Introduction

2007-2012 Capital Improvement Program
City of Atlanta, Georgia

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- **Collecting & reporting project information**
- **Presenting to stakeholders**
- **Funding recommendations**
- **Delivering projects**

Introduction

The City of Atlanta's Capital Improvement Program (CIP), which covers a five-year time period, is updated annually. The CIP recommends the use of the projected revenues for capital purposes expected over the next five years. Also included in the CIP is a general financial plan for funding those projects over the entire five-year period. The City of Atlanta's Capital Improvements Program (CIP) is a plan for both long and short-range development of the physical plant of city government. The Program is based on the Comprehensive Development Plan (CDP) for the City and provides policy direction for the capital funds budgeted in the annual budget, implementation of the Georgia Development Impact Fee Act, for the annual General Obligation Bond issue and for either capital fund sources. It covers those items typically thought of as "infrastructure"—streets, sewer lines, bridges, etc., as well as facilities through which city government provides services directly to citizens or in support of city operations. The latter category includes such facilities as police precincts, recreation centers, maintenance facilities, and general office buildings. The CIP covers all facilities that City government owns and has responsibility for. This document is submitted with the CDP to the Atlanta Regional Commission (ARC) annually, as required by the Georgia Planning Act.

The CIP is intended to insure that needed projects will be undertaken according to an established set of priorities and that revenues will be available to finance such projects when they are needed. The CIP combines elements of mid-range programming, and current year budgeting to identify the city's capital needs and the means of meeting them, with the process covering a five-year period. The CIP identifies specific improvements to city infrastructure and facilities needed to support and implement the Comprehensive Development Plan (CDP). The Capital Improvements Program also has as an important goal the encouragement of departments and City agencies to establish an internal planning process to identify capital needs with a sufficient lead-time so that decisions may be made on the most advantageous financial means of addressing them.

Introduction

The Capital Improvements Program consists of three elements:

* Planning — Long-range capital improvements are developed for each year of City government for up to five years.

* Programming — Known and anticipated revenues from various sources are programmed in the CIP and a financing package is developed for all recommended projects.

* Budgeting — The one-year element of the CIP directs the budgeting of various capital and operating funds that are part of the City's annual budget development process.

The CIP is adopted annually in late September or early October, following the adoption of the annual Comprehensive Development Plan (CDP). The CIP thus immediately preceded the adoption of the annual budget, and allows the incorporation of the priorities from the CIP in the budget. Additionally, the appropriation of the annual general obligation bond sale proceeds, often received in the late fall, is in accordance with the adopted CIP. This timing is intended to provide better direction to the CIP from the CDP, and better linkage with the annual budget by giving more timely input into the budget adoption process.
The CIP process is the appropriate medium for operating departments to request programming of funds for future capital needs. The CIP programs known available capital revenues for the subsequent five years, and identifies a financing plan for all projects within the five-year category of the CDP. The actual budgeting of funds follows the City's normal budget process.

In general, each Department is represented by a chapter in the CIP. Therefore, the projects in each specific chapter are that Department's responsibility. The chapter for each department includes the Department mission statement and an organization chart with the bureau responsible for capital project highlighted. Each department is responsible for the preparation of a CIP request package for projects within their purview. The Bureau of Planning and the Department of Planning and Development is responsible for reviewing the CIP for conformity with adopted city development policy and plans. The Department of Finance is responsible for making recommendations as to funding sources and schedules.

Introduction

Legal Basis

The Georgia Development Impact Fee Act requires that all developer exaction practices by local governments in the state be discontinued after November 30, 1992, except for those developed in compliance with the Act for strictly project-related improvements. The City of Atlanta Development Impact Fee Ordinance was adopted by Atlanta City Council on March 18, 1993 in accordance with the Authority provided by Article 9, Section 2, paragraph 4 of the Constitution of the State of Georgia and the Georgia Development Impact Fee Act (Title 36, Chapter 71, Official Code of Georgia Annotated.)

In 1997, the City appropriated $6.4 million for 8 greenway trails, 21 sidewalk improvements projects, one pedestrian bridge, Fire Station #14, Atlanta Police Academy Expansion and the Zone 4 Police Precinct (Ordinance # 97-O-0822). This use of development impact fees reduced the City's historical reliance upon the Annual Bond Fund to accommodate these obligations.

The CIP identifies specific improvements to City infrastructure and facilities needed to support and implement the CDP. It covers the facilities of both general government operations and enterprise operations, primarily the Water and Sewer System and Hartsfield-Jackson Atlanta International Airport. The enterprise operations are self-supporting and generate their own capital funds through revenue bonding or operating revenues, while general government capital improvements rely on annual bond issues and voter approved general obligation bonds, as well as general and internal service funds, dedicated tax millage and grants.

Purpose and Benefits of the Program

The CIP is intended to assure that needed projects will be undertaken according to an established set of priorities and those funds will be available for such projects as they are needed. The document combines elements of mid-range programming and current year budgeting to identify capital needs and funding sources over a five-year period. The CIP identifies specific improvements needed to support and implement the CDP.

Introduction

Capital Improvements - Definitions

The 2006 CIP identifies and sets priorities for major improvements and capital purchases needed to improve services to the community. Projects covered in this Program involve City infrastructure and facilities, which have the following characteristics:

- any project, facility or equipment with a monetary value of at least *$25,000 and will last longer than 5 years.*
- any project, facility or equipment, which meets the above criterion and will benefit from extended life through renovation, replacement, refurbishment or expansion.
- any project, facility or equipment that is currently funded in an existing capital improvement or bond program that will not be completed by July 1, 2006.
- any project that results in purchase, improvement or development of land.

Normal equipment items, such as rolling stock, are not part of the CIP process and are treated as operating budget items.

The CIP is divided into departmental chapters and sub-areas or bureau. An explanation of the components of each program area and the respective sub-program areas is found in the appropriate program sections.

As noted, the City CIP covers City government capital projects only. These projects are carried out to provide the facilities for the provision of City services, to supply the basic infrastructure of streets, bridges, sewers, sidewalks, etc. and to support, encourage and shape the direction of private development. Many other factors influence infrastructure development in the City, such as the Metropolitan Atlanta Rapid Transit Authority (MARTA), the Atlanta Housing Authority, the State and Federal Governments and the Atlanta Board of Education. Also, private developments directly interact with the future and direction of City growth, requiring City involvement and support and providing the opportunity to leverage focused private investment with City resources. The CIP attempts to coordinate City government activities with those of other City building forces.

Introduction

Plan Development

A steering committee comprised of representatives from each City Department was responsible for developing project listings based on identified and projected needs. The steering committee also ensured that the projects included in the document could be linked to identify funding sources. Based upon these extensive deliberations, the following 1-5 year Capital Improvements Programs were developed. Also, city agencies were given individual chapters in the CIP document. This action would allow each agency to be held more accountable for delivering the projects listed in the CIP document.

CITY'S AGENCIES (with CIP projects)	ABBREVIATIONS
Department of Aviation	DOA
Department of Corrections	DOC
Atlanta Fire & Rescure	AFR (DFS)
Department of Parks, Recreation & Cultural Affairs	DPRCA
Atlanta Police Department	APD (DPS)
Department of Public Works	DPW
Department of Watershed Management	DWM
Office of General Services	OGS
Atlanta Housing Authority	AHA
Judicial Agencies	JA

Debt Obligation

A total of $7,897,500 in Board of Education bonds was outstanding at December 31, 2002.

Certificates of Participation is a lease purchase contract to finance the purchase of real or personal property and the construction or repair of fixtures or improvements on real property. The City, pursuant to Sections 36-60-13 and 36-60-15 of the Official Code of Georgia Annotated, is legally permitted to enter into such lease purchase contracts. Lease financing does not constitute a pledge of the full faith and credit of the City; instead lease financing is subject to annual appropriation. A security agreement pledges the asset being financed as collateral for the installment loan. The financing company receives a security title to the asset and title reverts back to the City following all installment loan payments.

The City has also issued Certificates of Participation for the projects listed below:

Project	Principal Outstanding at 12/31/02
1998 Refunding COP's Issue	$87,610,000
Communications System	5,065,000
TOTAL	**92,675,000**

Further, some $70,010,000 in Revenue Bonds are outstanding that were issued by the Downtown Development Authority for development of Underground Atlanta.

Another $25,710,000 is due for outstanding principal for bonds issued by the Solid Waste Management Authority.

Other overlapping debt includes the Fulton-DeKalb Hospital Authority in the amount of $106,104,540, which is applicable to the City of Atlanta and the Urban Residential Finance Authority in the amount of $3,398,515

The principal amount of $19,073,396 outstanding for GMA Loan Pool funds, and $14,660,000 for Section 108 Loans.

The Department of Aviation utilizes General Aviation Revenue Bonds, which are not subject to the cap provided by state law. At December 31, 2002, $1,328,947,504 in Airport Fund Bonds was outstanding, used to fund the atrium, runway and concourse development at Hartsfield Atlanta International Airport.

Similarly, the Department of Watershed Management utilizes Water and Sewer Revenue Bonds that are not restricted by the state law cap. As of December 31, 2002, $1,713,790,000 of Water and Sewer System Bonds was outstanding.

The Department of Parks and Recreation uses Park and Recreational facilities Revenue Bonds that are not restricted by the state law cap. As of December 31, 2002, there were no outstanding Recreational Bonds.

The table below summarizes the status of the City's debt as of December 31, 2002:

Direct Debt:	
Outstanding General Obligation Bonded Debt	$ 238,510,000
Outstanding Aviation Fund Bonded Debt	$ 1,328,947,504
Outstanding Water and Sewerage Fund Bonded Debt	$ 1,713,790,000
GMA Loan Pool	$ 19,073,396
Section 108 Loans	$ 14,660,000
Park and Recreational Facilities Revenue Bonds	$ 158,960,000
Total	$ 3,314,980,900
Indirect Debt:	
Certificates of Participation	$ 146,460,000
Underground Atlanta Revenue Bonds (DDA)	$ 71,625,000
Atlanta Board of Education	$ 7,847,500
Fulton-DeKalb Hospital Authority	$ 106,104,540
Urban Residential Finance Authority	$ 3,398.515
Solid Waste Management Authority	$ 25,710,000
Total	**$ 361,195,555**

Funding Sources for the Capital Improvements Program

The CIP programs revenues that are forecasted to be available for capital purposes. The appropriation of these funds is accomplished through the City's normal budget process. Operating funds including the Park and Improvement fund, and the renewal and extension funds are subject to the regular City budget cycle and are appropriated as part of the annual budget. Other funds, such as grants and bond proceeds, are appropriated whenever they are received or awarded during the course of the fiscal year. Items programmed in the CIP to be funded from expected revenues are still subject to appropriation in the normal budget process.

As noted in the Funding Sources Table, the primary sources of funding for City capital projects are General Obligation and Revenue Bonds and Federal Grants. General Obligation Bonds in the amount of $8,000,000 of which $4,000,000 represents the City share with the remaining dedicated for School purposes. The City can issue $8,000,000 without referendum annually, this General Obligation Bond issue is also referred to as the Annual Bond. The City's Annual Bond authorization has remained constant since 1968, and inflation has significantly eroded the buying power of this source of funds.

The voters through bond referendum are responsible for approving any additional General Obligation Bonds beyond the statutory limits. On July 19,1994, voters approved $149,970,000 to finance the cost of various capital projects for the City, consisting of $78,225,000 for streets, bridges, viaducts and related public improvements; $55,605,000 for improvement of storm water drainage facilities and related public improvements; and $16,140,000 for erosion and flood control and related public improvements.

On November 7, 2000, voters approved $150,000,000 to finance the cost of various capital projects for the City. 2000 Quality of Life Improvement Bonds to fund projects in the four broad categories of Sidewalk Program; Public Plazas and Greenspaces; Public Streets, Bridges & Viaducts; and Public Traffic Control Devices.

The City of Atlanta is also restricted by state law from issuing General Obligation Bonds in excess of eight percent (8%) of the net assessed value of the digest of property subject to ad valorem taxes. The amount of remaining legal debt margin for City general purposes as of December 2001, was as follows:

Assessed Value	$17,280,814,384.00
<u>Debt Limit Calculation</u>:	
Legal 8% limit (8% of Assessed Value)	$ 1,382,465,151.00
Less Outstanding General Obligation Bonded Debt	$ 230,612,500.00
	$ 1,151,852,651.00

As indicated in this calculation, the City is using approximately 17% of its total bonded debt capacity from the perspective of the state constitutional limit on debt. The other primary consideration in analyzing the debt capacity of the City is the rates of property tax levies needed to support debt. For 2002, the City levied 1.34 mills ($1.34 per $1,000 of value) for general obligation debt service.

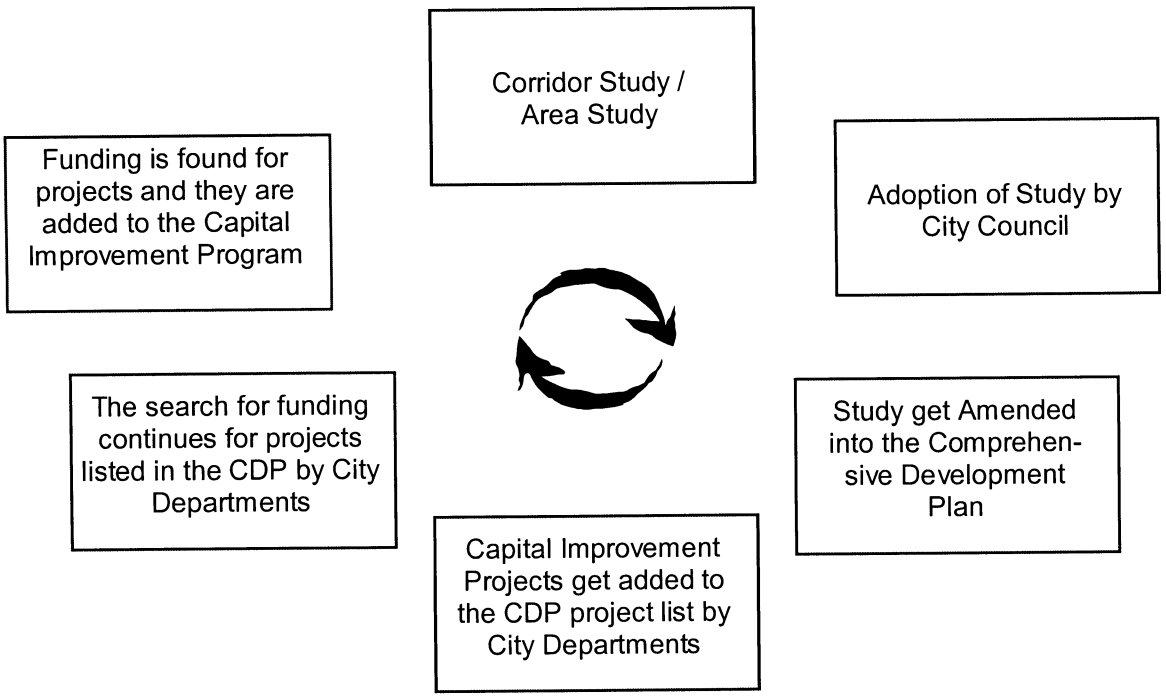
The Connection Between the Capital Improvement Program & The Comprehensive Development Plan

The Comprehensive Development Plan seeks to identify issues within the City of Atlanta and regionally as Atlanta is a fairly large metropolitan area experiencing growth in various ways. The City along with other nearby local governments all experience impacts from regional growth patterns as well as regional and local legislation, although often in different ways. By identifying the various issues impacting Atlanta and forecasting for the future, the Comprehensive Development Plan then seeks to find solutions to these issues through policy and land use plans and projects that will correct the problems the City experiences presently as well as prepare for anticipated future problems.

The Capital Improvement Program identifies funding sources for specific projects listed in the Comprehensive Development Plan, describes the projects and shows a funding schedule from beginning to end. It covers those items typically thought of as "infrastructure"—streets, sewer lines, bridges, etc., as well as facilities through which city government provides services directly to citizens or in support of city operations. The Capital Improvement Program identifies specific improvements to city infrastructure and facilities needed to support and implement the Comprehensive Development Plan (CDP).

Neighborhood Plans, Programs and Projects

Many of the Capital Improvement Projects in this document are initially identified in corridor and area studies.



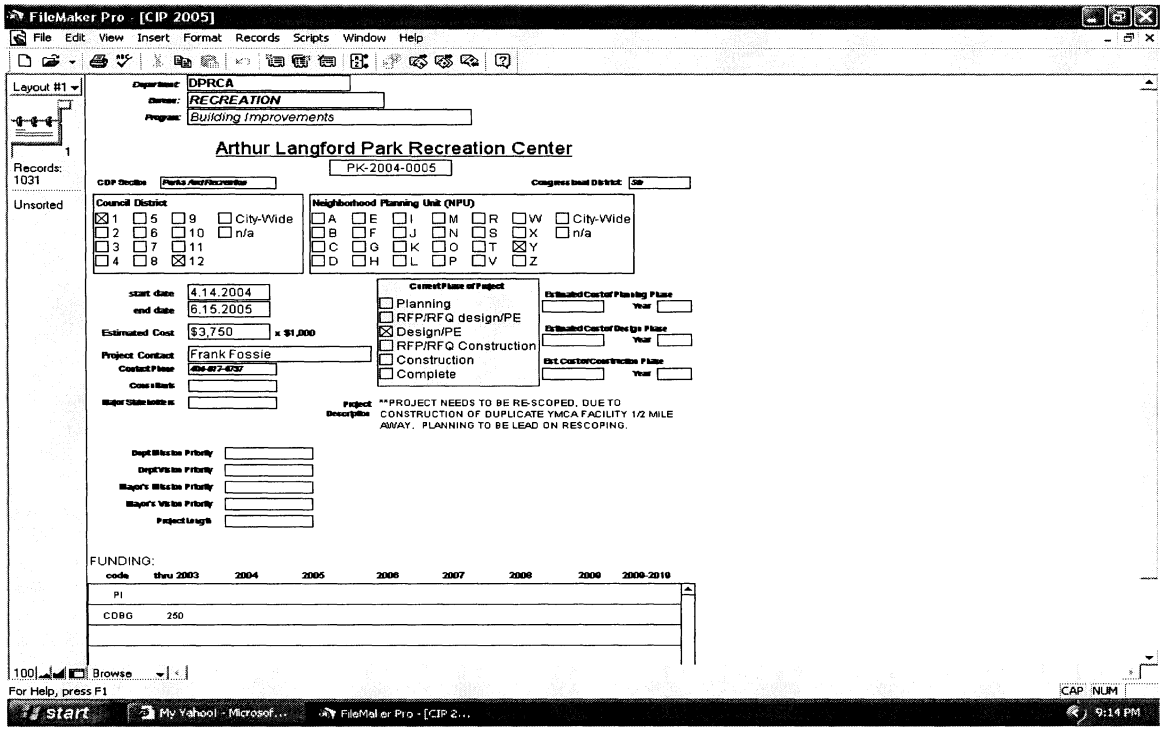
Understanding the Capital Improvement Program Document

The Capital Improvement Program Document

The Capital Improvement Program document has been designed to be informative and user friendly for Atlanta's residents. The following CIP data is pulled from a relational database that the members of the CIP steering committee (departments involved in the CIP process) have access to for entering their data. You will now find one project summaries following the introductory text of each Department. The first project summary will be a printed list of Capital Improvement projects by their identified departments. This list will also show the projects capital improvement identification along with the funding schedule and un-abbreviated funding source. The second project summary will display projects individually, with detailed project development and funding information.

Capital Improvement Program Project Pages

The CIP project pages, located in each departmental section were created to provide as much detailed information to the reader as possible. These pages will have the following information available:



Below is the future CIP project data sheet.

[Plan-It Project Detail for ALL Projects]

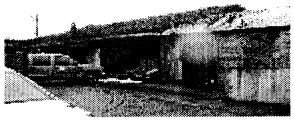
Close Setup

Capital Improvement Plan **2005 thru 2009**

City of Atlanta, Georgia

Project #	DPW-05-0608
Project Name	Hill Street Operations Facility

Type	Maintenance	Priority	1 Urgent
Useful Life		Contact	Johnnie Moore
Category	Transportation Facilities	Department	Public Works
	NPU C Citywide		
	Council District C Citywide		Total Project Cost $1,500,000



Description

This project provides necessary maintenance to the existing facility, such as replacing the existing roof and repairing the electrical system.

Justification

Expenditures	2005	2006	2007	2008	2009	Total
Maintenance	375,000	1,125,000				1,500,000
Total	375,000	1,125,000				1,500,000

Funding Sources	2005	2006	2007	2008	2009	Total
Local-Annual General Obligatio	375,000					375,000
Total	375,000					375,000

Operational Impact/Other

6 Windows... 2 Microsof... Inbox - Micr... 2 Microsof... 2 Microsof... 2 Micr

Capital Improvements Program 2007-2012
Summary

The Capital Improvement Program (CIP) is a 5-year financial and implementation plan for the construction, maintenance, and renovation of public facilities and infrastructure. The City of Atlanta 2007 – 2012 CIP was adopted by City Council on ____ , 2006, which is ____ days ahead of ARC/DCA deadline for adopting the document.

There are 1000 projects at a total estimated total estimated cost of $ 11 billion dollars. Our highest priority for this year was to develop, create, or obtain a database system that can be utilized by all departments. We worked with the Department of Watershed Management to create a template which can be used by all Departments. Their agreement with the Department of Planning include donation of the template, but we will be required to fund the maintenance and projects update cost. This year, we will coordinate and work with Department of Information Technology to implement the proposed citywide CIP database.

The CIP Sub Cabinet approved three changes to the 2004 program. The 2004 implemented changes are the following:

- Change from a 15 year plan to a 5-year plan
- Developed a new document format and process
- Focused on accountability and project delivery monitoring.

Ninety percent (95%) of the projects in last year's document are in this year's document with various cost and schedule updates.

Table (1) **Total City of Atlanta Capital Program Estimated Cost**

DEPARTMENT	**Estimated Project Cost**	**% of Total**
Aviation (DOA)	$ 6,170,000,000	
Watershed Management (DWM)	$ 3,890,000,000	
Public Works (DPW)	$ 413,000,000	
Parks, Recreation & CA (DPRCA)	$ 36,800,000	
Police (APD)	$ 64,400,000	
Corrections (DOC)	$ 1,200,000	
Fire (AFR)	$ 86,200,000	
General Services (OGS)	$ 2,100,000	
Atlanta Housing Authority (AHA)	$ 150, 000,000	
Judicial Services (JA)	$ 1,900,000	
TOTAL	$ 10,740,000,000	**100**