



**Project No.** CIB FY2017-18  
**Project Name** Capital Improvements Budget for 2017-18 to 2022-23

**Council District** Countywide  
**School District** Countywide  
**Required by** Metro Charter

**Staff Reviewer** Claxton  
**Staff Recommendation** Approve with amendments

**CAPITAL IMPROVEMENTS BUDGET**

Submit the FY2017-18 Capital Improvements Budget for consideration by the Mayor.

**BACKGROUND**

The Charter of the Metropolitan Government for Nashville and Davidson County requires that the Planning Commission submit a list of recommended capital improvements that are necessary or desirable to be constructed or provided during the next six years.

The Capital Improvements Budget is a planning tool to prioritize and coordinate investments in long-term, durable improvements. Investments are considered to be capital improvements when they:

- Have a lifetime greater than 10 years and
- Cost more than \$50,000.

Capital improvements include Metro facilities and equipment, such as office buildings, fire trucks, or information systems. Capital improvements also include infrastructure, such as water and sewer lines, roads and sidewalks, parks, and libraries.

Some Metro investments shape private market activity by influencing where people want to live or business owners want to locate. Some investments, such as providing access to water, sewer, or transportation networks, are required for any development beyond very low density rural character. In other cases, Metro investments in parks, schools, or other public spaces are amenities or resources that make one place more desirable for a home or business. Projects that interact with the private market in either of these ways should be guided by the General Plan. Other Metro investments, such as vehicles or hospital equipment, have limited impact on the private market and are identified as non-General Plan projects.

Identifying and funding most capital improvements involve two separate documents:

- **The Capital Improvements Budget (CIB):** All capital improvements requested from Departments with a six-year time horizon. By Charter, any capital improvements must be included in the Capital Improvements Budget.



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- **Capital Spending Plan:** Recommended projects during the first fiscal year of the CIB, proposed to be funded through General Obligation bonds. The Mayor submits the Capital Spending Plan to the Metro Council.
- Other capital improvements are funded through ordinances or resolutions authorizing the use of 4% funds, operating funds, or revenue bonds.

Developing, recommending, adopting, and funding capital projects bring Metro Departments, Planning Commission, the Mayor, and Metro Council together, with public oversight, to decide what investments to make each year.

Following the adoption of NashvilleNext, Planning staff began working to update the capital planning process to align with the long-term community vision identified by the General Plan. The FY 2017-18 CIB continues introducing changes based on that effort.

### **CAPITAL IMPROVEMENTS BUDGET PROCESS**

The Metro Charter specifies the process to create the Capital Improvements Budget. Each year begins with the Finance Department collecting requested projects from Metro Departments. By Charter, Finance delivers these requests to the Planning Commission four months before the end of the Fiscal Year (February 28 this year). For FY 2017-18, however, Finance and Planning staff requested that projects be submitted by February 3.

Once project requests are submitted, Planning staff assess them for alignment with Metro's General Plan, NashvilleNext. The Planning Commission must recommend project priorities to the Mayor by sixty days before the start of the next Fiscal Year, which is on May 2 each year. This staff report and CIB are in support of this step in the process.

This year, copies of the draft Capital Improvements Budget were posted online in document form, as well as in an interactive map viewer on April 7. The Planning Department's Development Dispatch announced the availability of the CIB and advertised the public hearing. Paper copies of the CIB were distributed to Planning Commissioners at that time as well.

Once the Mayor has received the Planning Commission's recommendations, the Charter requires the Mayor to submit her recommended Capital Improvements Budget to the Metro Council by May 15 each year. Metro Council must adopt the Capital Improvements Budget (with any modifications or amendments as it sees fit) by June 15.

### **COORDINATION WITH DEPARTMENT MASTER PLANS**

Metro Departments conduct their own master and functional plans to guide operations and capital investments. They identify department needs and priorities for different capital programs. Though not formally part of NashvilleNext or the Capital Improvements Budget, these master plans play a critical role in achieving the community's vision for Nashville's future. Because they involve more detailed and technical planning, departments may also uncover issues that make NashvilleNext difficult to implement.

Planning staff supports other departments' efforts to update their master plans to ensure they are coordinated with NashvilleNext and provide a transparent way of supporting capital project requests. Additionally, if departments discover aspects of NashvilleNext that are difficult to



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implement, Planning staff may bring those issues to Planning Commission to determine if a change to NashvilleNext is required. This ensures that NashvilleNext remains relevant and up-to-date.

In FY17, a number of major master plans with capital implications were completed:

- nMotion (Transit Master Plan)
- Walk n Bike (sidewalks and bikeways master plan)
- Plan to Play (parks and greenways master plan)
- Library Master Plan
- Public Art Community Investment Plan

These plans provide varying levels of guidance for FY2017-18 projects. For example, Walk n Bike provides a five year list of priority sidewalks and bikeways. Similarly, the Library Master Plan identifies a schedule of library improvements through the county. Other plans have only begun translating their visions to a year-by-year program of capital projects.

### FY 2017-18 Capital Improvements Budget

The FY2017-18 Capital Improvements Budget includes requests for 588 projects costing \$8.0 billion. That spending is phased over the current fiscal year (FY2017-18) plus five further years (FY2018-19 through FY2022-23). An additional 134 projects identify spending from FY2023-24 to FY2026-27, to indicate needs beyond the six year timeframe of the CIB.

The six year CIB includes spending requests drawing on a variety of funding sources:

<b>Funding Method</b>	<b>Spending requests</b>
<b>C</b> Proposed G.O. Bonds	\$5,627,439,822
<b>E</b> Proposed Revenue Bonds	\$1,781,505,000
<b>F</b> Federal Funds	\$214,131,200
<b>M</b> Proposed 4% Funds	\$96,476,500
<b>A</b> Miscellaneous Funds	\$54,359,600
<b>H</b> Enterprise Funds	\$47,850,000
<b>B</b> Approved G.O. Bonds	\$17,402,000
<b>G</b> State Funds	\$8,800,000
<b>L</b> Approved 4% Funds	\$281,000



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### TYPES OF CAPITAL PROJECTS

Project Type	Description	Count of projects
<b>Capital asset (one-time)</b>	A capital asset is a new or rehabilitated physical asset that is purchased once, has a useful life of more than ten years, and is expensive to purchase.	358
<b>Capital program</b>	A capital program is a collection of smaller infrastructure improvements organized by an overarching plan.	79
<b>Asset protection</b>	Asset protection involves major renovations or improvements to existing facilities that would extend the useful life and/or add value to the asset.	114
<b>Study or plan</b>	Funding for a study or plan.	15
<b>Contingency</b>	Funding for project start-up and unexpected costs.	3
<b>General maintenance (routine)</b>	General maintenance is the on-going process of maintaining existing facilities and structures. Maintenance extends the useful life of a structure but will not normally add any significant value.	18

The FY2017-18 CIB overhauls the organization and design of the document to improve accessibility and usefulness. After an introduction, project requests are presented in three sections:

- I. **Projects Funded by the Urban Services District:** a brief list of all projects funded by debt paid from the Urban Services District.
- II. **Projects Funded by General Services District:** a brief list of all projects funded by debt paid from the General Services District.
- III. **Detail Project Descriptions:** detailed descriptions of each requested project. Where available, this includes a general map of the project location.

Section III reports projects' titles and descriptions, department, project status, council district, tax district, and project type, as well as requested funding by year. Projects also include maps, when available. Projects are organized by departments, with departments grouped as follows:

- a. **Public Works**
- b. **Schools**
- c. **Water & sewer**
- d. **Facilities & technology** (includes the Agricultural Extension, County Clerk, District Energy System, Farmer's Market, Finance, General Hospital, General Services, General Sessions Court, Health, Human Resources, Information Technology Service, Metro Action Commission, Metropolitan Clerk, Municipal Auditorium, and Social Services)
- e. **Safety** (includes Emergency Communications Center, Fire, Juvenile Court, Juvenile Court Clerk, Police, Sheriff, and State Trial Courts)
- f. **Transit, development & culture** (includes Arts Commission, Historical Commission, MDHA, MTA, Parks, Planning Commission, Public Library, Sports Authority, and State Fair Board)

### ALIGNMENT WITH THE GENERAL PLAN

Based on substantial community engagement, NashvilleNext identifies how Nashvillians want Nashville and Davidson County to manage change over the next 25 years. Aligning capital



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investments to this vision is a critical tool in achieving the community’s desires. For FY2017-18, Planning staff conducted a preliminary assessment of projects based on NashvilleNext. Results are shown below.

### *Alignment with the Guiding Principles*

The General Plan includes seven Guiding Principles that represent the fundamental values expressed by Nashvillians throughout the process of creating NashvilleNext. In the long run, Metro’s investments should support all of these principles, though spending in individual years may focus on some principles more than others.

The chart below shows the seven Guiding Principles and the number of projects in the CIB that support each:

<b>Guiding Principle</b>	<b>Number of projects supported</b>
Ensure opportunity for all	238
Expand accessibility	262
Create economic prosperity	119
Foster strong neighborhoods	307
Advance education	164
Champion the environment	24
Be Nashville	150

### *Alignment with the Growth and Preservation Concept Map*

The Growth and Preservation Concept Map gives geographic context to capital investment decisions.

The Growth & Preservation Concept Map reflects Nashvillians’ desires for how and where Nashville should grow and where it should preserve in the future. It identifies a green network that provides access to nature, requires environmental protection, and preserves natural resources. It also identifies and seeks to preserve the physical character of rural, suburban, and urban areas.

Smaller and larger activity centers accommodate most future growth, improve public spaces, support transit, provide walkable areas close to most parts of the county, and sustain economic activity. The locations of these centers are generally where centers and mixed use areas were identified in prior Community Plans. Infill development should be encouraged along transit and multimodal corridors in between and immediately around activity and employment centers.

The Concept Map also identifies a network of more frequent and reliable transit service. These routes should be more direct, with fewer stops. The most heavily used routes will be identified for high-capacity transit running outside of traffic.



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Concept Map summary	Number of projects supported
Expands the Green Network	7
Located in the Green Network	10
Located to support existing conditions	116
Supports a First Tier Center	128
Supports a lower tier Center or Corridor	129
Program aligned with NashvilleNext	20
Location to be determined, guided by a plan aligned with NashvilleNext	21
Location to be determined	6

### *Efficient government*

Finally, a core goal of the Capital Improvements Budget is to promote effective, efficient capital spending. Planning staff are also developing criteria to assess projects that support efficient government:

- **Resource leveraging:** Projects whose funding includes outside money. Projects that support enterprise operations.
- **Project leveraging:** Projects that cluster with or coordinate with other department projects.
- **Regional collaboration:** Projects that support regional collaboration or intergovernmental agreements or that were developed through a regional planning process.
- **Condition:** Projects that renovate or replace an existing facility, which is obsolete or cannot support the department’s operations.
- **Return on investment:** Projects likely to increase property taxes or sales taxes, or have other benefits beyond the direct provision of service.
- **Planning context:** Projects based on a master plan, that are a priority for a board or commission, developed with public input, or whose implementation will include additional public input.
- **Life cycle costs:** Operations, maintenance, and replacement considerations.

### **FY2017-18 PRIORITIES**

The Planning Commission uses these factors, combined with other critical factors to assess capital requests. Other critical factors include timeliness, requirements for maintaining outside funding, or being required for other projects to proceed.

Project requests are placed into one of the six recommendation tiers:

#### **A Recommend as planned (35 projects)**

Projects are **Recommended As Planned** when they substantially advance the Guiding Principles, align with the Growth & Preservation Concept Map, and use Metro resources efficiently. Projects whose funding has already been secured, or that need additional funding to be completed, are also **Recommended As Planned**. For FY18, the assessment process is still in preliminary form. Because of this, very few projects are **Recommended As Planned** based on alignment with NashvilleNext.



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### **B Recommend as planned if funding available (404 projects)**

Projects that are in alignment with NashvilleNext. Most projects in FY18 are **Recommended As Planned If Funding Is Available**.

### **C Recommend further work (Not used in FY18)**

The Planning Commission will **Recommend Further Work** when different projects can be usefully aligned with one another to reduce costs or improve service or when projects require additional development before they can be recommended.

### **D Non-General Plan projects (85 projects)**

Projects that do not relate to the Planning Commission's role in coordinating development are identified as **Non-General Plan Projects**. Assessing them against the General Plan is likely to make them seem unimportant, when in fact they are simply not addressed by the General Plan. Typical **Non-General Plan Projects** include:

- Information technology
- Fleet & equipment
- Office space retrofits or refreshes
- Omnibus categories of projects
- Contingency funding

### **N Not enough information to score (Not used in FY18)**

Occasionally, projects are submitted with insufficient information to score, because they are low department priorities or are late submissions. The Planning Commissions notes that further information is needed and will work with the requesting department to further develop the project request for FY19.

### **X Does not conform to the General Plan (9 projects)**

In rare cases, project requests **Do Not Conform To the General Plan**. This recognizes when a proposed capital project is specifically out of step with a recommendation of the General Plan. The Planning Commission will recommend against projects that **Do Not Conform to the General Plan** until the project and plan are in alignment. This can be done by changing the project to conform to the General Plan or by amending the General Plan to support a vision for the future of Nashville that would be supported by the project.



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## KEY RECOMMENDATIONS

Staff recommends submitting the Capital Improvements Budget to the Mayor with the following key recommendations identified:

### A: Recommend as planned

Arts	14AR000	Public Art Percent for Art Projects	
Commission	17AR000	Master Planning for Transportation-oriented Projects and Implementation	
	18AR000	Collection Management	
	18AR000	Portable Collection	
Codes	18CA000	Re-configure Property Standards Division area	
Administration			
Criminal Court Clerk	18CR0001	CRIMINAL COURT CLERK - WORK SPACE ADDITION FOR EMPLOYEES	
E-911	17EN000	Critical Public Safety Complex	
Farmer's Market	18FM0005	NFM Major Renovation Project	
General Services	17GS0011	DCSO DOWNTOWN COMPLEX - DEVELOPMENT COSTS AND RELOCATION EXPENSES	
	17GS0016	NEW POLICE HEADQUARTERS - MURFREESBORO ROAD AREA	
	17GS0017	A A BIRCH BUILDING - VARIOUS UPGRADES AND NEW COURTROOM	
	18GS0009	Demolition of Jerry Newsome Site	
	18GS0010	CCA Female Housing - CJC Project	
	18GS0011	Family Justice Center	
	Health	14HD0001	PLANNING AND DESIGN FOR REPLACEMENT OF WOODBINE CLINIC
	Metro Action Commission	07AC000	SPRINKLER SYSTEM INSTALLATIONS AT HEAD START FACILITIES
		07AC001	MAC - MAJOR MAINTENANCE - ALL 7 HEAD START FACILITIES
		18AC000	North Replacement Head Start Facility
Water & Sewer	09WS0001	DEPARTMENTAL FLEET / VEHICLES ADDITIONS / REPLACEMENTS	
	09WS0002	OMOHUNDRO WATER TREATMENT COMPLEX / REYER PUMPING STATION	
	09WS0003	K.R. HARRINGTON WATER TREATMENT PLANT	
	09WS0004	RESERVOIRS	
	09WS0005	RTE-WATER & WASTEWATER PUMPING STATIONS	
	09WS0007	CENTRAL WASTEWATER TREATMENT PLANT	
	09WS0008	WHITES CREEK WASTEWATER TREATMENT PLANT	
	09WS0009	DRY CREEK WASTEWATER TREATMENT PLANT	
	09WS0015	SYSTEM SERVICES - COLLECTION AND DISTRIBUTION SYSTEMS	





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09WS0016	ENGINEERING - DEVELOPMENT ASSISTANCE / COMPLIANCE
09WS0017	ENGINEERING - WATER PROJECTS
09WS0019	CLEAN WATER NASHVILLE PROGRAM: CONSENT DECREE RELATED PROJECTS AND PROJECT MGMT.
10WS0001	GENERAL WASTEWATER TREATMENT PLANT FACILITIES REPLACEMENT AND REFURBISHMENT
10WS0002	GENERAL WATER TREATMENT PLANT FACILITIES REPLACEMENT AND REFURBISHMENT
11WS0002	BIOSOLIDS AND ODOR CONTROL
17WS0001	STORMWATER - FEMA PARTICIPATION - REPETITIVE FLOOD DAMAGE HOME BUYOUT
17WS0002	FLOOD PROTECTION SYSTEM

### **X: Do not conform to the General Plan (including recommendations for alignment):**

Public Works	09PW0002	EXTEND SMITH SPRINGS PARKWAY TO SMITH SPRINGS ROAD
	17PW0019	HICKS ROAD - WIDEN BETWEEN SAWYER BROWN ROAD AND HWY 70
	85PW016	UNA-ANTIOCH PIKE PHASE 3, RECONSTRUCT AND WIDEN-ENGINEERING STUDY
	91PW002	HICKORY HOLLOW PKWY EXTENSION - COMBINED IMPROVEMENTS
	95PW004	TULIP GROVE ROAD - COMBINED IMPROVEMENTS
	97PW060	CLOVERLAND DRIVE - EDMONDSON PIKE TO BRENTWOOD CITY LIMITS
	99PW001	SMITH SPRINGS ROAD - CONSTRUCT (ANDERSON RD TO MT. VIEW RD)
	99PW006	28TH AVENUE NORTH



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### STAFF RECOMMENDATIONS

Staff recommends submitting the Capital Improvements Budget to the Mayor with the following amendments, detailed in Attachment 1.

### COMPLETE PROJECT UPDATES

- Corrected project map (18PW0036)
- New project additions (18PW0129, 18PW0130, 18PR0026, 18PW0132, 18PW0130, 18PW0129)
- Resubmitted projects from prior CIBs which were not included in initial draft: 10PW0014, 10PW0027, 12PW0015, 16PW0005, 16PW0006, 16PW0016, 16PW0019, 16PW0028
- Added cost information: 18PR0008, 18PR0010, 18PR0013, 18PR0015, 18PR0016, 18PW0020, 18PW0024, 18PW0033, 18PW0041, 18PW0042, 18PW0048, 18PW0058, 18PW0060, 18PW0067, 18PW0076, 18PW0094, 18PW0096, 18PW0098, 18PW0110, 18PW0111, 18PW0112, 18PW0113, 18PW0114, 18PW0119, 18PW0128, 18MT0016
- Added project maps (03PW0006, 10PW0009, 18PW0007, 18PW0015, 18PW0018, 18PW0022, 18PW0036, 18PW0046, 18PW0057, 18PW0061, 18PW0064, 18PW0071, 17PW0017)
- Corrected Council district information: 18PW0001, 72PW210B2, 00PW016, 01PW005, 09PW0003, 10PW0004, 10PW0013, 11PW0016, 12PW0022, 13PW0012, 13PW0029, 13PW0032, 13PW0040, 14PW0013, 15PW0003, 15PW0015, 16PW0033, 17PW0002, 17PW0007, 17PW0008, 17PW0009, 17PW0010, 17PW0011, 17PW0012, 17PW0013, 17PW0014, 17PW0015, 17PW0016, 17PW0017, 17PW0018, 17PW0021, 17PW0023, 17PW0024, 17PW0025, 17PW0026, 17PW0027, 17PW0028, 18PW0043, 96PW005, 98PW010, 85PW016A, 97PW060, 96PW012, 12PW0036, 12PW0028
- **91PW002A (HICKORY HOLLOW PKWY EXTENSION - COMBINED IMPROVEMENTS):** Change MPC Recommendation to: "Remove project. Conduct study per 18PW0132 to determine appropriate improvements." Corrected Council district information.
- **18PW0074** (Sidewalks from 2324 Riverside to Greenfield Avenue at Katherine St): Updated project description and map.
- **13PW0003 (EWING LN IMPROVEMENTS):** Change MPC Recommendation from X (Does not conform to the General Plan) to B (Recommend as planned if funding is available) to determine project need.

### PROJECTS AWAITING FURTHER INFORMATION

- Update summary figures accordingly.
- Waiting on project costs: 18PW0004, 18PW0011, 18PW0013, 18PW0014, 18PW0015, 18PW0040, 18PW0075, 18PW0078, 18PW0079, 18PW0091, 18PW0101, 18PW0106, 18PW0107, 18WS0002

### PROJECTS REMOVED FROM CIB

- Removed projects at Councilmember request (18PW0083, 18PW0090, 18AR0009)
- Projects deleted (incorrectly added as Councilmember requests): 18PW0017, 18PW0127, 18PW0123, 18PW0124, 18PW0125, 18PW0126