



Project No. CIB FY2020-21
Project Name Capital Improvements Budget for 2020-21 to 2025-26

Council District Countywide
School District Countywide
Required by Metro Charter

Staff Reviewer Claxton
Staff Recommendation Approve

CAPITAL IMPROVEMENTS BUDGET

Submit the FY2020-21 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 pattern 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 not guided by the General Plan.

Identifying and funding most capital improvements involve two separate documents:

- **The Capital Improvements Budget (CIB):** All capital improvements requested from Departments and members of the Metro Council with a six-year time horizon. By Charter, any capital improvement must be included in the Capital Improvements Budget. Planning Commission compiles and makes recommendations on the CIB.



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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, which approves new bonds through a bond resolution.

Other capital improvements are funded through ordinances or resolutions authorizing the use of 4% funds, operating funds, or revenue bonds. Planning Commission does not make recommendations on the Capital Spending Plan or other funding authorizations.

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.

CAPITAL IMPROVEMENTS BUDGET PROCESS

Councilmembers begin the CIB process by requesting projects in October. Requests are reviewed by implementing departments and the Planning Department to develop cost estimates and identify how requests align with long-range plans. Planning staff compile these responses in a report submitted to the Metro Council on December 1. The Council's Budget & Finance and Planning, Zoning, & Historical Committees jointly work with all Councilmembers to establish Council priorities for projects requested for the next year's Capital Improvements Budget.

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.

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. Copies of the draft Capital Improvements Budget were posted online in document form.

Once the Mayor has received the Planning Commission's recommendations, the Charter requires the Mayor to submit his 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.

For FY21, Metro Nashville is expediting its annual process by one month to allow greater review by the State.

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.



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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 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.

FY 2020-21 Capital Improvements Budget

The FY2020-21 Capital Improvements Budget includes requests for 890 projects costing \$9.8 billion. That spending is phased over the current fiscal year (FY2020-21) plus five further years (FY2021-22 through FY2025-26). An additional 89 projects identify spending from FY2026-27 to FY2029-30, 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:

Funding Method	Spending requests
C Proposed G.O. Bonds	\$6,498,390,281
E Proposed Revenue Bonds	\$1,943,260,000
G State Funds	\$65,550,000
F Federal Funds	\$61,400,000
A Miscellaneous Funds	\$56,000,000
H Enterprise Funds	\$36,915,000
M Proposed 4% Funds	\$56,977,600
B Approved G.O. Bonds	\$4,410,000

The CIB also identifies projects by type, such as new standalone assets, ongoing programs, or asset protection.

Project Type	Description	Count of projects
Capital asset (one-time)	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.	307
Capital program	A capital program is a collection of smaller infrastructure improvements organized by an overarching plan.	367
Asset protection	Asset protection involves major renovations or improvements to existing facilities that would extend the useful life and/or add value to the asset.	101
Study or plan	Funding for a study or plan.	30
Contingency	Funding for project start-up and unexpected costs.	12



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The FY2020-21 CIB organizes project requests in three sections:

- I. **Projects Funded by the Urban Services District:** a brief list of all projects requesting funding from the Urban Services District.
- II. **Projects Funded by the General Services District:** a brief list of all projects requesting funding 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. **Enterprises** (Water & Sewer, Farmer's Market, Municipal Auditorium, Sports Authority, State Fair Board, and District Energy System,)
- d. **Facilities & technology** (includes the Agricultural Extension, Council Staff, County Clerk, Election Commission, Finance, General Services, Health, Information Technology Service, Metro Action Commission, and Social Services)
- e. **Safety** (includes District Attorney, Fire, Juvenile Court, Office of Emergency Management, and Police)
- f. **Transit, development & culture** (includes Arts Commission, Historical Commission, MDHA, MTA, Parks, Planning Commission, and Public Library)

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 investments to this vision is a critical tool in achieving the community's desires. For FY2020-21, Planning staff conducted an assessment of projects based on NashvilleNext.

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 that support each:

Guiding Principle	Number of projects supported
Ensure opportunity for all	378
Expand accessibility	375
Create economic prosperity	329
Foster strong neighborhoods	703
Advance education	556
Champion the environment	384
Be Nashville	282



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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.

Concept Map summary	Number of projects supported
Expands the Green Network	115
Located to support existing conditions	290
Supports a First Tier Center	183
Supports a lower tier Center or Corridor	148
Program aligned with NashvilleNext	114

Efficient government

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

- **Project need:** Expanding services, improving services or maintaining services.
- **Condition:** Projects that renovate or replace an existing facility, which is obsolete or cannot support the department's operations.
- **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.
- **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.
- **Regional collaboration:** Projects that support regional collaboration or intergovernmental agreements or that were developed through a regional planning process.



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PRIORITIZATION

The Capital Improvements Budget includes several sources of priority.

Capital Priority Group

Departments identify one Capital Priority Group for each project. The Groups are:

- Mayor's Priority: Community and economic development
- Mayor's Priority: Transit and infrastructure
- Mayor's Priority: Public Safety
- Mayor's Priority: Educational outcome and youth
- Mayor's Priority: Affordable housing and the homeless
- Central government operations

Department priorities

When submitting their project requests, Metro departments assign each project a priority.

Departments with a small number of projects provide the priority in rank order (1 through however many projects they request).

Other departments use the following system for identifying their priority:

Code Priority

- 1001** Appropriated and unexpended
- 1002** Required in the year shown
- 1003** Preferred in the year shown
- 1004** Requested in the year shown
- 1005** Needed for consideration in future CIBs

MPC Recommendations

In adopting the Capital Improvements Budget, the Planning Commission assigns a priority recommendation to each project. The draft CIB includes staff's recommendations. An overview of these recommendations follows in the next section.



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FY2020-21 RECOMMENDATIONS

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

A: Recommend as planned (66 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. Planning Commission recommends projects not funding levels. In some cases, projects may not need to be fully funded in FY21.

Most recommended projects are requesting new General Obligation bonds. However, two sets of requests are identified as “already funded projects.” Projects from the Arts Commission reflect previously set-aside funds from prior capital spending plans. Projects backed by water and sewer revenue bonds are backed by Water Services’ revenues and are addressed separately.

Department	Project ID	Project Title
Already funded projects		
Arts Commission	14AR0001	Public Art Projects
	18AR0003	Mill Ridge Park Project
	21AR0002	Kossie Gardner Sr. Park
	21AR0001	Art WORKS Collection Phase II
	19AR0004	Old Hickory Community Center
	19AR0002	Artist-Designed Transportation Infrastructure Projects
	20AR0002	Fairgrounds Public Art
	21AR0003	Boscobel Heights Library Public Art
	18AR0005	Donelson Library Project
	19AR0006	Riverfront Parks Public Art Planning
	17AR0009	Nolensville Area Projects
	17AR0007	North Nashville Area Projects - Bikeways and Transportation Projects
	21AR0004	WeGo Transit Public Art
	17AR0003	Juvenile Court
	17AR0001	Madison Area Projects
	18AR0007	Collection Management
Water & Sewer	21WS0008	K.R. HARRINGTON WATER TREATMENT PLANT
	21WS0014	DRY CREEK WASTEWATER TREATMENT PLANT
	21WS0003	BIOSOLIDS AND ODOR CONTROL
	19WS0001	STORMWATER FLEET / VEHICLES ADDITIONS / REPLACEMENTS
	21WS0002	ADMINISTRATION BUILDING PROJECTS
	19WS0002	STORMWATER - DEPARTMENTAL CONTINGENCY FOR UNPLANNED AND EMERGENCY EVENTS



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Department	Project ID	Project Title
	21WS0004	GENERAL WASTEWATER TREATMENT PLANT FACILITIES REPLACEMENT AND REFURBISHMENT
	21WS0005	GENERAL WATER TREATMENT PLANT FACILITIES REPLACEMENT AND REFURBISHMENT
	21WS0007	OMOHUNDRO WATER TREATMENT COMPLEX / REYER PUMPING STATION
	21WS0019	SYSTEM SERVICES - COLLECTION AND DISTRIBUTION SYSTEMS
	09WS0019	CLEAN WATER NASHVILLE PROGRAM: CONSENT DECREE RELATED PROJECTS AND PROJECT MGMT.
	21WS0022	CAPITAL PROJECTS - MISC. SEWER PROJECTS
	21WS0012	CENTRAL WASTEWATER TREATMENT PLANT
	21WS0020	ENGINEERING - DEVELOPMENT ASSISTANCE / COMPLIANCE
	21WS0009	RESERVOIRS
	21WS0018	CUSTOMER SERVICE CENTER
	21WS0017	INFORMATION SERVICES / DATA INTEGRITY
	21WS0016	DEPARTMENTAL CONTINGENCY FOR UNPLANNED AND EMERGENCY EVENTS
	21WS0015	SECURITY
	21WS0013	WHITES CREEK WASTEWATER TREATMENT PLANT
	21WS0011	LABORATORY
	21WS0010	RTE-WATER & WASTEWATER PUMPING STATIONS
	21WS0021	CAPITAL PROJECTS - WATER PROJECTS
Core asset protection programs		
Fire Department	16FD0002	MAJOR REPAIR/MAINTENANCE
	16FD0001	CONTINUED IMPLEMENTATION OF THE FIRE DEPARTMENT MASTER PLAN
General Services	20GS0002	Building Operations Major Maintenance
Library	18PL0003	FACILITIES MASTER PLAN - BLDG INFRASTRUCTURE REPAIRS & MAINTENANCE / RENOVATIONS / FF&E FOR RENOVATION PROJECTS
Parks	19PR0001	Deferred Maintenance
Public Works	18PW0002	IT Upgrades
	19PW0002	Countywide Bridge Lighting
	02TP002	TRAFFIC MANAGEMENT PROGRAM
	02PW011	BRIDGE PROGRAM - MAINTENANCE, REPAIR, REHABILITATION, REPLACEMENTS, ETC. - COUNTYWIDE
	06PW0011	PAVING PROGRAM



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Department	Project ID	Project Title
Current commitments		
Finance	20FI0001	ENTERPRISE BUSINESS SYSTEMS (EBS) REPLACEMENT PHASE 2 AND PHASE 3 - R12
General Services	21GS0003	CJC Project Close-Out
	20GS0004	Energy Management - Energy Savings Revolving Fund
	21GS0002	Renewable Portfolio Standard Implementation
Metro Transit Authority	15MT0006	RTA THROUGH MTA GRANT MATCHES
	15MT0001	MATCHES FOR MTA FEDERAL AND STATE GRANT
Police	18PD0003	MNPD Body Worn Camera and Patrol Vehicle Dash Cameras
District Attorney	19DA0002	DA/MNPD BWC Project - BWC video/audio review operations center construction.
Public Defender	20DF0001	Body Worn Camera Project - Public Defender's Office
Health and safety needs		
General Services	19GS0019	Migrate Buildings from the P-2000 Platform to the Lenel Access Control Security Platform
	17GS0007	SECURITY AND SAFETY - UPGRADES/ENHANCEMENTS
Metro Action Commission	18AC0001	NORTH REPLACEMENT HEADSTART FACILITY
Municipal Auditorium	09MA0001	PLUMBING & HVAC REPAIRS / RENOVATIONS
	16MA0002	RISERS & PREMIUM CHAIRS REPLACEMENT
Other recommendations		
Finance	21FI0003	PUBLIC PROPERTY- INVENTORY AND REAL ESTATE MGMT. SOFTWARE
General Services	20GS0006	MSE relocation planning/pre-construction service
Library	17PL0005	NEW SMITH SPRINGS BRANCH LIBRARY - PLANNING AND CONSTRUCTION
MDHA	21HA0001	CAYCE PHASE-I STORM SEWER OUTFALL PROJECT
Planning	20PC0002	Neighborhood planning and infrastructure studies

B: Recommend as planned if funding available (772 projects)

Projects that are in alignment with NashvilleNext. Most projects in FY21 are Recommended As Planned If Funding Is Available. Due to the number of projects, projects with a “B” recommendation are not listed here. They are available in the Draft CIB.



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C: Recommend further work (4 projects)

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.

Department	ProjectID	Title
Agricultural Extension	17AG0001	RELOCATION OF AGRICULTURAL EXTENSION OFFICE - EXISTING OR NEW STRUCTURE.
	<i>MPC recommendation:</i> Planning to be addressed through 20GS0006 (Metro Southeast relocation planning)	
Council Staff	20DS0066	Expand England Park
	<i>MPC recommendation:</i> Recommend coordination with property owners to provide easements.	
	20DS0077	Windsor Dr. Stormwater runoff mitigation project
		<i>MPC recommendation:</i> Recommend further consultation with MWS.
	20DS0078	Bus shelters along Hwy 70 and Charlotte Pike
		<i>MPC recommendation:</i> Recommend further coordination with MTA.

N: Not scored/

D: Non-general plan (46 projects)

Projects that are not scored, because they do not relate to the Planning Commission's role in coordinating development, they are submitted with insufficient information to score, they are low department priorities, are late submissions, or are added after the Planning Commission has acted. Assessing projects that do not relate to the General Plan is likely to make them seem unimportant, when in fact they are simply not addressed by the General Plan. Projects such as these include:

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

Due to the number of projects, projects with a "N" or "D" recommendation are not listed here. They are available in the Draft CIB.



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

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.

Department	ProjectID	Title	Council district
Council Office	19DS0122	Widen Bell Rd. From Blackwood Dr To Smith Springs Rd	13, 14, 29
<i>MPC recommendation:</i> Recommend aligning request with the Major and Collector Street Plan, which primarily identifies this portion of Bell Road for three lanes.			