

# Capital Improvement Program and Capital Budget

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## INTRODUCTION

The Capital Improvement Program (CIP) is the County's six-year financial plan for constructing and renovating permanent facilities such as schools, libraries, fire stations and roads. Capital projects often take two to three years to complete. The CIP provides a detailed, year-by-year schedule of all planned expenditures and financing requirements for each construction project.

The capital budget refers to expenditures planned for the first year of the CIP and provides the appropriation authority to spend the funds. The funds contained in the capital budget customarily support only a particular phase of a project, such as design, land acquisition or construction.

Since capital facilities provide benefits over a long period of time, the County normally spreads out their costs, paying for them through general obligation bonds and other forms of long-term indebtedness. This ensures that capital costs are not borne solely by today's taxpayers, but that future beneficiaries of capital projects also pay for them.

## PLANS AND POLICIES THAT AFFECT THE CIP

### The General Plan and Master Plan

In 1998, the Prince George's County Council found that the 1982 General Plan was no longer adequate to guide future County growth and development.

As a result, the County Council adopted The Biennial Growth Policy Plan in November of 2000. Per the Approved General Plan by the Maryland-National Capital Park and Planning Commission in October 2002, the Biennial Growth Policy Plan's fundamental recommendation represented a comprehensive Smart Growth initiative that utilized a system of growth tiers, corridors and centers to guide future land use and development in Prince George's County.

Then in May 2014 the Prince George's County Council adopted Plan Prince George's 2035, the Approved General Plan. Plan Prince George's 2035 includes comprehensive recommendations for guiding future development within Prince George's County. The plan designates eight Regional Transit Districts, which are the focus of the County's planned growth and mixed-used development, and which have the capacity to become major economic generators. Six Neighborhood Reinvestment Areas are designated for coordinated funding and resources needed to stabilize and revitalize these areas. Also identified in the plan are Rural and Agricultural Areas composed of low-density residential, agricultural uses, and significant natural resources that are recommended for continued protection and investment to maintain critical infrastructure. The plan contains recommended goals, policies and strategies for the following elements: Land Use; Economic Prosperity; Transportation and Mobility; Natural Environment; Housing and Neighborhoods; Community Heritage, Culture, and Design; Healthy Communities; and Public Facilities. Plan implementation through prioritization of strategies, measuring short- and long-term success, public and municipal

engagement, intergovernmental coordination and public-private partnerships are also described.

### Comprehensive Ten-Year Water and Sewerage Plan

Per the Approved 2008 Water and Sewer Plan, this plan embodies County goals, objectives and legal requirements for providing water and sewer service in Prince George's County while working with the solid waste, housing and transportation plans in providing guidance for the implementation of the County's General and Area Master Plans.

Furthermore, the water sewer plan also acts as a statement of policy by implementing the land use and development policies set by the County and as a working document which guides County planning; providing parameters that define how public and private water sewer services are provided to the County.

### Comprehensive Ten-Year Solid Waste Management Plan

The County's Approved Comprehensive Ten-Year Solid Waste Management Plan for FY 2017-2026 was adopted by the County Council on May 12, 2017. The plan is designed to meet the County's present and future needs for solid waste management programs and facilities. It identifies sources of solid wastes, provides for acceptable disposal sites and facilities and explores recycling and resource recovery possibilities. The Plan was developed through close cooperation among County departments and agencies. The CIP includes several projects recommended for implementation by the Solid Waste Plan.

### Public Land and Facilities Inventory

Provides a computerized and mapped inventory of all land and facilities that are owned by, leased to, or donated to the Prince George's County Government, the Washington Suburban Sanitary Commission, the Prince George's Community College, the Prince George's County Board of Education and the Maryland National Park and Planning Commission.

**Public Facility Development Program**

This program synthesizes policy recommendations from County land use plans and agency studies and plans using a 15-year time horizon. It ensures project conformity to county plans and examines best build alternative with special attention to site requirements.

## CIP AS A GUIDE TO PUBLIC ACTION

The CIP provides information needed for short-range land use planning and development decisions and serves as a coordinating device for the planning of government agency facilities and services planning. It represents the County's commitment, and that of the semi-autonomous agencies, to provide public facilities in specific areas within the time period covered by the Program. Projects included in the first two years of the CIP are closely related to current development and can be expected to be carried out essentially as programmed. Projects shown in the later years of the CIP may be subject to modification either in scope or timing, based on the review of needs, the availability of funding or other circumstances which cannot be predicted with certainty so far in advance.

### **Use of CIP Information in Comprehensive Re-zoning**

The majority of re-zoning actions are now carried out through comprehensive re-zoning or the Sectional Map Amendment process. This involves the review of and amendment to the zoning of an entire area at one time. These reviews occur every two to six years and are intended to re-zone sufficient land to meet development needs for the next six to 10 years. Programmed public improvements are an important determinant of which areas will be suitable for developments during the time period covered by the Sectional Map Amendments. Conversely, the review of land requirements may lead to recommendations for public improvements needed to serve a developing area.

### **Subdivision Approvals Based on Adequacy of Public Facilities**

The Subdivision Ordinance specifies that "the Planning Board shall not approve a subdivision plan if it finds that adequate public facilities and services do not exist or are not programmed for the area within which the proposed subdivision is located." The purpose of this requirement is to ensure the health, safety and welfare of local residents and to prevent excessive expenditure of public funds. This Ordinance is an important tool to prevent the premature subdivision of land and the resulting pressures to extend public facilities beyond the County's budget capabilities.

### **The CIP's Role in the Coordination of Public Improvements**

The County's first CIP was published in 1967. Since that time, one of the objectives of County management has been to refine the CIP to make the programming of projects more precise in scope and timing. The intent is to provide reliable information about the availability of public improvements to both private sector and public sector decision-makers. Another objective is to improve coordination among the governmental bodies that provide and use public facilities. In the newly developing areas particularly, the availability of appropriate support facilities can be critical to the operation of a new project. Likewise, the capacity of existing roads, sewers and water supply lines is an important consideration in building or expanding public facilities in highly developed areas.

### FY 2021 – 2026 CAPITAL IMPROVEMENT PROGRAM AND BUDGET

The FY 2021- 2026 Capital Improvement Program (CIP) consists of various projects totaling \$3.7 billion, including projects for the Maryland-National Capital Park and Planning Commission (M-NCPPC). The tables below provide a summary of the CIP by fiscal year as well as by agency. The following sections provide an overview of the FY 2021 capital budget, including revenues and expenditures by functional area and highlights of key capital projects. For additional details, please consult the FY 2021- 2026 CIP book.

#### CIP Summary - All Agencies

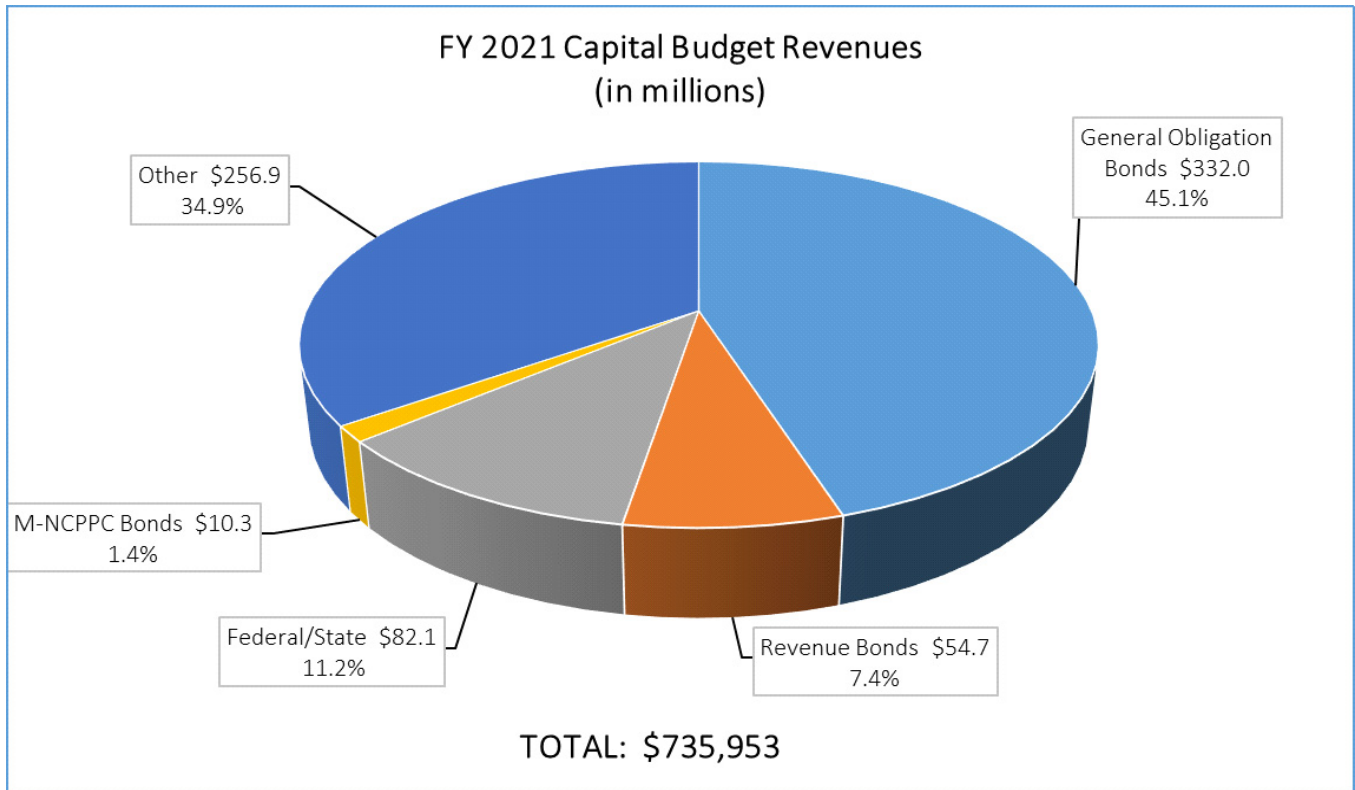
Category/ Description	Total Project Cost	Life to Date Actual	FY 2020 Estimate	Total 6 Years	Budget Year FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	Beyond 6 Years
<b>EXPENDITURE</b>											
PLANS	\$382,298	\$124,980	\$61,308	\$168,009	\$56,766	\$24,860	\$30,007	\$23,448	\$20,202	\$12,726	\$28,001
LAND	236,503	149,234	28,482	47,035	15,260	6,940	5,665	5,665	5,665	7,840	11,752
CONSTR	6,470,945	1,353,404	730,811	3,215,456	704,891	688,063	506,062	443,429	445,282	427,729	1,171,274
EQUIP	125,324	21,043	18,178	53,303	13,987	16,102	2,702	6,177	6,935	7,400	32,800
OTHER	1,412,412	872,363	309,092	188,137	55,051	65,492	32,930	17,451	10,220	6,993	42,820
<b>TOTAL</b>	<b>\$8,627,482</b>	<b>\$2,521,024</b>	<b>\$1,147,871</b>	<b>\$3,671,940</b>	<b>\$845,955</b>	<b>\$801,457</b>	<b>\$577,366</b>	<b>\$496,170</b>	<b>\$488,304</b>	<b>\$462,688</b>	<b>\$1,286,647</b>
<b>FUNDING</b>											
GO BONDS	\$3,899,320	\$1,195,651	\$525,790	\$1,605,479	\$332,020	\$341,511	\$251,399	\$239,033	\$239,495	\$202,021	\$572,400
REVENUE	286,768	158,078	21,975	106,458	54,700	15,947	14,622	13,686	7,503	—	257
FEDERAL	62,461	7,300	7,134	42,577	13,494	7,104	4,339	9,040	5,320	3,280	5,450
STATE	1,117,495	319,522	99,486	552,709	68,558	115,951	73,447	58,380	115,026	121,347	145,778
SW BONDS	591,875	241,620	35,320	314,935	63,042	54,290	41,625	46,123	53,320	56,535	—
DEV	138,823	46,990	16,571	51,262	27,053	16,827	7,349	—	—	33	24,000
MNCPPC	240,919	186,846	10,223	43,850	10,250	15,600	4,500	4,500	4,500	4,500	—
OTHER	2,289,821	807,761	211,216	737,844	166,836	176,220	162,420	119,870	55,739	56,759	533,000
<b>TOTAL</b>	<b>\$8,627,482</b>	<b>\$2,963,768</b>	<b>\$927,715</b>	<b>\$3,455,114</b>	<b>\$735,953</b>	<b>\$743,450</b>	<b>\$559,701</b>	<b>\$490,632</b>	<b>\$480,903</b>	<b>\$444,475</b>	<b>\$1,280,885</b>

**SUMMARY OF THE FY 2021 - 2026 PROPOSED CAPITAL IMPROVEMENT PROGRAM EXPENDITURES  
(Dollars in Thousands)**

<b>AGENCY/PROGRAM</b>	<b>FY 2021 PROPOSED CAPITAL BUDGET</b>	<b>FY 2021 - FY 2026 PROPOSED CAPITAL PROGRAM</b>
Board of Education	\$ 201,013	\$ 1,192,915
Public Works and Transportation	140,573	480,905
Parks Department / M-NCPPC	125,815	386,211
Stormwater Management	101,133	483,158
Central Services	74,123	236,698
Community College	31,228	341,512
Revenue Authority	46,908	149,708
Redevelopment Authority	12,411	30,014
Department of the Environment	16,011	72,105
Memorial Library	17,207	69,945
Health Department	15,092	21,592
Police Department	18,695	53,145
Fire/EMS	18,324	53,228
Corrections	13,231	55,513
Courts	6,180	37,280
Federal Programs	5,374	5,374
Information Technology	2,437	2,437
Soil Conservation District	200	200
Hospitals	-	-
<b>Total</b>	<b>\$ 845,955</b>	<b>\$ 3,671,940</b>

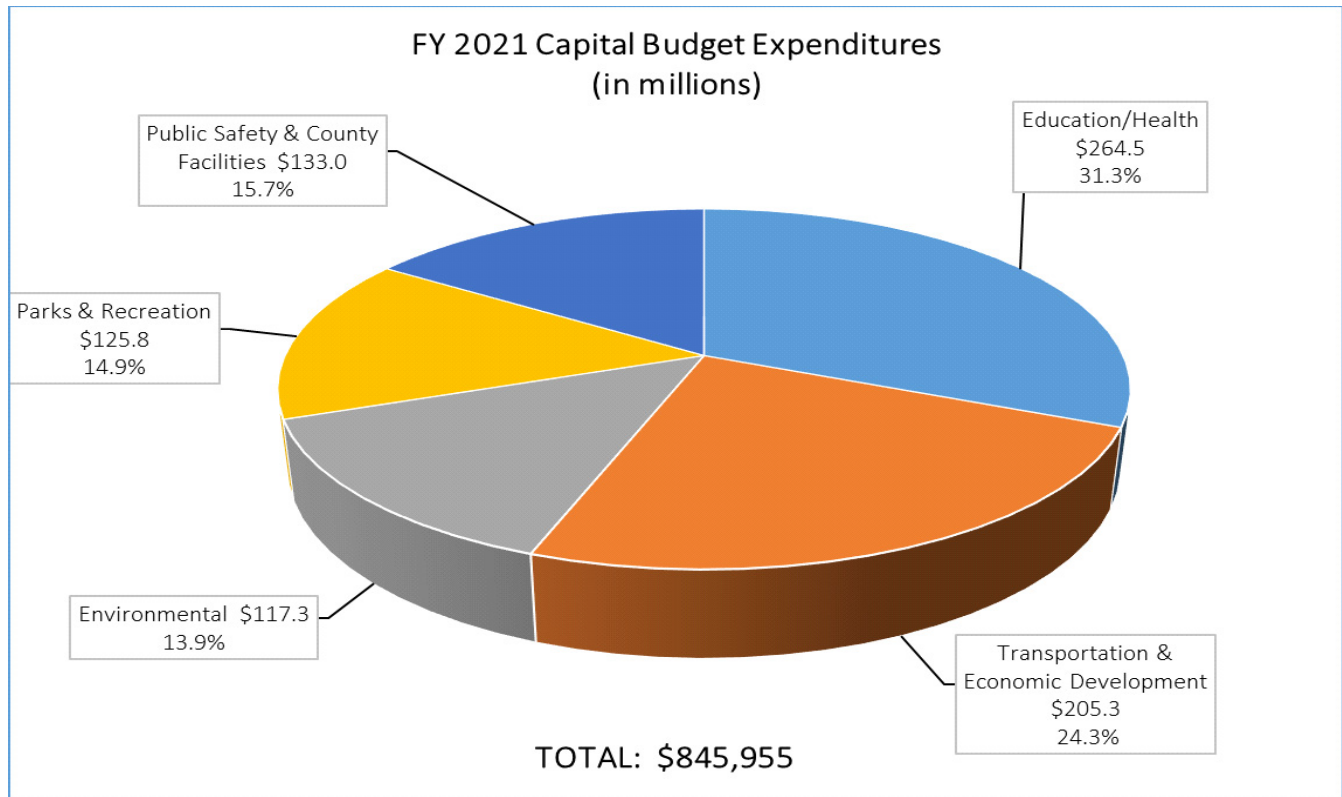


**FY 2021 CAPITAL BUDGET REVENUES**



The FY 2021 capital budget totals \$846.0 million; however, it is supported by new revenues of \$736.0 million and by \$110.0 million in revenues received from prior fiscal years. General obligation (GO) bonds are the primary source of the funding plan for the budget. In FY 2021, GO bonds total \$332.0 million, or 45.1%, of the total funding for capital budget. Federal and State aid provides \$82.1 million, or 11.1% of funding for the capital budget. M-NCPPC bonds support 1.4% of total funding at \$10.3 million. The remaining \$311.6 million or 42.4% consists of revenue bonds, stormwater bonds, miscellaneous revenues and developer contributions. The specific funding sources for all expenditures are identified on each individual capital project page in the CIP budget.

## FY 2021 CAPITAL BUDGET EXPENDITURES



### Education and Health

The education and health portion of the FY 2021 Capital Budget is \$264.5 million or 31.3% of the total budget. This category includes expenditures for the Board of Education, Prince George’s Community College, Prince George’s Memorial Library, Hospitals and the Health Department.

### Key Projects

#### BOARD OF EDUCATION

- The FY 2021 Capital Budget contains County funding in support of systemic repairs to schools in need of roofs, boilers, windows, piping, HVAC and elevators.
- Construction is planned to continue for New Glenridge Area MS and be completed for Cherokee Lane ES.

#### LIBRARY

- Improvements to ensure compliance with the Americans with Disabilities Act continue to be a top priority.
- Construction planned to be completed for the new Hyattsville Branch Library in FY 2021.
- Construction will continue for the Surratts-Clinton Branch Renovations.
- Construction will continue for the Bladensburg Library Replacement.
- Renovating branch libraries will continue in FY 2021. This includes replacing carpets, roofs, HVAC systems, fences, walk-ways, parking lots and public restrooms.

#### COMMUNITY COLLEGE

- Design for the Largo Student Center will begin in FY 2021.
- Construction for the Renovate Marlboro Hall project will continue in FY 2021.
- Area improvements will continue in FY 2021 under the College Improvements project. This will include

replacing mechanical, life safety, environmental temperature building controls, roofs, carpet, signage, lighting, roadways/parking lots and upgrades to interior spaces.

### Transportation and Economic Development

The transportation and economic development component is budgeted at \$205.3 million, or 24.3%, of the total FY 2021 capital budget. Agencies within this category include the Department of Public Works and Transportation, Revenue Authority of Prince George's County and the Redevelopment Authority of Prince George's County. Transportation funding comes primarily from general obligation bonds. Additional revenues come from developer contributions and from the Federal government, primarily in support of the bridge construction program.

#### Key Projects

- Substantial pavement rehabilitation and concrete rehabilitation work will continue in FY 2021 under the Curb & Road Rehabilitation 2 project.
- The Transportation Enhancements 2 project includes funding for thermoplastic pavement marking, striping and on-going installation in FY 2021. Guardrail and speed hump installation will continue in FY 2021.
- FY 2021 funding will support the replacement and rehabilitation of several bridges, including Brandywine Road, Chestnut Avenue, Livingston Road, Sunnyside Avenue and Temple Hill Road.
- DPW&T will continue the design and construction of Green Street Improvement Program projects utilizing the "complete the street concept" to include environmental and bio-retention facilities, pedestrian and bicyclist safety improvements, landscaping enhancements and street lights.
- Under the Pedestrian Safety Improvements project, design along with pavement and concrete rehabilitation work will be ongoing. In FY 2021, construction will continue for Marlboro Pike, Phase 1 on Race Track Road, Stuart Lane and Bike Share. DPW&T will continue conducting pedestrian road safety audits to identify critical pedestrian safety issues and offer solutions.

- The Countywide Street Light Enhancement Program will continue.
- Further development and implementation of a pavement preventive maintenance program and the continuation of the Resurfacing and Sidewalk Improvement Program as related County Revitalization and Restoration program, Developer Contribution Projects program and Permit Bond Default Revolving Fund program.

### Parks and Recreation Facilities

A portion of the capital budget spending is for park and recreation facilities, accounting for \$125.8 million, or 14.9%, of the total expenditures. This part of the capital program is administered by the M-NCPPC. Funding comes from a combination of sources that include the sale of bonds by the Commission, State Aid under Program Open Space, "Pay-as-You-Go" (PAYGO) funding and contributions from grants. The budget supports the acquisition of park land and the development of park facilities, including the purchase of playground equipment and the construction of new community centers.

#### Key Projects

##### PARK ACQUISITION

The total cost for approved park acquisition is \$6.0 million for FY 2021 and covers three (3) acquisition categories that will be funded by Program Open Space, PAYGO and M-NCPPC Bonds.

##### PARK DEVELOPMENT

The total cost for approved park development is \$20.2 million for FY 2021. This category includes specific park development projects, public safety improvements, other facility development and two (2) general renovation funds.

##### INFRASTRUCTURE MAINTENANCE

The total cost for approved infrastructure maintenance is \$37.5 million for FY 2021. This category includes aquatic facilities, historic properties, community centers, park buildings and stormwater infrastructure.

## Environment

The capital budget for the Environment category totals \$117.3 million, or 13.9% of the FY 2021 budget. The two major areas that are addressed under this component are solid waste management and stormwater management. Solid waste management capital projects are funded primarily by revenue bonds. The debt service costs for these bonds are supported by tipping fee charges to trash haulers and other revenues collected by the Solid Waste Management Enterprise Fund.

### Key Projects

- The FY 2021 program continues operational and facility improvements and repairs for Brown Station Road Landfill as well as post-closure requirements for Sandy Hill Landfill. For the Brown Station Road Landfill, the FY 2021 Program includes design funding to fill in Area C, extending the County's landfill capacity to the year 2045 and to continue design for upgrades to the existing leachate pretreatment facility as required by the regulatory arm of WSSC.
- For the Materials Recycling Facility FY 2021 program includes funding to complete the installation of the plastics optical sorter and other facility upgrades.
- FY 2021 funds support stormwater pond construction and equipment needs for the organics Composting Facility.

## Public Safety and County Facilities

Constructing public safety and other County facilities comprise the remainder of the FY 2021 capital budget. These two functions account for \$133.0 million, or 15.7%, of the FY 2021 capital budget. The public safety category includes facilities for the Police, Fire/EMS and Corrections departments. Projects under the County facilities portion of the capital budget consist primarily of renovations to current facilities. The funding for these projects are from the sale of general obligation bonds.

## Key Projects

### POLICE

- Design will begin for Barlowe Road Renovations in FY 2021.
- Construction of the Forensic Lab Renovations will continue in FY 2021.
- Improvement and rehabilitation of various Police Stations will continue in FY 2021.

### FIRE/EMS

- Construction for the new Hyattsville Fire/EMS Station will continue.
- Construction for the new Shady Glen Fire/EMS Station will continue in FY 2021.
- Construction for Oxon Hill Fire/EMS Station will continue in FY 2021.
- Improvements and rehabilitation of various Fire Stations will continue in FY 2021.

### CORRECTIONS

- FY 2021 Detention Center Housing Renovations support Phase II of the renovations on Housing Units 3, 4, 5 and 6.
- Construction continues on the Medical Unit Renovation and Expansion project.
- FY 2021 funding for the Detention Center Improvements include: repair and upgrades to mechanical, electrical and plumbing systems as well as replacing inoperable or obsolete major equipment.

### HEALTH

- Construction will continue for the creation of a headquarters building that will co-locate the administrative offices of the Health Department, the Department of Family Services and the Department of Social Services Health and Human Services (HHS). The HHS Building will serve as a centralized focal

point for the delivery of services to older adults, persons with disabilities and family caregivers.

- Improvement and renovations to various health facilities continues in FY 2021. This includes bioretention pond repair, boiler replacements, foundation repairs, HVAC upgrades, plumbing and electrical repairs and roof repairs.

#### COURTS

- Renovations and security improvements to the Courthouse will continue in FY 2021.

#### CENTRAL SERVICES

- Renovations of the Regional Administration Building are projected to be completed in FY 2021.
- Construction of the Driver Training & Gun Range will continue in FY 2021.
- Planning will begin for the Shepherd's Cove Women's Shelter.
- Construction of the Prince George's Homeless Shelter is projected to be completed in FY 2021.
- Planning will begin for the County Administration Building Refresh in FY 2021.
- Improvements and rehabilitation of various County-owned buildings will continue in FY 2021.

## OPERATING IMPACTS

Most capital improvement projects generate future operating budget costs in one or more of three ways: debt service, current revenues that fund projects not eligible for debt financing, PAYGO which offsets the need to issue debt; and changes to the operating budget to support new or renovated facilities.

### Key Operating Impacts

#### Debt Service

- The capital budget's primary impact on the operating budget is the debt service cost. These costs are paid from local revenue in the general fund operating budget and reflects costs associated with issuing long-term bonds to finance the CIP. Debt service is funded in the FY 2021 operating budget and includes *interest and principal payments for debt issued for capital projects*. A detailed description and explanation of these costs are included in the Non-Departmental section of the operating budget under Debt Service. The FY 2021 General Fund budget includes \$158.6 million for debt service costs and represents 4.6% of total general fund spending.
- To ensure that capital spending levels do not adversely impact the operating budget and the County's ability to maintain current services in future fiscal years, debt levels are carefully monitored. The two principal debt ratios used by the County as debt policy guidelines are:
  - The ratio of General Fund debt service to County source revenues not to exceed 8.0%. The level of this ratio is 6.1% as of June 30, 2019, which is within this limit.
  - County policy limits net direct debt to no more than 3.0% of the full market assessed value of property. The County's statutory debt limit under the Annotated Code of Maryland is 6.0% of its assessable base. The County remains within this limit at 1.5% of the net direct debt to assessed value for FY 2019.

#### Current Revenue and PAYGO

- Certain CIP projects are funded directly with County current revenues to avoid costs of borrowing. These amounts are included in the operating budget as specific transfers to individual projects within the capital budget. PAYGO, or "pay as you go" funding, is an additional amount included in the operating budget as a direct bond offset to reduce the amount of borrowing required for project financing. PAYGO funding can include current year revenues or transfers from the County's undesignated fund balance reserves. The FY 2021 PAYGO information is displayed in Non-Departmental – Grant and Transfers section of the budget and totals approximately \$33.4 million.

#### Operating Budget Impacts

- *Capital projects that represent new initiatives or that add additional space to existing facilities impact the operating budget.* The most significant effect occurs when additional personnel must be hired to staff the newly constructed facility. Other impacts can include custodial, utility and maintenance costs. If a new building is a replacement for an existing structure, however, the additional expenses are usually minor, and in some instances the County may even realize cost savings. For renovations of existing facilities or infrastructure, the impact on the operating budget is minimal. In the case of resurfacing, road

maintenance costs should decrease resulting in operating budget savings.

- Individual environmental projects in the stormwater category do not add significantly to agency operating costs. When taken in aggregate, however, the addition of thousands of feet of new storm drain and numerous holding and detention ponds does have operational impacts. The grounds around flood control systems, drainage channels, retention basins and storm drain easements must be maintained in connection with the new construction. Catch basins and main lines must be cleaned and kept clear of debris, as well. The operating costs will be supported by the Stormwater Management Enterprise Fund.
- A detailed analysis of the operating budget impacts is currently under construction in the FY 2021- FY2026 CIP book due to changes in the County's budget and publication systems. When developed, this information will aid in the review and decisions on the timing of public facilities and to show what a new building or road will cost in addition to its construction costs and any required debt service payments. Each project page will display operating budget impacts of each individual project where applicable. This information is anticipated to be displayed and completed in the FY 2022 – FY 2027 CIP budget book.

