

# *Bay County Florida*



*Annual Budget FY 2009-2010*

## *On the Cover - Bay County Government Center*

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The three-story building, at about 120,000 square feet, provides a singular convenient location for all county residents to conduct their business.

The building houses the bulk of county government offices under the purview of the Bay County Commission, including Planning & Zoning, Information Technology and Geographical Information Systems, Code Enforcement, Builders' Services, Development Services, Public Works, Traffic Engineering, the Intelligent Transportation System (located on the second and third floors of the administration building; with a video wall that spans both floors, with computer consoles on the second floor for operators to monitor traffic), Veterans' Services, Human Resources, Budget, Risk Management, Purchasing and the County Manager's Office. All the County Commission-governed offices as well as the commission chambers are located at the 11th Street site, with the exception of Emergency Services, Parks & Recreation, Utility Services and the Solid Waste Division.

The Center is also home to the offices of the Property Appraiser, Supervisor of Elections and the Tax Collector.

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# Document Preparation Team

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## Special Thanks

To the many department heads, Constitutional Offices, and employees who have cooperated in providing the information needed for compiling this budget document; we appreciate your assistance and teamwork without which this document would not be possible.



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GOVERNMENT FINANCE OFFICERS ASSOCIATION

*Distinguished  
Budget Presentation  
Award*

PRESENTED TO

**Bay County  
Florida**

For the Fiscal Year Beginning

**October 1, 2008**

President

Executive Director

The Government Finance Officers Association of the United States and Canada (GFOA) presented an award of Distinguished Budget Presentation to the Bay County Board of County Commissioners for its annual budget for the fiscal year beginning October 1, 2008.

This is the 19<sup>th</sup> consecutive year this award has been awarded to Bay County.

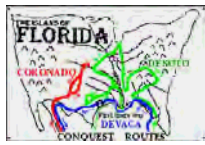
In order to receive this award, a governmental unit must publish a budget document that meets program criteria as a policy document, as an operations guide, as a financial plan and as a communication device.

The award is valid for a period of one year only. We believe our current budget continues to conform to program requirements, and we are submitting it to GFOA to determine its eligibility for another award.

## A Bit of History about Bay County

Before

- 1513 - Native Americans lived here.
- 1513 - Juan Ponce de Leon named Florida.
- 1528 - Panfilo de Narvaez explored the Bay County area.
- 1821 - U.S. bought Florida from Spain.
- 1835 - Jose Massalina started the black community of Red Fish Point.
- 1845 - Florida became a state.
- 1863 - Confederate and Union soldiers battle on Beach Drive.



The history of Bay County coincides with that of the State of Florida. The ill fated voyage of Governor Panfilo de Narvaez in 1529 is the first account of Europeans visiting the area. The voyage of Narvaez was recorded by Captain Cabeza de Vaca in his diary. Narvaez, a Spanish soldier and explorer, was given the right to conquer and govern Florida and the unexplored land of the northern Gulf of Mexico coast. He landed in Tampa Bay in 1528 and marched north in search of gold. The expedition lost contact with its ships and had to build new boats at the shore of Apalachee Bay in northwestern Florida. While here Narvaez did much exploring in what is now Bay County.

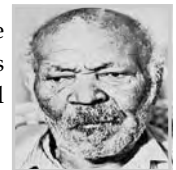
In 1538, Hernando De Soto, another Spanish explorer, was named governor of Cuba and Florida and began a three year expedition throughout much of the southeastern United States in search of the gold he never found.

The entire Florida peninsula, during the years after the close of the American Revolution and up until the War of 1812, was populated by a small scattered number of Whites. In the 400 mile stretch from Pensacola to the east coast, there were practically no roads of any kind and no rivers running east to west to make water transportation possible. Old Spanish Trail passing through our area was the first east-west road along this route.

At the end of the War of 1812 between the United States and Great Britain, and the defeat of the Creek Indian Nation at Horseshoe Bend in Tennessee, General Andrew Jackson retired to his home in Tennessee. Since Spain did nothing to control the Florida Indians who were raiding into South Alabama and Southwest Georgia stealing the cattle and raiding the plantations, Andrew Jackson was recalled from retirement to lead a force of volunteers and friendly Indians into West Florida in 1818. Jackson captured the fort at Wakulla then marched across North Florida to capture Pensacola, seeking contact with the Indian chiefs along the route. This area included the land that would become Bay County. The Adams-Onis Treaty of 1819 allowed the U.S. to purchase Florida from Spain for five million dollars.

Florida formally came under U.S. control in 1821. Andrew Jackson was appointed by President James Monroe to become the first Military Governor of the Florida Territory.

A community of Blacks was established at Red Fish Point on what is now Tyndall Air Force Base. Jose Massalina was a free black Spanish merchant marine. He jumped ship at St. Joseph in 1836 and made his way to Red Fish Point to homestead. Massalina went to Georgia and bought a slave wife and invited about 40 Black families to join him. They constructed a school and church as well as individual homes.



During the 1840s and 1850s, planters prospered in Northwest Florida, and many of them constructed summer homes or cottages on St. Andrew Bay. Mail carriers delivered weekly mail by horseback from Marianna, but the St. Andrew's Bay post office did not open officially until October 23, 1845. The town's population numbered more than 1,200 in the summer. On March 3, 1845, the U.S. Congress admitted Florida as a state into the Union and granted public lands for school purposes.

There was little settlement of the area we now call Bay County except during the Civil War (1861-1865). This area was, however, a major source of salt. There were hundreds of salt works along the bay where salt was removed by evaporation from the salt water of the bay. Salt was valuable because it was the only way to preserve food. During the Civil War, a three-year drought in this area made St. Andrew Bay an excellent location for salt-making. Salt became one of the Confederacy's greatest needs due to the blockade. By 1862 St. Andrew Bay served as one of the most important salt making areas in Florida.



The area's reawakening began in Millville when Henry Bovis, a French Canadian with lumber interests in Bagdad, Florida, surveyed the bay and the seemingly-inexhaustible surrounding forests. Bovis constructed a mill at the head of Watson Bayou and called it the St. Andrews Lumber Co. Those seeking work flocked to the mill town. The Millville post office opened on September 20, 1899. In 1904, service at the Harrison post office was discontinued and moved to Millville.

R. L. McKenzie and A. I. Gay teamed together with George West to develop Harrison as a port city. The group formed the Gulf Coast Development Company and renamed Harrison Panama City for the Panama Canal under construction during that period. The Panama City Post Office was established on July 16, 1906. West began publishing his Panama City Pilot on May 30, 1907. With a population of 600, Panama City was incorporated on February 23, 1909, after ballots from 34 qualified voters were cast. In 1910, Henry Bovis sold the St. Andrews Lumber Co. to a foreign syndicate and it became known as the German-American Lumber Co. Hundreds moved to Millville to work at this huge mill. By 1910, Millville ranked as the bay's largest community.



On July 1, 1913, **Bay County** was created as the 49<sup>th</sup> county by the Legislature from portions of Washington, Calhoun and Walton Counties. The bill to create Bay County was sponsored by State Senator L. H. Howell and State Representative R. L. McKenzie. The newly selected legislators held their first meeting on Monday, July 10, 1913, in rooms secured over the Bank of Panama City. The session was informal, but later in the day the commissioners met in the Owl's Nest on the dock at the end of Harrison Avenue and began serious work.



County government functioned in temporary quarters throughout Panama City for a couple of years. Immediate plans were made for construction of a Courthouse. The cornerstone was laid December, 1914 and the building dedicated in December, 1915. In addition to court rooms and county officials, it also contained the county jail.

On December 20, 1920 the Courthouse was severely damaged by fire and lost the beautiful dome that supported four clocks. However, the outer walls survived and the building was reconstructed. It remains in its original location and is one of five original courthouses in Florida.

This is the site of the landmark Gideon case, after which the Public Defender system was established in Florida and throughout the nation. In 1961, Clarence Earl Gideon stood trial in this courthouse for the felony charge of burglary. Lacking funds to hire a lawyer, Gideon requested that a lawyer be appointed to represent him at trial. Gideon's request was denied because, at that time, a person accused of a non-capital felony did not have a constitutional right to a free lawyer. Gideon represented himself at his trial and was convicted.



While serving his five-year prison sentence, Gideon petitioned the United States Supreme Court to review his case. The Supreme Court issued its decision in 1963 in *Gideon v. Wainwright*, ruling that every poor person charged with a serious crime in this country must be provided a lawyer for his defense at public expense. Panama City attorney, W. Fred Turner represented Gideon at his retrial and won an acquittal. Many changes have been made in the prosecution and legal representation of indigent defendants since the Gideon ruling was handed down in 1963. The decision in Gideon created and expanded public defenders.

# Table of Contents

## INTRODUCTION

From the Desk of the County Manager.....	ii
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## BUDGETARY

Overview of the County’s Fund Structure .....	2
Functional Categories.....	3
Accounting System & Budgetary Control .....	4
The County’s Governmental Fund Types .....	5
Proprietary Fund Types.....	5
Budget & Financial Policies.....	6
Reserve Policies .....	7
Budgeting Process - Constitutional Officers.....	7
2009/2010 Budget Process .....	8
Budget Highlights.....	9
Summary of All Funds.....	17
Annual Budget Summary.....	18
Summary of Estimated Financial Sources & Uses.....	19
Budget in Brief - Where the Money Comes From .....	20
Budget in Brief - Where the Money Goes .....	21
Revenue Assumptions .....	22
Budget by Revenue Category .....	25
Expenditures Assumptions .....	26
Budget by Expenditure Category.....	27
Fund Balance Summary.....	28
Explanation of 10% or More Increase/Decrease in Fund Balances.....	29

## ADMINISTRATION

Focus Areas, Mission Statement.....	32
Organizational Chart.....	33
Functional Relationship Chart.....	34
Authorized Positions.....	35
BOCC Staff History.....	36
BOCC Staff Distribution.....	37
Constitutional Officers’ Staff.....	38
Millage & Budget History.....	39
County Millage Comparison.....	40

## GENERAL FUND

<b>SECTION A - GENERAL FUND</b>	
General Fund - 001 Summary .....	A-2
General Fund Revenues & Expenditures.....	A-3
General Fund Revenue Source .....	A-4
General Fund Expenditures .....	A-5
County Commissioners.....	A6
Bay County Commissioners (BCC) Control.....	A8
Code Enforcement.....	A-10
County Attorney .....	A-12
County Manager .....	A-14
Human Resources.....	A-16
Budget.....	A-18
Planning & Zoning.....	A-20
Geographic Information Systems (GIS) .....	A-22
Community Action Agency .....	A-24
SHIP (State Housing Initiative Partnership) Grant.....	A-25

**GENERAL FUND**

**SECTION A - GENERAL FUND CONTINUED**

Animal Control..... A-26  
Information Systems..... A-28  
Law Enforcement Trust..... A-30  
Infrastructure Trust..... A-31  
Parks & Recreation..... A-32  
Cooperative Extension Services..... A-34  
Veterans' Services..... A-36  
Emergency Management..... A-38  
Emergency Assistance..... A-40  
Budget Transfers / Refunds / Reserves..... A-42

**SECTION B - CONSTITUTIONALS**

Property Appraiser..... B-2  
Tax Collector..... B-3  
Supervisor of Elections..... B-4  
Clerk of Circuit Court..... B-5  
Sheriff..... B-6  
Jail..... B-8

**SECTION C - COURT SYSTEM**

Guardian Ad Litem..... C-2  
Drug Court..... C-3  
Public Information/Court Efficiency..... C-4  
Pretrial Release..... C-5  
Bay County Work Program..... C-6  
Innovative Court Programs..... C-7  
Legal Aid..... C-8  
Teen Court..... C-9  
Law Library..... C-10  
Technology..... C-11  
Court Operations..... C-12  
County Courthouse Maintenance..... C-12  
Circuit Court Civil..... C-13  
State Attorney..... C-14  
Public Defender..... C-15  
Medical Examiner..... C-16

**SPECIAL REVENUE FUND**

**SECTION D - TRANSPORTATION**

Transportation Trust Fund - 101 Summary..... D-2  
Transportation Trust Fund Revenues & Expenditures..... D-3  
Engineering..... D-4  
Roads & Bridges..... D-6  
Intelligent Transportation System..... D-8  
Traffic Engineering..... D-10  
Transportation - Roads & Bridges Fund - 105 Summary..... D-12  
Transportation - Roads & Bridges Revenues & Expenditures..... D-13  
Roads & Bridges - Road Maintenance..... D-14  
Transportation - Participating Paving Fund - 110 Summary..... D-16  
Transportation - Participating Paving Revenues & Expenditures..... D-17  
Participating Paving Projects..... D-18  
Transportation - Road Impact - Beach/Airport Fund - 111 Summary..... D-20  
Transportation - Road Impact - East Bay County Fund - 112 Summary..... D-22  
Transportation - Road Impact - Panama City Fund - 113 Summary..... D-24  
Transportation - Road Impact - Southport/Sandhills Fund - 114 Summary..... D-26



**SPECIAL REVENUE FUND**

**SECTION E - STORMWATER**

Stormwater Management Fund - 115 Summary ..... E-2  
Stormwater Management Revenues & Expenditures ..... E-3  
Stormwater - Engineering..... E-4  
Stormwater - Roads ..... E-6  
Stormwater - Projects..... E-8

**SECTION F - LIBRARY**

Library Fund - 120 Summary ..... F-2  
Library Revenues & Expenditures ..... F-3  
Library ..... F-4

**SECTION G - TOURIST DEVELOPMENT**

Tourist Development Council Fund - 125 Summary ..... G-2  
Tourist Development Council Revenues & Expenditures..... G-3  
Tourism Administration ..... G-4  
Tourism Promotion/Product Improvement/Transfers/Reserves/Miscellaneous ..... G-6  
Mexico Beach - TDC Fund - 126 Summary..... G-8  
Mexico Beach - TDC Revenues & Expenditures..... G-9  
Beach Nourishment -TDC Fund - 127 Summary..... G-10  
Beach Nourishment - TDC Revenues & Expenditures..... G-11  
Beach Nourishment - TDC ..... G-12

**SECTION H - PUBLIC SAFETY**

Public Safety E-911 Fund - 130 Summary ..... H-2  
Public Safety E-911 Revenues & Expenditures ..... H-3  
Public Safety ..... H-4  
Intergovernmental Radio Communications Fund - 133 Summary ..... H-6  
Intergovernmental Radio Communications Revenues & Expenditures ..... H-7  
Intergovernmental Radio Communications..... H-8

**SECTION I - MOSQUITO CONTROL**

District Mosquito Control Fund - 140 Summary ..... I-2  
District Mosquito Control Revenues & Expenditures ..... I-3  
Mosquito Control ..... I-4

**SECTION J - FIRE SERVICES**

Municipal Services Taxing Unit (MSTU) - Fire Services Fund - 145 Summary ..... J-2  
Municipal Services Taxing Unit (MSTU) - Fire Services Revenues & Expenditures ..... J-3  
Fire Services Administration..... J-4  
Fire Districts ..... J-6  
Capital Improvements..... J-9

**ENTERPRISE FUNDS**

**SECTION K - WATER**

Water System Revenue Fund - 401 Summary..... K-2  
Water System Revenues & Expenditures ..... K-3  
Water Plant Operations..... K-4  
Water System Renewal & Replacement ..... K-6  
Water System Debt Service..... K-6

**SECTION L - (MPAWTF) - JOINT VENTURE**

Military Point/AWTF - Joint Venture Fund - 412 Summary ..... L-2  
Military Point/AWTF - Joint Venture Revenues & Expenditures..... L-3  
Advanced Wastewater Treatment Facility (AWTF) Operations ..... L-4  
AWTF Renewal and Replacement ..... L-6

**ENTERPRISE FUNDS**

**SECTION L - (MPAWTF) - JOINT VENTURE CONTINUED**

AWTF - Owners' Budgets.....L-7  
Cedar Grove.....L-8  
Bay County Retail.....L-8

**SECTION M - RETAIL WATER & WASTEWATER**

Retail Water & Wastewater Fund - 420 Summary.....M-2  
Retail Water & Wastewater Revenues & Expenditures.....M-3  
Retail Water & Wastewater.....M-4  
Retail Water & Wastewater - River Camp.....M-7  
North-Bay Retail Water & Wastewater Fund - 422 Summary.....M-8  
North-Bay Retail Water & Wastewater Revenues & Expenditures.....M-9  
North-Bay Retail Water & Wastewater.....M-10  
North-Bay Retail Wastewater.....M-12  
Cedar Grove Retail Water Fund - 381 Summary.....M-13  
Cedar Grove Retail Water Revenues & Expenditures.....M-14  
Cedar Grove Water.....M-15  
Cedar Grove Retail Wastewater Fund - 382 Summary.....M-17  
Cedar Grove Retail Water Revenues & Expenditures.....M-18  
Cedar Grove Wastewater.....M-19

**SECTION N - INDUSTRIAL WASTE**

Industrial Wastewater Treatment Fund - 425 Summary.....N-2  
Industrial Wastewater Treatment Revenues & Expenditures.....N-3  
Industrial Wastewater Operations.....N-4  
Military Point.....N-5

**SECTION O - SOLID WASTE**

Solid Waste Fund - 430 Summary.....O-2  
Solid Waste Fund Revenues & Expenditures.....O-3  
Landfill.....O-4  
Waste-to-Energy Operation.....O-6  
Solid Waste Administration.....O-8  
Hazardous Waste Environmental Compliance.....O-10  
Recycling and Education.....O-12  
Long-term Care / Majette.....O-14  
Long-term Care / Steelfield.....O-14  
Capital Improvement Projects.....O-14

**SECTION P - BUILDER'S SERVICES**

Builders' Services Fund - 440 Summary.....P-2  
Builders' Services Revenues & Expenditures.....P-3  
Builders' Services.....P-4

**INTERNAL SERVICES FUND**

**SECTION Q - INTERNAL SERVICES FUND**

Internal Services Fund - 501 Summary.....Q-2  
Internal Services Fund Revenues & Expenditures.....Q-3  
Fleet Maintenance.....Q-4  
Facilities Maintenance.....Q-6  
Purchasing.....Q-8  
Risk Management - Workers' Compensation Fund - 505 Summary.....Q-10  
Risk Management - Workers' Compensation Revenues & Expenditures.....Q-11  
Workers' Compensation.....Q-12  
Risk Management - Insurance Fund - 506 Summary.....Q-14  
Risk Management - Insurance Revenues & Expenditures.....Q-15

Risk Management - Insurance.....	Q-16
Utilities Fund - 510 Summary .....	Q-18
Utilities Fund Revenues & Expenditures.....	Q-19
Utilities .....	Q-20
Laboratory Services .....	Q-23

**MISCELLANEOUS FUNDS**

**SECTION R - MISCELLANEOUS FUNDS**

Municipal Services Benefit Unit (MSBU) Fund - 167 Summary .....	R-2
Municipal Services Benefit Unit (MSBU) Revenues & Expenditures .....	R-3
Municipal Services Benefit Unit (MSBU).....	R-3
Utility Regulatory Authority.....	R-4
Sales Tax Revenue Bond 2006 Fund - 304 .....	R-5
Capital Improvement Bonds Fund - 305.....	R-6

**SECTION S - CAPITAL IMPROVEMENTS**

Five-Year Capital Programs .....	S-2
Five-Year Capital Improvement List - Projects.....	S-4

**SECTION T - DEBT**

Bond Debt & Long -Term Debt.....	T-2
Bond Issues.....	T-3
Long-Term Loans - Debt Summary - Enterprise Funds.....	T-7

**SECTION U - STATISTICAL**

Community Profile .....	U-2
Major Employers .....	U-4
Primary Education .....	U-5
Secondary Education.....	U-6
Entertainment .....	U-7
Transportation .....	U-8
Media.....	U-9
Healthcare.....	U-10
Past to Present County Commissioners .....	U-11
Property Taxes (Assessed and Estimated Actual Value Unaudited).....	U-13
County-Wide Millages .....	U-14
Property Tax Levies & Collections (Unaudited).....	U-15
Ad Valorem Tax Collections .....	U-16
Glossary.....	U-17

# Document Organization

For ease of use, this budget document has been provided with divider tabs that separates it into functional areas for review as follows:

## **Preface**

The preface contains A Bit of History about Bay County, a synopsis of how this budget document is organized along with the table of contents.

## **Introduction**

The introduction contains a letter from the County Manager regarding the status of the county.

## **Budgetary**

The budgetary section provides an Overview of the County's Fund Structure, Functional Categories which contains a functional description for each fund type, Accounting System & Budgetary Controls, Proprietary Fund Types, Reserve Policies, the Budgeting Process for Constitutional Officers, along with the Fiscal Year Budget Calendar, and Budget Highlights.

## **Administration**

The administration section contains the general information about the County; the County's budget philosophy and processes; Bay County Mission Statement, Focus Areas and Goals; Bay County organizational chart, including a functional relationship chart; Staff History; Millage and Budget History; and a Millage Comparison Table along with the BCC Control functions, and departments.

## **General Fund**

The General Fund is used to account for all revenues and activities financed which are not required by law to be accounted for by any other fund. The only difference between the General Fund and the other County funds is the restriction placed on the use of these governmental funds. This fund functions as the County's discretionary operating fund and accounts

for taxes and other general revenues and expenditures not restricted for specific purposes.

## **Constitutionals**

The Constitutionals are comprised of the Clerk of the Circuit Court, Property Appraiser, Sheriff, Supervisor of Elections, and Tax Collector. These officers are elected by the citizens of Bay County and operate independently of each other.

## **Budget by Funds**

Program description of all departments with their respective funds, along with focus areas, key action steps, expenditures, capital outlay, and authorized personnel.

## **Capital Improvements**

This section identifies the capital expenditures to be incurred annually over a period of five (5) fiscal years to meet anticipated capital project requirements. These capital needs are submitted by various county departments, which include water, sewer, solid waste, roads, parks and recreation, public buildings and facilities, library, emergency management and fire services.

## **Debt**

Provided in this section is an explanation by fund type for bonds that have been issued and long-term debt incurred securing funds for capital projects.

## **Statistical**

The statistical section contains miscellaneous charts, graphs, statistical data and a glossary of budget terms and acronyms.