

ADOPTED

2018-2023 CAPITAL PLAN

CITY OF WINSTON-SALEM, NORTH CAROLINA

Winston-Salem

MAYOR Allen Joines CITY COUNCIL Vivian H. Burke, Mayor Pro Tempore, Northeast Ward
Robert C. Clark, West Ward, Finance Committee Chairman - Denise D. Adams, North Ward
Dan Besse, Southwest Ward - John C. Larson, South Ward - Jeff MacIntosh, Northwest Ward,
Derwin L. Montgomery, East Ward - James Taylor Jr., Southeast Ward
CITY MANAGER Lee D. Garrity



Winston-Salem

CITY OFFICIALS

MAYOR AND CITY COUNCIL



Allen Joines
Mayor



Vivian H. Burke
*Mayor Pro Tempore
Northeast Ward*



Denise D. Adams
North Ward



Dan Besse
Southwest Ward



Robert C. Clark
West Ward



John C. Larson
South Ward



Jeff MacIntosh
Northwest Ward



Derwin L. Montgomery
East Ward



James Taylor, Jr.
Southeast Ward

CITY STAFF

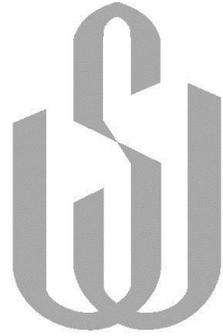


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Winston-Salem



Winston-Salem

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May 25, 2017

Dear Mayor Joines and Members of the City Council:

I hereby transmit to you the proposed 2018-2023 Capital Plan for the City of Winston-Salem. The Capital Plan provides a schedule of the City's capital appropriations for the next six years. The purpose of capital planning is to fund all appropriate capital needs by matching projects with the appropriate funding source(s) at the appropriate time. The planned capital appropriations from FY 2017-2018 through FY 2022-2023 total \$404 million.

The six-year Capital Plan is a guide. As such, it is subject to change and revision in the future as the initiatives and priorities of the Mayor and City Council change. Year One of the Capital Plan (FY 2017-2018) represents the budget year and is adopted with the annual operating budget. Years Two through Six are planning years.

CAPITAL PLAN OBJECTIVES

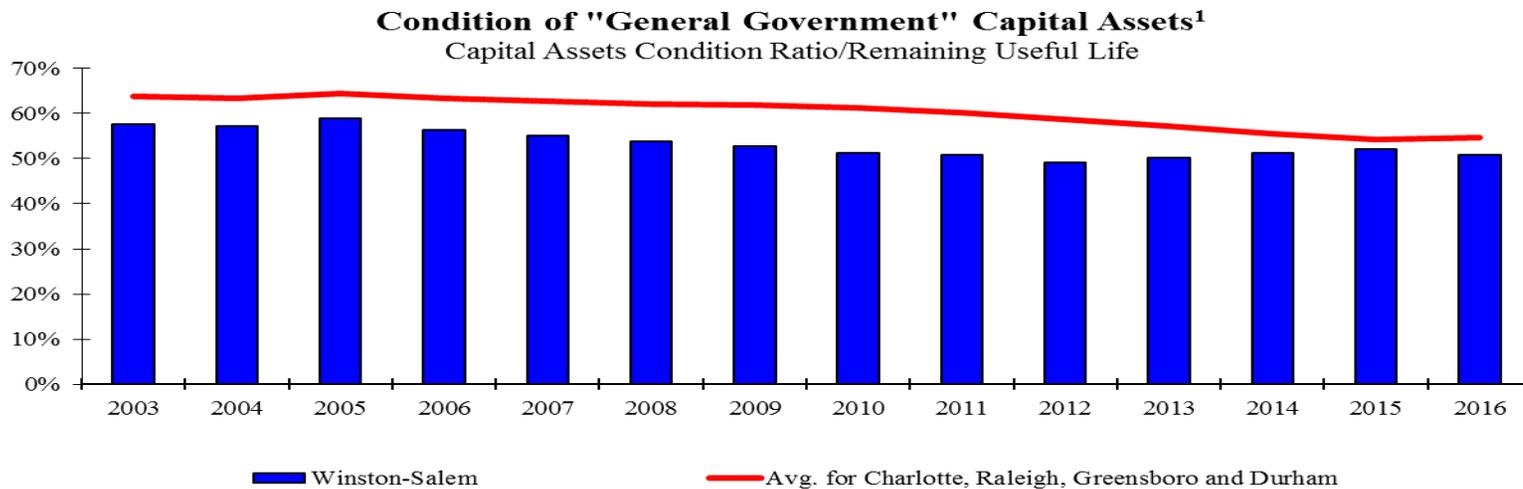
In January 2017, the Mayor and City Council held a special workshop to discuss the City's priorities for the next four years. Out of that discussion, the Mayor and City Council reaffirmed the following six strategic focus areas that would guide City government over this period.

- Economic Vitality and Diversity
- Safe and Secure Community
- Livable Neighborhoods
- Healthy Environment
- Quality Transportation
- Service Excellence

Within these strategic focus areas, the Mayor and City Council established 29 strategic objectives to measure the City’s progress in these areas. These objectives have provided the basis for the City’s capital planning process, including the 2014 bond referendum, which approved \$139.2 million in bonds for economic development, housing, public safety facilities, parks and recreation, and streets and sidewalks.

The City of Winston-Salem owns approximately \$459 million in capital assets (excluding enterprise funds), which depreciate over time. Therefore, it is critical to re-invest in existing infrastructure to avoid a situation where rapidly aging assets would affect service quality. What is needed, therefore, is an appropriate mix of re-investment as well as new investment that supports future economic prosperity.

The North Carolina Department of State Treasurer has created a model for assessing a government’s financial condition, including the condition of capital assets. The “Capital Assets Condition Ratio” measures how well a government entity is investing in new and existing capital assets. Key to making a good analysis is the inclusion of a comparative benchmark using data from peer cities. A higher ratio suggests a government entity is investing more in its current capital assets and in new capital infrastructure for future prosperity. A value of less than 50% suggests that a government may be falling behind in capital asset investment and may incur future liabilities. Rating agencies generally consider this to be a non-sustainable situation.



¹ Excludes enterprise funds such as water/sewer, stormwater, and solid waste

For Winston-Salem, the capital assets condition ratio has exceeded 50% over the last few years, which suggests the City is investing more in its capital assets. Existing assets require more re-investment including streets and sidewalks, playgrounds, fire stations, recreation centers, general government facilities, and other infrastructure. With the completion of projects funded as part of the 2014 bond referendum, this trend should continue.

The Capital Plan addresses major maintenance needs through the continuation of funding for “facilities renewal” projects, which the City funded starting in FY 2006-2007 for fire stations and recreation centers. For fiscal years 2018-2023, the Capital Plan programs primarily revenue bonds, two-thirds general obligation bonds, State gasoline tax, and capital reserves to invest in existing water, sewer, and stormwater infrastructure; recreation and parks facilities; bridge repairs; street resurfacing; and other transportation infrastructure.

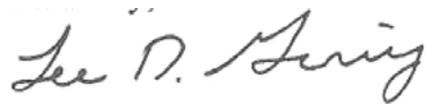
UNFUNDED CAPITAL PROJECTS

While the projects funded from the 2014 bond referendum will address some of the City’s most critical capital needs, the voter approved package represents a quarter of the total needs that have been identified in recent years. A list of remaining unfunded capital needs, totaling \$648.8 million, is included in the final section of this document. Winston-Salem’s peer cities of Charlotte, Raleigh, Greensboro and Durham have held a number of bond referenda in the range of \$20 to \$228 million over the last several years. The projects funded from the 2014 bond referendum will enable the City to make progress in improving our physical assets, but it is a first step in addressing our long-term strategic capital needs.

The unfunded capital needs section of the Capital Plan includes the remaining phases of projects included in the 2014 bond referendum.

City staff and I stand ready to further discuss the proposed six-year plan and the list of unfunded capital needs.

Sincerely,

A handwritten signature in cursive script that reads "Lee D. Garrity". The signature is written in dark ink and is positioned above the typed name and title.

Lee D. Garrity
City Manager



Winston-Salem

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Capital Plan 2018-2023

◆ Introduction

The City's Capital Plan is a six-year plan for the scheduling and appropriation of funds for major projects that represent significant contributions to the City's overall inventory of physical assets. The types of projects traditionally included in the Capital Plan are major, non-recurring expenditures for:

- construction, purchase, or major renovation of buildings, utility systems, streets, or other physical structures;
- purchase of land for redevelopment, right-of-way for streets and utilities, parks, and sites associated with public buildings;
- stimulation of economic development and housing (for business parks, downtown development, housing production, housing rehabilitation, and housing loans and grants).

To be considered for inclusion in the Capital Plan, the project must meet the following criteria:

- project or equipment life of greater than ten years;
- estimated cost of at least \$50,000 (\$150,000 for equipment).

The first year of the Capital Plan represents the actual capital project budget appropriations for that year. Approval of the Capital Plan, therefore, commits the City to the first year of capital projects, with conditional approval for those projects listed in the five future planning years. Each year, the Capital Plan is updated with the inclusion of the previously approved capital budget in "Prior Year Appropriations" and the addition of a planning year in order to maintain a six-year program.

◆ Capital Plan Preparation Calendar

The Capital Plan is prepared annually, typically beginning with a planning session in October for key department and division heads. At the meeting, the city manager, along with the budget and planning staffs, presents information concerning the City's environment for long-range capital planning and reviews the City's existing long-range plans and guidelines. The budget staff reviews the projects included in the previously approved Capital Plan and discusses the requirements for submitting new projects for consideration in the upcoming plan. Subsequent steps in the Capital Plan preparation process include the following:

<i>October to December</i>	Departmental preparation of project requests: Requests include information concerning project justification (objectives, who benefits, and priority), cost estimates, available resources, project timing requirements, and impact on the operating budget.
<i>January</i>	Budget and planning staff review of project requests: Review includes detailed verification of project description, justification, priorities, and cost estimates.
<i>February</i>	Budget staff draft of initial projects to be included in the upcoming Capital Plan: Draft is reviewed internally with departments, assistant managers, and the city manager.
<i>March to April</i>	Capital Plan proposal along with the annual operating budget proposal prepared for submission to the Mayor and City Council in late May.

◆ Capital Plan Overview

The Capital Plan provides a capital appropriations schedule for fiscal years 2018-2023 totaling \$404.0 million. This total includes projects funded by general fund, two-thirds bonds, utility revenue bonds, state and federal grants, gasoline taxes, North Carolina Municipal Leasing Corporation proceeds, capital reserves, and other resources. The document is organized by the city's six strategic focus areas: economic vitality and diversity, safe and secure community, livable neighborhoods, healthy environment, quality transportation, and service excellence. The final section of this document provides a list of unmet capital needs totaling \$648.8 million.

◆ Expenditure Overview: 2018-2023

Economic Vitality and Diversity Projects

Focus Area Objectives:

- Recruit and Retain Employers
- Promote Downtown Revitalization
- Promote Commercial Development in Economically Disadvantaged Areas
- Enhance Skills of Workforce
- Develop and Redevelop Commercial/Industrial Parks/Sites
- Assist Small Businesses

Economic vitality and diversity projects represent \$2.0 million, or 0.5%, of the total Capital Plan for 2018-2023.

Projects in this focus area include Convention Center Capital Renovations (\$1.5 million), and parking deck renovations (\$530,000).

The Capital Plan includes funding to address capital maintenance needs at the M. C. Benton, Jr. Convention and Civic Center. Under the City's agreement with Noble-Interstate Management Group, the City will continue to provide \$250,000 per year for capital needs at the convention center (\$1.5 million over the next six years). The City's contribution for FY 2017-18 was appropriated during FY 2016-17 for capital needs related to the renovation of the Benton Convention Center.

Safe and Secure Community Projects

Focus Area Objectives:

- Expand Community Policing
- Reduce Crime and Fear of Crime
- Enhance Fire Prevention Programs
- Improve Public Safety Service Quality

Safe and secure community projects total \$10.0 million, or 2.5%, of the total Capital Plan for 2018-2023.

Investments in safe and secure community over the six-year period include regular replacement of fire apparatus (\$9.1 million), public safety facility renewal projects for regular "wear-and-tear" maintenance (\$790,000), and fire station land acquisition (\$150,000).

Livable Neighborhoods Projects

Focus Area Objectives:

- Improve Character and Condition of Neighborhoods
- Expand Housing Assistance Programs
- Support Public Art/Community Appearance
- Preserve Historic Resources
- Support Inclusion of Community Populations

Livable neighborhoods projects represent \$17.3 million, or 4.3%, of the total Capital Plan for 2018-2023.

The five-year Consolidated Housing and Community Development Plan accounts for the total planned appropriations (\$10.8 million).

Major projects associated with parks and recreation programming include: playground renovations, swimming pool repairs, gym floor renovations, recreation facilities renewal projects for regular "wear-and-tear" maintenance, recreation facilities sidewalk and roadway resurfacing, lighting renovations, and picnic shelter renovations/replacements (\$6.5 million).

Healthy Environment Projects

Focus Area Objectives:

- Protect Land and Reduce Sprawl
- Enhance Air Quality
- Support Green Initiatives
- Manage Water Quality and Quantity
- Develop Comprehensive Solid Waste Management Strategies
- Expand Open Space and Recreation Facilities
- Expand Access to Healthy Food Options

Healthy environment projects represent the largest investment, \$314.3 million or 77.8%, of the total Capital Plan for 2018-2023.

Healthy environment projects include major capital investments in solid waste disposal, water/wastewater treatment, water distribution/wastewater collection, and stormwater management. The solid waste disposal capital projects include expansion of Hanes Mill Road Landfill and development upgrades at Hanes Mill Road Landfill (\$1.1 million).

Water and sewer system projects (\$302.2 million) include upgrades to water and wastewater treatment facilities and reinvestments in the 100 year old water distribution and wastewater collection system. Major projects include collection system improvement programs (\$66.2 million), phase II modernization of the R.W. Neilson Water Treatment Plant (\$60.0 million), advanced meter infrastructure (\$40.0 million), South Fork basin capacity improvements (\$31.7 million), and wastewater treatment plant expansion (\$20.5 million). The City-County Utility Commission will approve each project-related contract as the projects are scheduled for implementation.

Stormwater projects include public stormwater infrastructure renovations (\$5.2 million), city yard remediation (\$3.0 million), basin study updates (\$1.5 million), and drainage improvements on private property (\$1.3 million).

Quality Transportation Projects

Focus Area Objectives:

- Improve Integrated Road Network
- Expand Bike/Sidewalk/Greenway Network
- Enhance Public Transit

Quality transportation projects total \$54.9 million, or 13.6%, of the total Capital Plan for 2018-2023.

Quality transportation projects are categorized as streets and sidewalks projects and mass transit projects. These projects invest in Winston-Salem's transportation system over the next six years. The streets and sidewalks section of the Capital Plan includes bridge repair and replacements, additional sidewalk construction and repairs, street resurfacing, traffic calming, and traffic safety projects (\$30.7 million).

The six-year Capital Plan provides for investments in future greenways using an allocation of the \$5 motor vehicle privilege tax designated for non-vehicular transportation (\$1.2 million).

The six-year capital plan for the Winston-Salem Transit Authority (WSTA) includes the replacement of fixed route and Trans-AID buses, transit equipment replacement, bus facilities program, transit facility renovations, vehicle maintenance, passenger amenities, and security enhancements (\$23.1 million). The Federal Transit Administration provides most of the funding for these projects. Fixed route and Trans-AID bus replacements are included in the Capital Plan to show WSTA’s projected replacement schedule; however, some replacements currently are unfunded.

Service Excellence

Focus Area Objectives:

- Ensure Service Delivery Efficiency and Effectiveness
- Enhance Employee Professional Development and Training
- Maintain City’s Financial Strength
- Expand Policy and Oversight and Reporting Mechanisms

Service excellence projects total \$5.4 million, or 1.3%, of the total Capital Plan for 2018-2023.

Projects include general government facility renewal projects for regular “wear-and-tear” maintenance (\$1.7 million), telephone maintenance and system upgrade planning (\$3.2 million), and information systems infrastructure improvements (\$468,000).

◆ **Funding Source Overview: 2018-2023**

Bonds

Bond financing accounts for 36.7% of the total resources in the 2018-2023 Capital Plan.

Two-Thirds Bonds

The Mayor and City Council has statutory authority to issue bonds without a referendum in amounts up to two-thirds of the net retired principal debt in the previous year. These bonds are referred to as "two-thirds" bonds. The six-year Capital Plan includes \$16.8 million in two-thirds bond projects, including renovations to the City’s infrastructure and major maintenance of City facilities.

The following presents a breakdown of two-thirds bond funding by strategic focus area.

Quality Transportation	45.5%
Livable Neighborhoods	38.8%
Service Excellence	10.1%
Safe and Secure Community	5.6%

A complete list of the projects to be funded from two-thirds bonds can be found on page 18.

Two-thirds bonds account for \$16.8 million of the total resources in the Capital Plan.

Revenue Bonds

The Mayor and City Council may authorize the issuance of revenue bonds for those enterprise funds that will generate their own revenues. No debt limitations are applied, and voter approval is not required because property taxes are not pledged to retire revenue bonds. The six-year Capital Plan includes \$131.1 million in revenue bonds to finance water and sewer capital projects.

Revenue bonds represent the largest funding source, \$131.1 million, of the total resources in the Capital Plan.

Intergovernmental Resources

Intergovernmental resources represent 14.7% of the total resources in the Capital Plan.

Intergovernmental resources totaling \$59.4 million include: \$19.6 million in Federal Transit Administration funds for fixed route and Trans-AID bus replacements and other transit-related capital projects; \$10.6 million in State Revolving Loan funds for water and sewer projects; \$8.5 million in Community Development Block Grant funds, HOME Trust funds, and program income for housing development; \$7.5 million from the North Carolina gasoline tax (i.e., Powell Bill funds) for street resurfacing; and \$13.2 million from the North Carolina Department of Transportation for bridge replacements.

Reserves

Reserves account for 44.2% of the total resources in the Capital Plan.

The Capital Plan includes appropriations of \$178.7 million from various reserves and project balances to fund projects in economic vitality and diversity, livable neighborhoods, healthy environment, and quality transportation.

In the economic vitality and diversity area, the Capital Plan includes appropriations from the parking fund balance to provide for parking deck renovations (\$530,000).

In the livable neighborhoods area, the Capital Plan includes appropriations from housing finance assistance fund balance to provide for single-family housing production and homeowner assistance (\$2.3 million).

In the healthy environment focus area, capital reserves are appropriated to fund improvements for solid waste disposal, the water and sewer system, and stormwater management. The plan appropriates \$1.1 million in solid waste disposal fund reserves for continued expansion of Hanes Mill Road Landfill and development upgrades at Hanes Mill Road Landfill. The plan also appropriates \$160.3 million in water and sewer fund balance to provide for major maintenance of water and wastewater treatment facilities and water distribution and wastewater collection system improvements. The Capital Plan also appropriates \$11.0 million in stormwater management fund balance to pay for public drainage system improvements and

drainage improvements on private properties that meet the criteria of the City's "70/30" policy.

The Capital Plan includes \$3.5 million from Winston-Salem Transit Authority reserves to provide the local match for federal transit capital funds. This amount includes the use of reserves to match future grants for fixed route and Trans-AID bus replacements.

Other

Other resources account for \$17.8 million, or 4.4%, of the total resources in the Capital Plan.

Motor Vehicle Privilege Tax

In August 2005, the North Carolina General Assembly adopted local legislation that permitted the City to increase the motor vehicle privilege tax from \$10 up to \$20, in \$5 increments. In February 2006, the Mayor and City Council authorized the levy of the first \$5 of the new motor vehicle privilege tax. According to the legislation, one-third of the proceeds from the new tax must be used for traffic management functions such as traffic calming, one-third must be used for public transit such as bus and streetcar systems, and one-third must be used for non-vehicular transportation functions such as sidewalks and greenways. The Capital Plan includes \$3.5 million in proceeds from the first \$5 for the purposes noted above, except non-capital transit expenditures. The Mayor and City Council has not adopted the second \$5 increment. A complete list of the projects to be funded from this tax can be found on page 20.

The motor vehicle privilege tax accounts for 0.9% of the total resources in the Capital Plan.

North Carolina Municipal Leasing Corporation

The Capital Plan finances \$14.3 million in capital needs through the North Carolina Municipal Leasing Corporation (NCMLC). This funding will be used for the regular replacement of fire apparatus, information technology infrastructure improvements, telephone maintenance and system upgrade planning, and facility improvements at the M.C. Benton, Jr. Convention and Civic Center.

Financing these capital needs through the NCMLC accounts for 3.5% of the total resources in the Capital Plan.

◆ Impact on the Operating Budget: 2018-2023

Several projects in the Capital Plan would have a quantifiable impact on the City's operating budget once they are completed. A summary is provided below:

Economic Vitality and Diversity

- Convention Center Capital Renovations (\$1.05 million in general fund support over the six-year period per the agreement with Noble-Interstate Management Group)

Safe and Secure Community

- Fire Apparatus Replacement (\$3.0 million in general fund support over the six-year period for 10-year lease payments, offset by retiring lease payments)

Service Excellence

- Information Technology Infrastructure Improvements (\$1.8 million in general fund support over the six-year period for 5-year lease payments, offset by retiring lease payments)
- Telephone Maintenance and System Upgrade Planning (\$404,000 in general fund support over the six-year period for 5-year lease payments, offset by retiring lease payments)

The impact to the general fund budget over the next six years totals \$6.2 million, for an average annualized impact of \$1.0 million.

A more detailed description of each project's operating impact can be found in the following strategic focus area sections, which include a description and financial summary for each project.

◆ **Unfunded Capital Needs**

Over the last several years, the City staff has compiled a list of unmet capital needs through feedback from the Mayor and City Council, departments, and citizens. In December 2010, the Mayor and City Council created the Citizens' Capital Needs Committee to review these unmet needs and make recommendations for what the Mayor and City Council should consider for a potential bond referendum. In April 2011, the Mayor and City Council formally received the report of the Citizens' Capital Needs Committee.

Beginning in February 2014, the Mayor and City Council held a series of meetings to review the City's unfunded capital needs totaling \$709 million. During the review process, the Mayor and City Council considered what projects would be appropriate for a potential bond referendum, what the city could afford to address, and the possible impact on the tax rate. In November 2014, voters approved a bond referendum totaling \$139.2 million to address needs in the following areas: economic development, housing, public safety facilities, recreation and parks, and streets and sidewalks.

The list of unfunded capital needs, which total \$648.8 million, does not include projects funded from the voter-approved general obligation bonds.