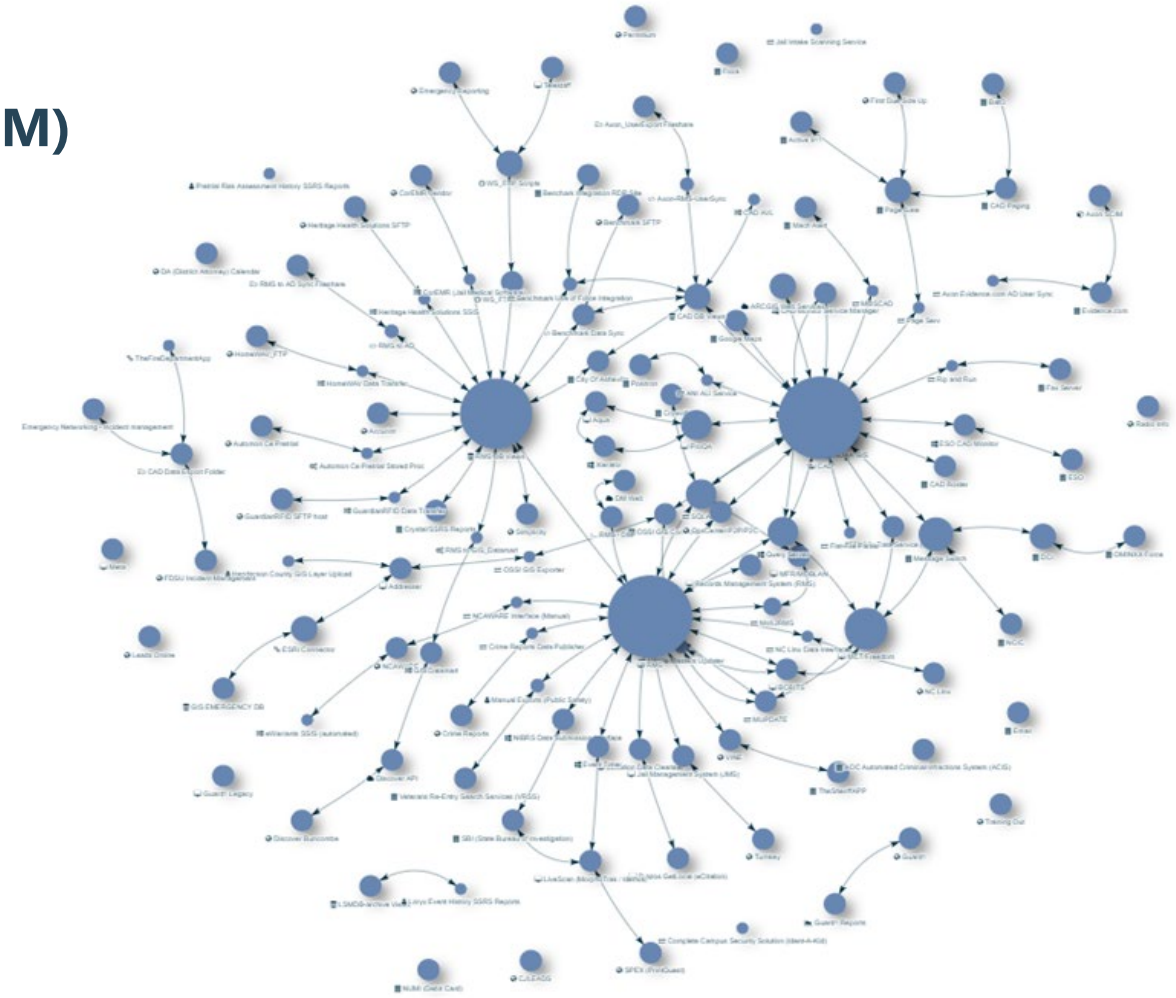


Project Updates – Technology

($ Budgeted Cost)

PSIP Core System Migration Project ($10M)

- Complete
  - RFP, Demos, Eval & Selection, Negotiation
  - Signed Contract (December 2025)
- Motorola PremierOne
  - CAD (911), Mobile, Law Records, Jail Management
- 26 Agencies & 5 Municipalities
- Next Steps
  - Project Kickoff (18-24 month timeline)
  - Update PSIP Agreements & Cost Model



Project Updates – Technology

($ Budgeted Cost)

Fire Station Alerting/Paging (~$2M)

- Goal: Modernize & Standardize Fire and EMS Dispatch Alerting
- Complete
  - Installation of equipment at Fire Stations
  - CAD/911 Integration Complete
  - Connectivity upgrades
- 35 Total Fire and EMS Stations
- Next Steps
  - PSC Staff and Agency Reps finalizing procedural tasks
  - Go live expected: March 1st 2026





Project Updates – Parks

($ Budgeted Cost)

Parks (~$18M County, ~$21M Grant)

Strategic Plan

Enka Recreation Destination (Phase I & II)

- Phase I – fields 1, 2, 8 are turfed and lighted with new restroom facility
- Phase II
  - Construction underway for turf and lights at fields 3, 4, & 5
  - Contract for design/engineering of a new playground, renovated shelter and contact/ranger station

Strategic Plan

Deaverview Mountain

- Successful ORLP grant award with acquisition expected Spring 2026

Orchard Street Park

- Agreement signed with Asheville Greenworks to create container orchard open to public



Project Updates – Greenways

($ Budgeted Cost)

Greenways (~$3M County, ~$14M Grant)

Strategic Plan

Enka Heritage Trail

- Continued discussion with property owner to achieve 25% design
- Owner interested in selling parcels, staff is currently review and assessing

Strategic Plan

Woodfin Greenway EB-5774A: Highway 251

- Reassessment of the 25% Design plan and proposed alignment required due to Helene
- Streambank loss/instability along the northernmost segment between the French Broad
- NCDOT suggested new termini from Broadway to Mill at 2000 Riverside Dr.

Strategic Plan

Woodfin Greenway EB-5774B : Beaverdam Creek

- Reassessment identified the need for additional services (e.g., design/engineering for pedestrian foot bridge)
- Cost estimates reviewed and approved by NCDOT



Project Updates – Natural Resources

($ Budgeted Cost)



Stream Restoration Project: Barnardsville Stream Restoration and New Bridge (~$7M)

- Three funding sources**:**
  - ARPA: $2.8M – Stream Restoration
  - Land and Water Fund: $1M – Easement Acquisition
  - DPS: $2,8M – Passthrough to NCDOT for Bridge Construction
- Construction Contract Awarded
  - Stream Restoration will begin summer 2026
- Bridge Design in Process
  - Bridge construction will begin 2027 at the earliest

Project Updates – Solid Waste

($ Budgeted Cost)

Solid Waste (~$18M Enterprise Fund)

Compost Facility

- Complete and operating at pilot scale

Landfill Phase 8 C&D

- Construction is ongoing
- Scheduled completion is April
- Final disposal phase for C&D Landfill
  - Significant impacts to landfill capacity resulting from Helene are ongoing







Project Updates Wrap-Up

- Over 60 ongoing capital projects across the County
- ~$180M in General Fund capital projects
  - ~$121M funded by debt financing (~$68M yet to be issued)
- ~$18M in Solid Waste capital projects
  - Funded by enterprise fund

7-Year CIP

($ Estimated Cost)[1]

Public Safety Projects (~$152M)

- West & North Regional EMS Bases
- South Local EMS Base
- New EOC/Storage Facility
- Sheriff Evidence Storage
- Detention Center Facility Assessment
- Courthouse Courtroom Renovations

New Facilities (~$54M)

- Parks Office and Emergency Shelter
- New Ag. & Land Facility
- New Swannanoa Library

Major Maintenance (~$110M)

- Comprehensive Facility Assessment
- Library Facility Assessment
- Community Centers
- Other Maintenance
  - Paving, Roofing, HVAC, etc.

New Infrastructure (~$16M)

- Ferry Road Transportation Infrastructure
- EV Charging Infrastructure
- Shelter Resiliency Generators

Parks & Greenways (~$20M)

- Enka Recreation Destination (Phase III)[2]
- Boat Launch Replacements
- Lake Julian Facility Improvements
- North Buncombe Ballfields
- Hominy Valley Ballfields

Solid Waste (~$32M Enterprise Fund)

- Landfill Cell 8 MSW
- C&D Waste Diversion

[1]Projects and costs on the draft 7-Year CIP are all currently in the budget evaluation process and may be subject to change.
[2]County cost is shown above; project is expected to also leverage outside funding such as grant funds

7-Year CIP – Public Safety

Public Safety Projects (~$152M)

EMS Assessment
- West & North Regional EMS Bases
- South Local EMS Base

CFA+ Recovery Plan
- New EOC/Storage Facility

Comprehensive Facility Assessment
- Sheriff Evidence Storage

Detention Center Facility Assessment
- Detention Center Facility Assessment

- Courthouse Courtroom Renovations



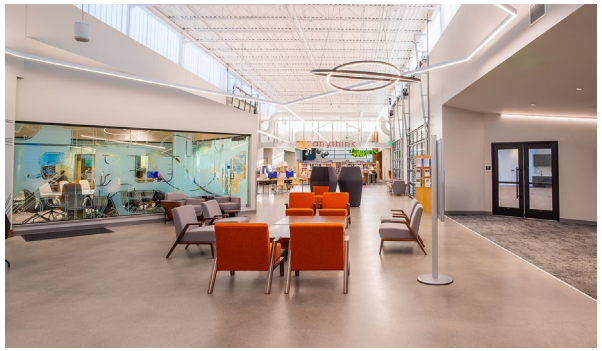
7-Year CIP – New Facilities

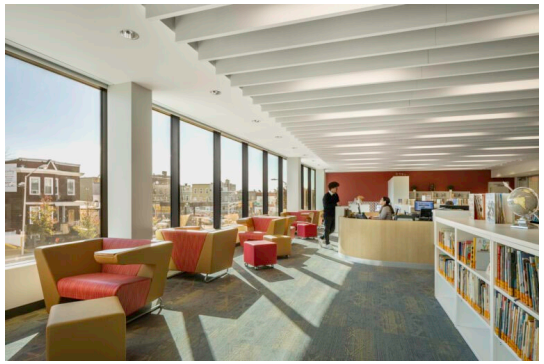
New Facilities (~$54M)

CFA+ Recovery Plan — New Parks Office & Indoor Recreation Facility

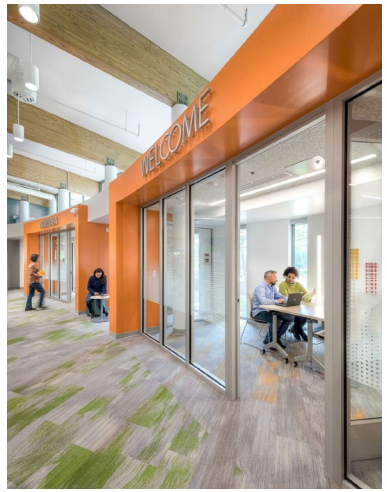
Comprehensive Facility Assessment — New Ag. & Land Facility

New Swannanoa Library & Government Complex









7-Year CIP – Major Maintenance

Major Maintenance (~$110M)

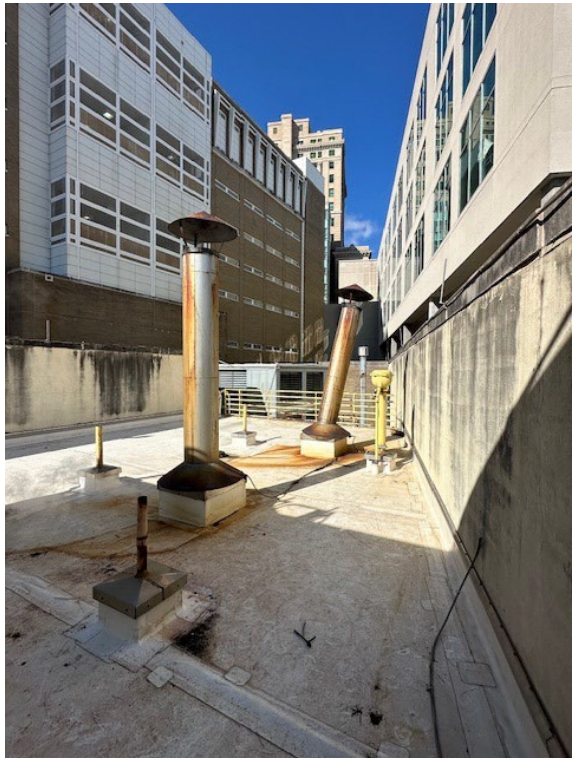
Comprehensive, & Library Facility Assessments

Comprehensive Facility Assessment Tasks

Library Facility Assessment Tasks

Other Maintenance

- Countywide Paving
- Roof Replacements
- HVAC/Boiler/Chiller Replacements
- Building Exterior/Interior Renovations
- Elevator Modernizations





7-Year CIP – New Infrastructure

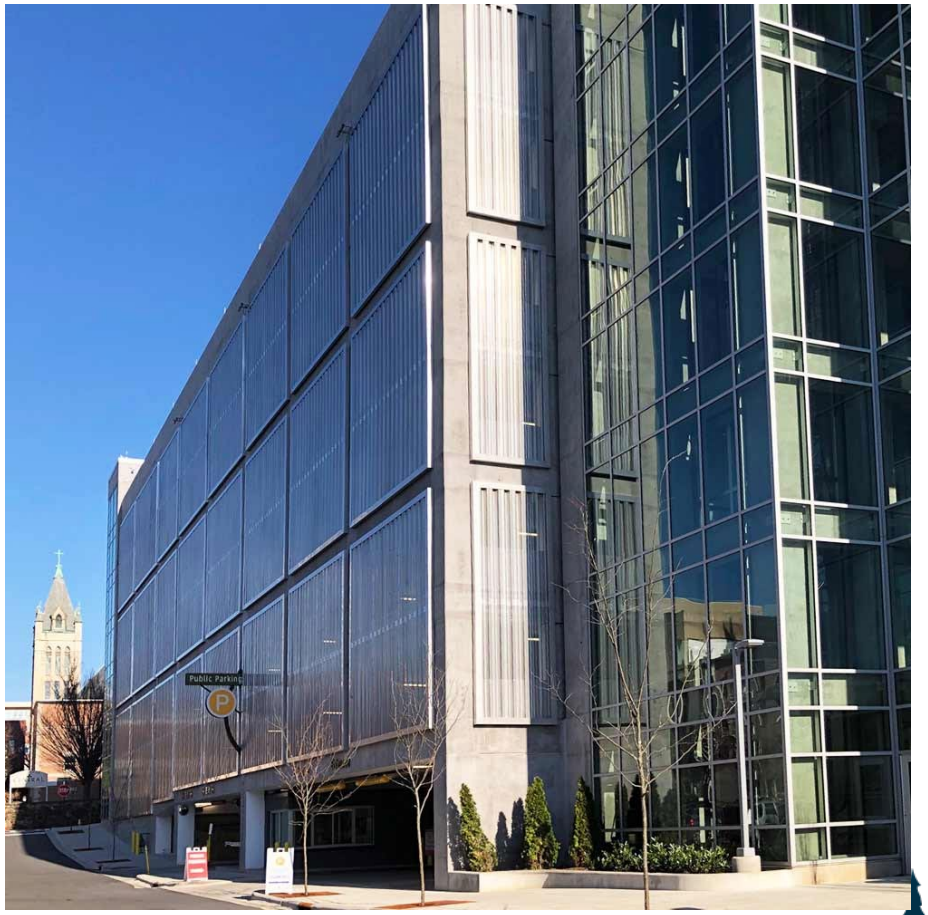
New Infrastructure (~$16M)

Strategic Plan

- EV Charging Infrastructure – Sears Alley Parking Deck

Recovery Plan

- Ferry Road Transportation Infrastructure
- Shelter Resiliency Generators



7-Year CIP – Parks & Greenways

Parks & Greenways (~$20M)

- Enka Recreation Destination (Phase III)
- Boat Launch Replacements
- Lake Julian Facility Improvements
- North Buncombe Ballfields/Facilities
- Hominy Valley Ballfields
- Master Plan Projects Placeholder

Recreation, Greenways, & Open Space Master Plan





7-Year CIP – Solid Waste

Solid Waste (~$32M Enterprise Fund)

MSW Landfill Cell 8

- 4 years or less remain in active disposal cell (Cell 7)
- Cell 8 will be approximately 9 acres with an estimated cost of $1.2 Million/Acre
- Required operational changes increase design and construction cost
- Design is scheduled to begin FY27, budgeted $970,000



7-Year CIP – Solid Waste

Solid Waste (~$32M Enterprise Fund)

Increased focus on C&D Waste Diversion

- The impacts of C&D waste disposal shifting to the MSW landfill reduces overall landfill life
- Expanding solid waste facility footprints to accommodate material sorting areas



Relationship between 7-Year CIP & Recovery Plan

On 7-Year CIP
- New Parks Office/Indoor Facility (Emergency Shelter)
- New EOC/Storage Facility
- Generators

Budgeted in Existing Grant
- Parks Restoration
- Fleet & Facility Restoration
- Landslide Mitigation

Grant Applications in Process
- Streambank Stabilization
- Natural Hazard Monitoring
- Resilience Projects

7-Year CIP Wrap-Up

- Over 80 capital projects planned on the 7-Year CIP
- ~$375M in General Fund capital projects
  - ~$341M slated to be debt funded
- ~$32M in Solid Waste capital projects
  - Funded by enterprise fund

Vehicles

Fleet Overview

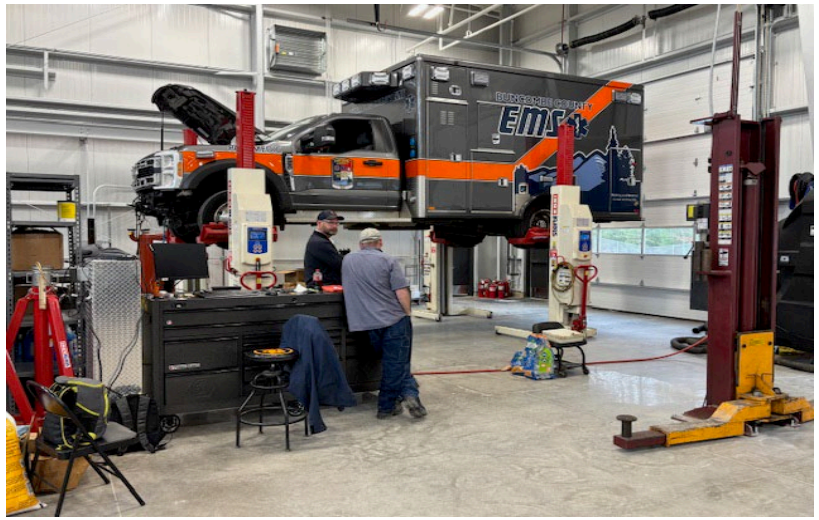
- New Facility: 22,000 ft²
- Total Staff Members: 12
- Total Number of Fleet Vehicles: 527



Fleet Overview

Category	Vehicle Count
Total Vehicle Count	**527**
Sheriff's Office	268
Emergency Services	90
Solid Waste (Landfill)	46
General Government	123





Replacement-Eligible Vehicles

Replacement Count by Fiscal Year	2027	2028	2029	2030	2031	2032	2033	Grand Total
Sheriff	40	36	52	18	25	22	5	**198**
Emergency Services	5	1	5	4	3	8	6	**32**
Solid Waste (Landfill)	12	1	1	2	0	1	0	**17**
General Government	10	11	1	6	4	3	3	**38**
Grand Total	**67**	**49**	**59**	**30**	**32**	**34**	**14**	**285**

- Year 1: Beyond lifespan by class and above 150k miles
- Year 2: Beyond lifespan by class and above 135k miles
- Years 3-7:
  - Beyond lifespan by class and above 135k miles for general government vehicles;
  - Beyond lifespan by class and above 100k miles for emergency response vehicles (Sheriff and Emergency Services)

New Vehicle Additions

- Evaluated by the Vehicle Evaluation Team
- Expansions to the fleet are requested through the budget process
- Generally, needs for new vehicles stem from:
  - New Positions
  - Expanded Operating Needs
  - Motor Pools

Motor Pool

- Piloting a motor pool program within HHS.
- The goal is to reduce reliance on private vehicles and to reduce cost associated with employee vehicle reimbursements.
- 120 Field based social workers
- 19 Vehicles make up the motor pool, 6 existing and 13 new leased hybrids.



Ambulances

- The current cost to replace an ambulance is roughly $664K (including equipment such as ventilators, cardiac monitors, stretcher lift and load systems, etc.)
- The current cost to remount an ambulance is $227K
- Each ambulance chassis has about a five-year life with a remount extending the life of the ambulance another five years



Source: Frazer, Ltd.

Ambulances

Planned Ambulance Expenses FY27-FY33

FY27	FY28	FY29	FY30	FY31	FY32	FY33
$683,164	$1,300,000	$1,239,946	$1,136,415	$3,381,870	$2,894,872	$3,612,000
3 remounts	*2 new*	*5 remounts*	*1 new* *2 remounts*	*3 repl.* *6 remounts*	*2 repl.* *7 remounts*	*5 repl.* *1 remounts*

- Lead times are generally 18-36 months for ambulance ordering

Fleet Sustainability

- ***Focus on Two Strategies***:
  1. Reduce Energy Consumption: right-size the fleet, deploy telematics, optimize routes.
  2. Shift to Cleaner Energy: prioritize zero- and low-emission vehicles, align EV and alternative-fuel infrastructure with purchases.
- ***Tier Replacement System***:
  1. Tier 1: Zero-emission
  2. Tier 2: Alternative-fuel internal combustion engine
  3. Tier 3: Hybrid
  4. Tier 4: Gasoline
  5. Tier 5: Diesel

Vehicles Wrap-Up

- Fleet/General Services Complex now fully operational
- Long-term fleet planning shows 285 non-ambulance vehicles and 34 ambulances projected to be eligible for replacement over the next 7 years
- New vehicle requests for FY27 are currently being evaluated
- HHS Motor Pool year to date savings of over $33k compared to FY25
- Sustainable practices are built into our operations from facility planning and construction to vehicle maintenance and acquisition

BREAK

Capital Financing

What is Capital Financing (Debt)?

- A mechanism to pay for capital projects where the county borrows a certain amount of principal, to be paid back with an additional amount of interest

- Debt Service is the payment of principal and interest (cost to borrow money) and typically lasts the life of the asset

- Different types of Debt:
  - Limited Obligation Bonds
  - General Obligation Bonds
  - Bank Loans

Types of Debt

General Obligation

- Collateral is tied to the taxing power (“full faith and credit”) of the county, which typically produces better interest rates
- Requires voter approval
- GO bonds rely on the General Fund, which is primarily supported by taxpayers and operates with limited capacity, making it important to carefully prioritize projects.

Limited Obligation

- Collateral is the asset or a portion of the asset, generally higher interest rate than GO Bonds
- Does not require voter approval
- Buncombe County owns the asset through the life of the collateral

Bank Loans

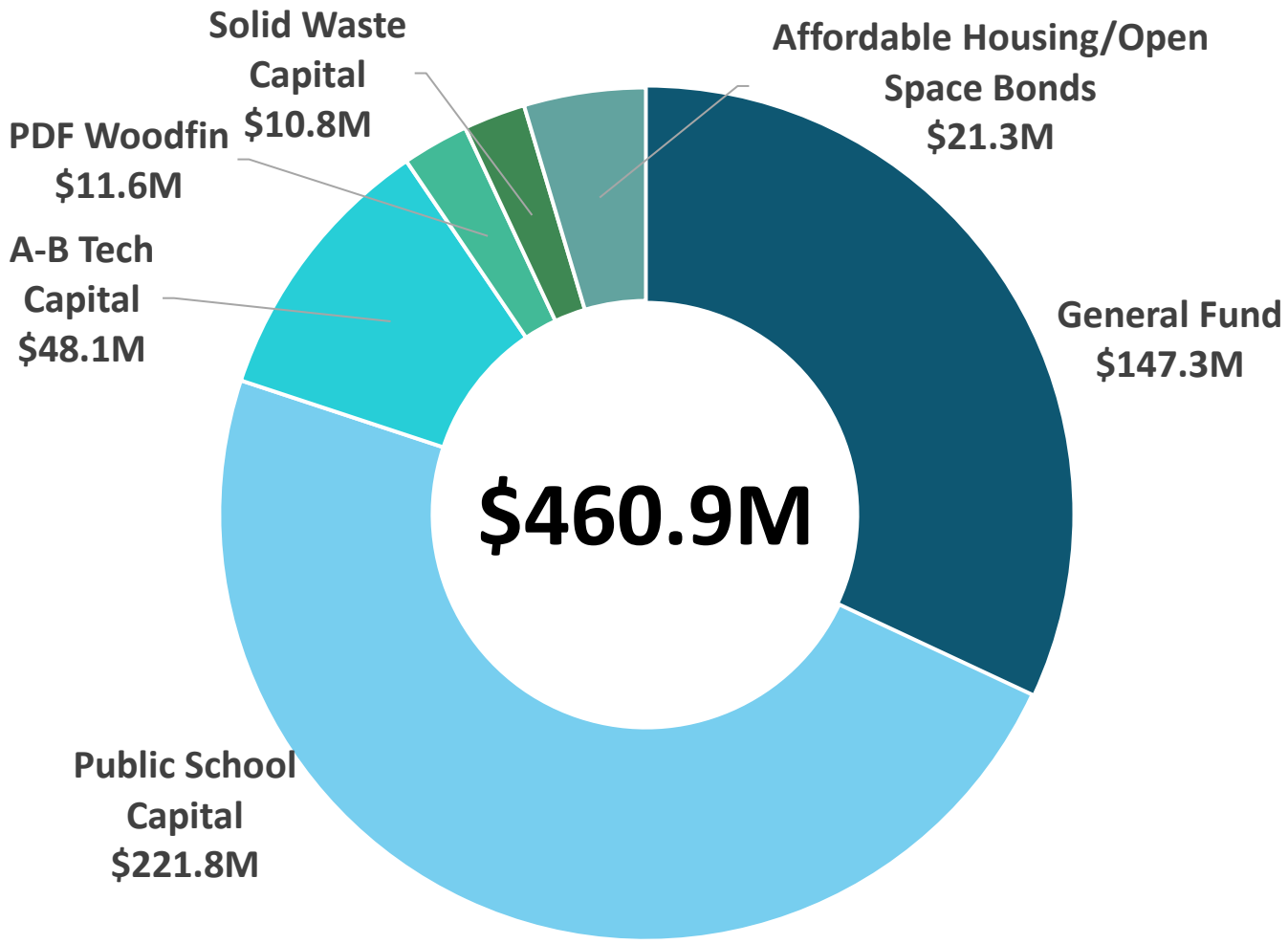
- Typically used for Vehicles/Equipment
- Negotiate rates with potential lenders

Paying Debt Service

- General Fund (Property Tax and Sales Tax) – pays for County Capital Projects, County vehicles, General Obligation Bonds
- 50% Article 39 Sales Tax – pays for Public School Capital Projects (ACS/BCS)
- Article 46 Sales Tax – pays for AB Tech Capital Projects
- Enterprise Fund (Solid Waste) – pays for Solid Waste projects

Total Current Outstanding Debt

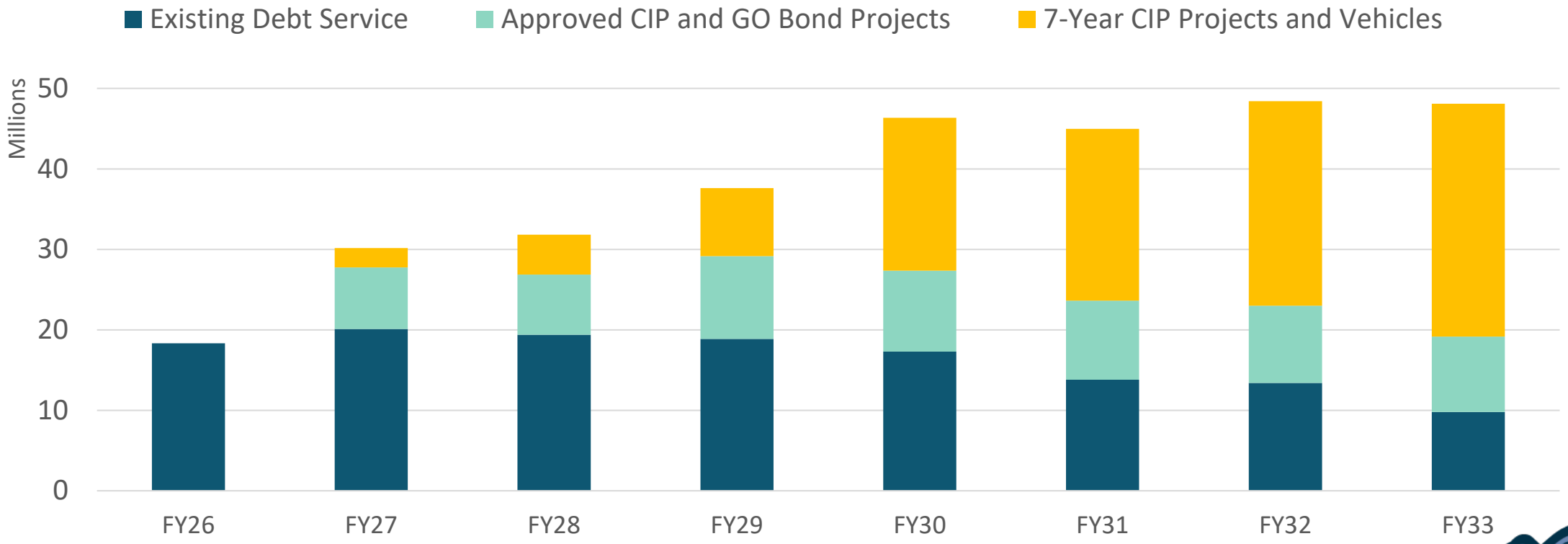
Principal and Interest



Cost of Capital Outlook – General Fund

(Estimated Annual Budget Impact)

FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$18.3M	$30.2M	$31.8M	$37.6M	$46.3M	$45.0M	$48.4M	$48.1M

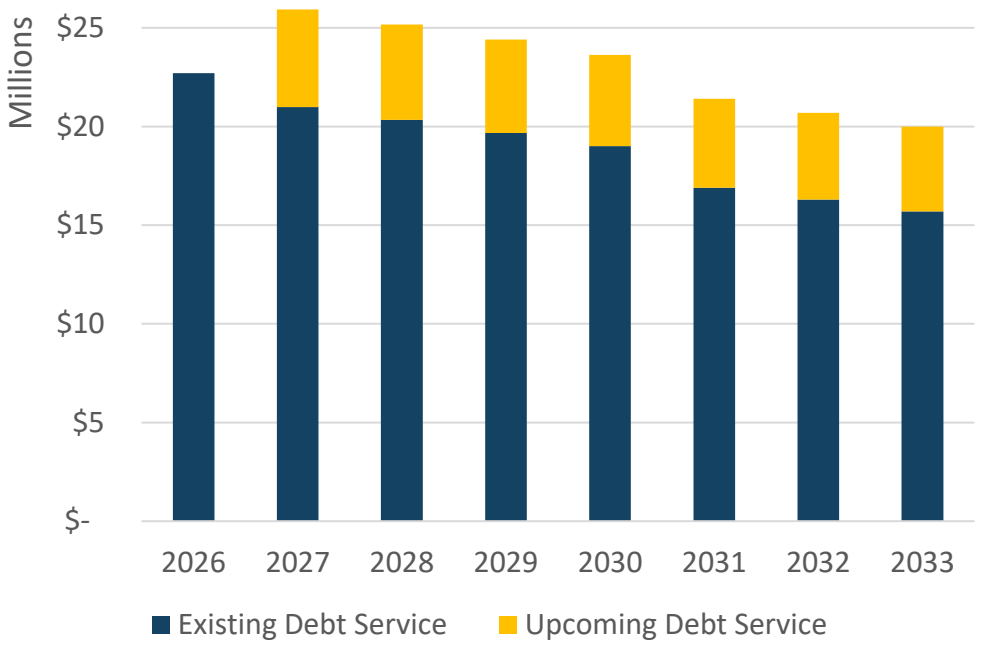


Total Est. Debt Service For Life of Debt: $921M

Debt Outlook – Public Schools and Community College

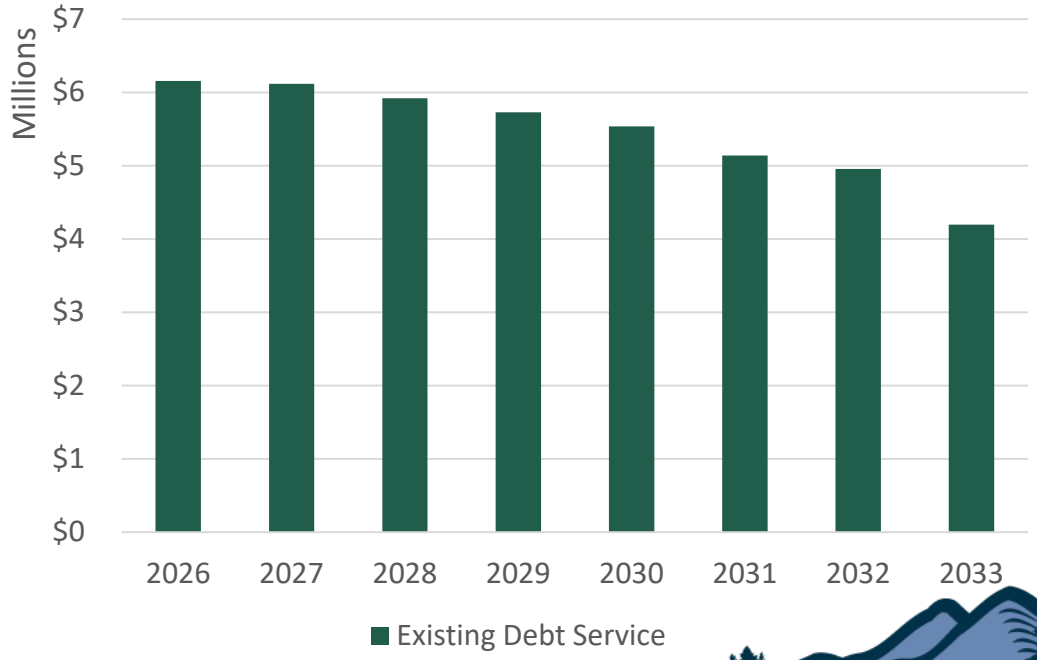
Public Schools (50% - Article 39)

FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$22.7M	$25.9M	$25.2M	$24.4M	$23.6M	$21.4M	$20.7M	$20.0M



Community College (Article 46)

FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$6.2M	$6.1M	$5.9M	$5.7M	$5.5M	$5.1M	$5.0M	$4.2M



Affordable Housing GO Bond Update

- $40M Bond: $30M allocation with balance of $10M remaining
- 2030 Strategic Plan Goal: *Support development of 1,500-1,850 rental units for households at <80% AMI*.
  - 696 units currently supported by $30M bond
  - 346 units currently supported by AHSP (general fund) or ARPA funds
- To meet 1,850-unit goal --> 808 units needed. Gap can be reduced by:
  - ~131 units could be supported by $10M in remaining bond funds
  - ~180 units could be supported through the AHSP annual allocation ($2.3M/year)
- Balance of units without anticipated funding source: 497-677[1] ($38-53M)

[1] *677 Units assumes there are no future AHSP annual allocations*

Open Space GO Bond Update

- $30M bond for conservation, open space, and greenways
  - $23M allocated in total
    - $5.7M for conservation easements with ~2,000 acres conserved
    - $15.6M for open space/greenways
  - $1.4M anticipated future conservation easements
  - $5.6M remaining for conservation, open space and greenways projects
- 2030 Strategic Plan Goal: *Conserve 20% of county's total acres by 2030 by initiating conservation of 700 acres per year.*
- Estimated total cost to conserve 700 acres/year for five years = $10M

7-Year Large Scale Capital Needs

- **$164M-194M** identified in the CIP and Strategic Plan:
  - Library Facilities - two potential replacements through FY30 ($40-55M)
  - Parks & Recreation Facility ($21M)
  - Public Safety – two new EMS bases ($55M)
  - Affordable Housing – to reach 1,500-1,850 rental units[1] ($38-53M)
  - Open Space – to conserve 700 acres/year[1] ($10M)

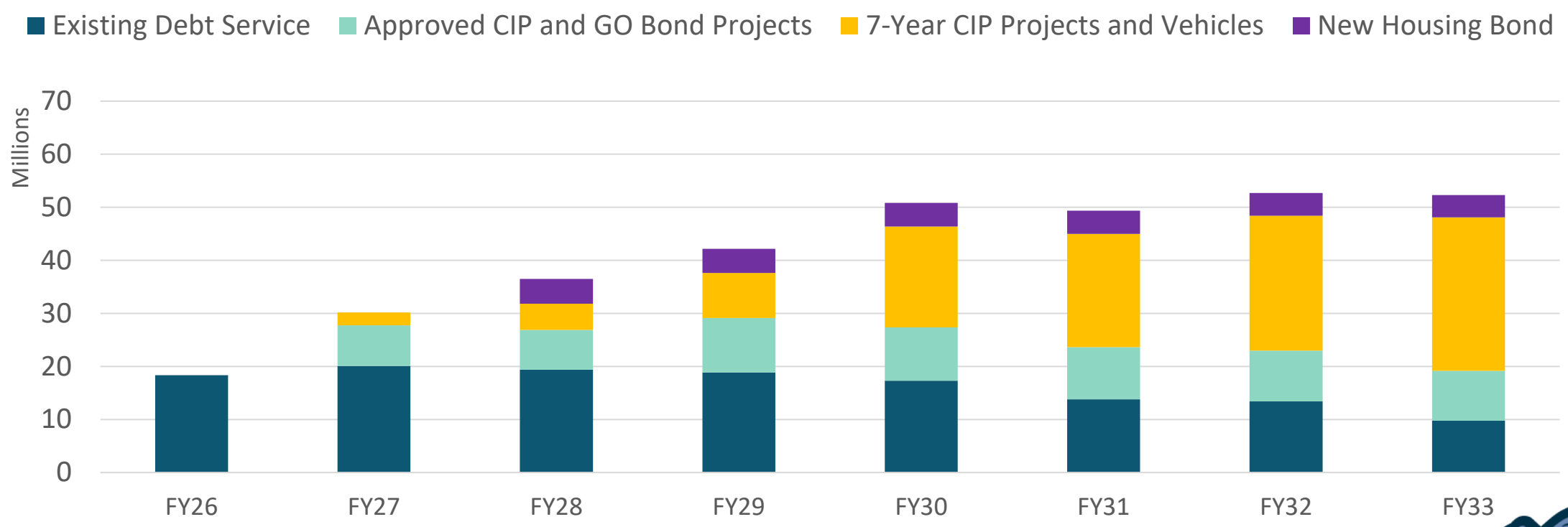
- **$162M** identified by Buncombe County Public Schools:
  - New Construction of Glen Arden Elem: $46M
  - Major Renovation of WD Williams: $32M
  - Additional Major Renovations and Security Upgrades: $84M

[1] SP2030 Goal

Cost of Capital Outlook – General Fund

(Estimated Annual Budget Impact)

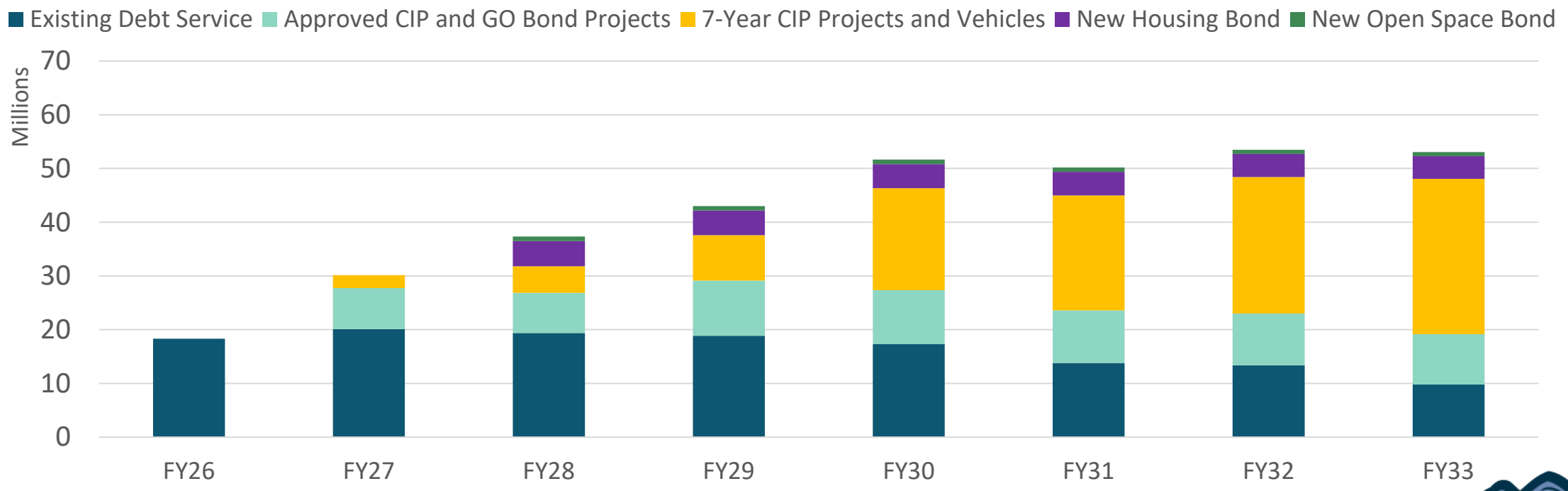
FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$18.3M	$30.2M	$36.5M	$42.2M	$50.8M	$49.4M	$52.7M	$52.3M



Cost of Capital Outlook – General Fund

(Estimated Annual Budget Impact)

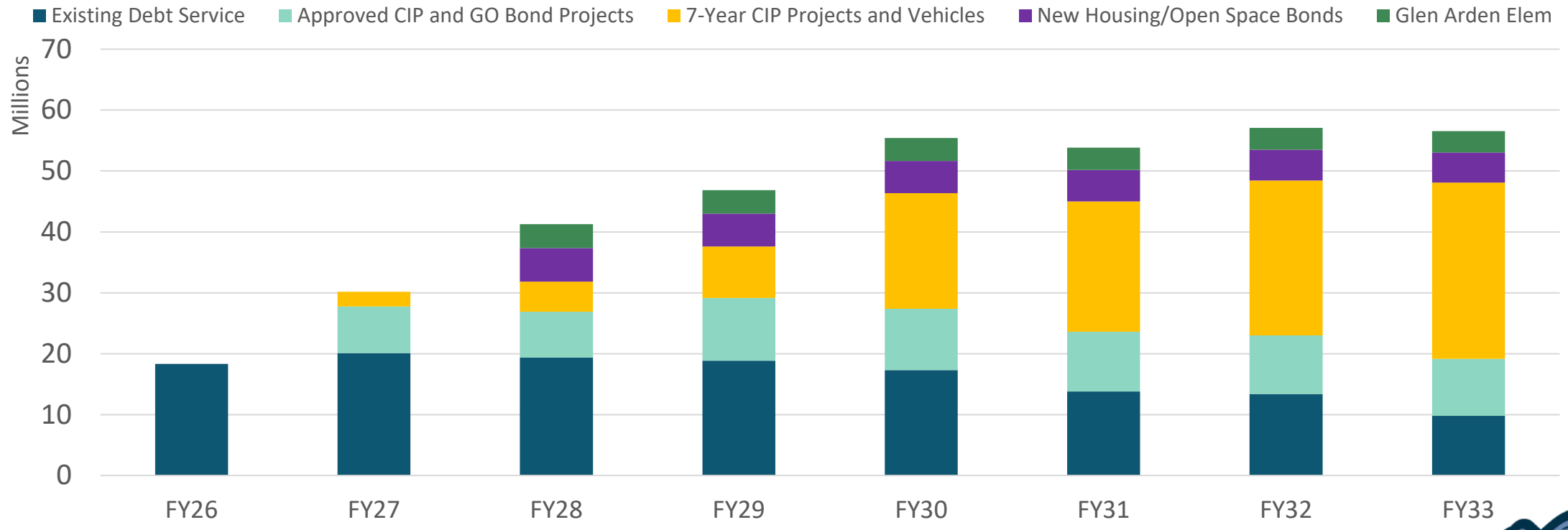
FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$18.3M	$30.2M	$37.3M	$43.0M	$51.6M	$50.2M	$53.5M	$53.0M



Cost of Capital Outlook – General Fund

(Estimated Annual Budget Impact)

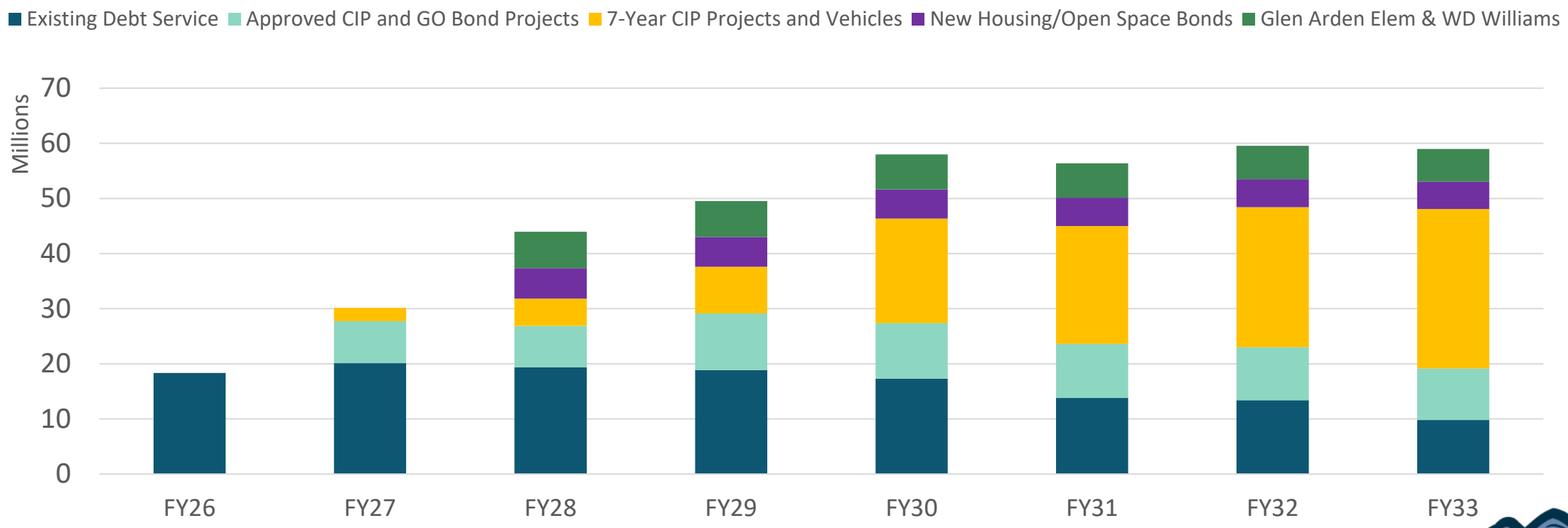
FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$18.3M	$30.2M	$41.3M	$46.8M	$55.4M	$53.8M	$57.1M	$56.6M



Cost of Capital Outlook – General Fund

(Estimated Annual Budget Impact)

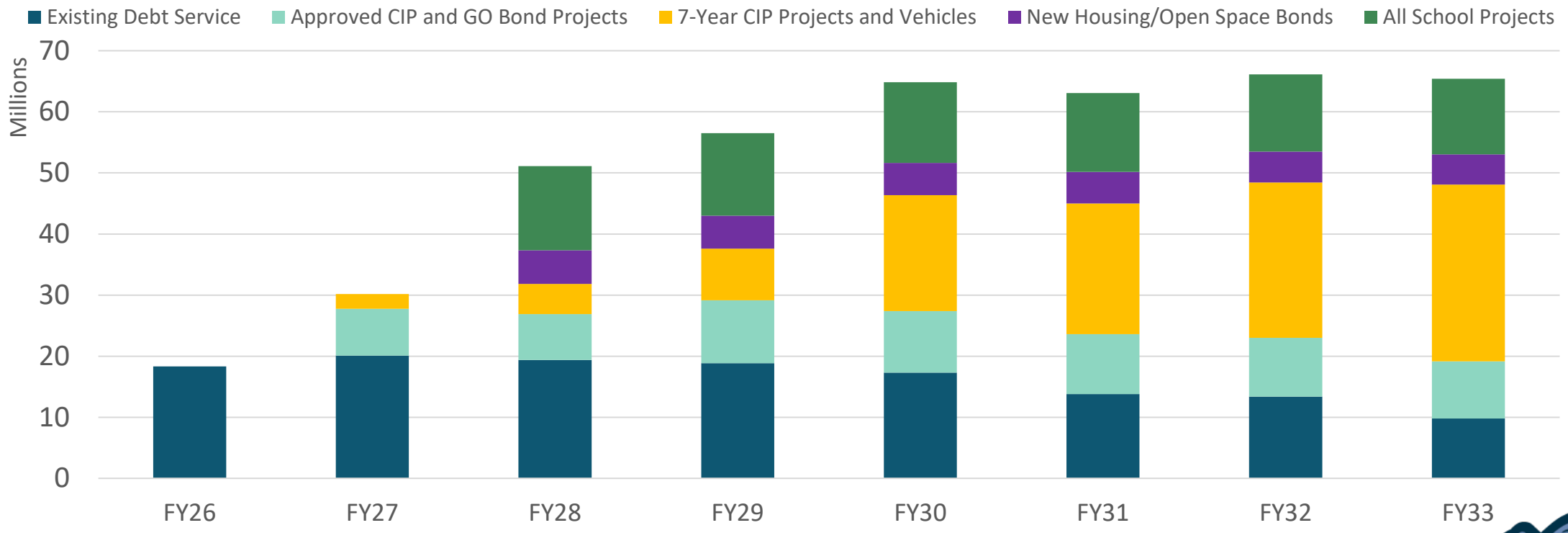
FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$18.3M	$30.2M	$44.0M	$49.5M	$58.0M	$56.4M	$59.6M	$59.0M



Cost of Capital Outlook – General Fund

(Estimated Annual Budget Impact)

FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033
$18.3M	$30.2M	$51.1M	$56.5M	$64.8M	$63.1M	$66.1M	$65.4M



Cumulative Cost Expressed In Cents (Tax Rate)

Scenario By Fiscal Year	2026	2027	2028	2029	2030	2031	2032	2033
Existing and Approved	3.47	1.63						
+ 7 Year CIP and Vehicles		0.44	0.14	0.50	-1.07	1.84	-0.97	1.19
+ New Affordable Housing Bond			0.84	0.04	0.35	-0.44	0.26	-0.28
+ New Open Space Bond			0.15	0.01	0.33	-0.44	0.26	-0.28
+ Glen Arden Elem.			0.70	0.03	0.23	-0.47	0.23	-0.31
+ WD Williams			0.49	0.02	0.16	-0.49	0.21	-0.33
+ Additional School Projects			1.28	0.06	-0.02	-0.54	0.16	-0.37
YoY Change		+2.07	+3.58	+0.67	-0.02	-0.55	+0.16	-0.38
TOTAL	**3.47**	**5.55**	**9.13**	**9.80**	**9.78**	**9.24**	**9.40**	**9.03**

Debt Service Fund

A governmental accounting fund used to segregate and manage sources dedicated to debt payments.

Debt Service Fund

- **Governing Board Action:** A formal resolution/ordinance must be passed by the local governing board to establish the fund.
- **Purpose Specification:** The ordinance should clearly state
  - Purposes for the fund
  - Sources of revenue
  - Duration for accumulation
- **Accounting Compliance:** The fund must be used to specifically account for principal and interest payments on bonds, notes, and other long-term obligations.
- **Budgetary Inclusion:** The fund must be incorporated into the annual budget ordinance.
- **Financial Reporting:** Current audited financial statements must be submitted to the LGC to show fiscal capacity.

Discussion

Next Steps

Next Steps

- Department budget requests due this month
- Property Tax estimates in March
- Revenue-neutral rate calculated
- Next work session – March 24

Wrap-Up