

CITY OF BURWELL

GARFIELD COUNTY, NEBRASKA

CAPITAL IMPROVEMENT PLAN FY 2025-2029

ACCEPTED BY THE CITY OF BURWELL, NEBRASKA
SEPTEMBER 10TH, 2024

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CAPITAL IMPROVEMENT PLAN

The City of Burwell's Capital Improvement Plan (CIP) is a five-year document which directs development and improvement projects across the community. Using creative approaches and community input to develop projects that move Burwell forward, the Capital Improvement Plan focuses on addressing our community's infrastructure needs, including:

- Streets and stormwater drainage
- Parks, trails and open spaces
- City buildings, such as city hall, community centers, and similar facilities.
- Water, wastewater, and electric utilities
- Technology and public safety radio system upgrades

WHAT IS A CAPITAL IMPROVEMENT PLAN?

A Capital Improvement Plan (CIP) contains all the individual capital projects, equipment purchases, and major studies for a local municipality. In larger municipalities, it is established in conjunction with construction and completion schedules, and in consort with financing plans. The plan provides a working blueprint for sustaining and improving the community's infrastructure. It often coordinates strategic planning, financial capacity, and physical development. For a larger city, the Planning, Public Works, and Finance departments will complete the CIP jointly. In Burwell, the City Administrator takes on these functions.

A CIP has two parts – a capital budget and a capital program. The capital budget is the upcoming year's spending plan for capital items. The capital program is a plan for capital expenditures that extends typically five to ten years beyond the capital budget.

What are the benefits of developing a Capital Improvement Plan?

A complete, properly developed CIP delivers the following benefits:

- Synchronizes capital and operating budgets
- Systematically evaluates competing demands for resources based on a prioritization matrix reflecting the entity's long-term goals and objectives
- Identifies, prioritizes, and optimizes the financing of capital projects
- Helps identify Federal and State grants
- Links strategic and comprehensive plans with fiscal capacity
- Informs the public about the government's investment in infrastructure

What are the features of a Capital Improvement Plan?

The CIP typically includes the following information:

- A listing of the capital projects, equipment, and major studies
- A ranking of projects
- A financing plan
- A timetable for the construction or completion of the project
- A project justification
- A classification, itemization and explanation for the project expenditures

The CIP is the result of an ongoing infrastructure planning process, which provides flexibility and takes advantage of opportunities for funding capital improvement expenditures. The Fiscal Years 2025-2029 CIP is developed utilizing adopted policies and current plans, input from the public, professional peer review, and review and approval of the City's elected officials. A draft CIP is made available to the general public and elected officials for review and comment. Input from the public occurs at many levels. As additional planning documents are developed and adopted, there are public input opportunities to ensure that the plans reflect community input and need. Throughout the year staff and Council receive comments, suggestions and concerns from the public related to needed improvements which are incorporated into the CIP as appropriate. As part of the CIP development and adoption process for the one-year and five-year plans, the public is encouraged to provide comments. The projects and project schedules shown in the CIP are part of the basis for preparation of the City's overall budget and can play a role in the staff work plans for that year.

Typically, there are more project requests than can be funded in the five-year CIP period, so City staff will need to conduct an internal project ranking of each project relative to all others. The criteria used in this internal ranking include, but are not limited to the following;

- Council Goals – Supports the goals established by the City Council. Meets the city-wide long-term goals and is based upon plan recommendations.
- Comprehensive Plan – Proposed upgrade or expansion of infrastructure systems is identified in the City Comprehensive Development Plan and/or the Strategic Plan.
- Health and Safety – Enhances, improves, or protects the overall health, safety and welfare of the City's residents.
- Regulatory Requirement – Proposed upgrade or expansion satisfies regulatory or mandated requirements, standards and specifications.
- Outside Funding/Partnership – That funding sources other than dedicated City resources, are identified, requested, committed, or
- Upgrade Serviceability – To determine if the project has the potential to coincide with other CIP projects to minimize financial costs and development impacts, and to maintain and enhance the efficiency of providing services to the citizens of the City.

City staff can combine these criteria with public input received throughout the year along and additional identified areas of concern to determine if projects need to be added to the CIP master document. They then analyze the financial impact of the CIP as well as the City's ability to process, design, construct, and ultimately maintain the constructed infrastructure. It is the intent that the review team will meet periodically throughout the year to evaluate the progress of the projects and determine future needs of the city. The overall goal of City staff is to develop CIP recommendations that:

- Preserve the past by investing in the continued upgrades of City assets and infrastructure.
- Protect the present by performing improvements to existing infrastructure and facilities; and
- Plan for the future. Items such as minor equipment and routine expenses will not be included in the CIP as they are accounted for in other budget items of the City's annual budget. In addition, the operating or maintenance impact of the proposed CIP projects are not included in the CIP project costs. These costs will be accounted for in other budget items of the City's annual budget.

CIP POLICY GUIDANCE

In order to promote consistency and continuity in decision making related to capital improvement planning and to set the general parameters within which capital spending decisions are made, the following policy is established for the City's Capital Improvement Plan (CIP). As a matter of general policy, the goals of the CIP are to:

- A. Consistently make decisions related to capital improvement aligned with overall City goals and objectives regarding the physical and economic development of the community, asset management, and the provision of public services.
- B. Promote financial stability and focus attention on the City's long-term financial capacity to meet capital needs.
- C. Effectively communicate the City's priorities and plans for undertaking capital projects to internal and external stakeholders.

Definitions

Capital Planning. At least every other year, the City Administrator should submit a five-year capital improvement plan (CIP) to the City Council. The CIP shall seek to assure the adequate condition and sustainability of the City's infrastructure, facilities, and capital investments. The CIP should also address the City's priorities as well as federal and state mandates. In addition, estimated capital needs for a further five-year period are to be included to facilitate long-term capital planning.

Capital Expenditure. A capital expenditure is the cost of new construction, renovation, acquisition or capital maintenance of City infrastructure, facilities, or other capital investments, to ensure the continuation of service, enhance operations, and promote economic development. The City should make efforts to fund capital expenditures through an increase in General Fund spending and commitment of "non-recurring" revenue sources. As a target, the City should work to budget two (2.0) to five (5.0) percent of the General Fund for capital expenditures each year.

Capital Project. Notwithstanding the definition of capital expenditure or capital asset as established for capital budgeting and accounting purposes, a capital project shall be defined for the purposes for the CIP as follows: A capital project is an outlay that results in the acquisition of, or addition to, a capital asset with an anticipated useful life of not less than five (5) years and meets the capital project threshold as defined in the next section below. This definition includes, but is not limited to, capital projects undertaken to:

- Acquire new or expand existing physical facilities or infrastructure.
- Acquire large scale renewal, improvement, or replacement of physical facilities or infrastructure that is not routine maintenance. Renewal and improvement expenditures are those that improve an asset's productivity, significantly extend its useful life, or change the character of the asset.
- Acquire major pieces of equipment, vehicles, and other capital stock, including expenditures when aggregated or consolidated into a single project.
- Procure engineering or architectural studies and services related to public improvements.
- Acquire land or make improvements to land.

Capital Project Threshold. The capitalization threshold, or minimum value of an asset at the time of acquisition, is generally established as follows:

- Infrastructure - \$50,000
- Facilities and Land - \$50,000
- Vehicles - \$20,000
- Machinery & Equipment - \$20,000

Projects meeting the above definition and threshold shall be eligible for consideration and inclusion in the bi-annually updated CIP.

Facilities. Permanent structures erected above ground, together with fixtures attached to and forming a permanent part of the building, for the purpose of sheltering persons or personal property. The cost of buildings includes all labor, materials, and professional services required to construct the building, and any other costs to put the building into its intended use. Facility improvements. Major repairs, renovations, or additions made to a building that increase the future service potential of the building and benefit future periods. The buildings and the improvements become one and are inseparable. Examples of building improvements include major repairs, renovations, or additions such as addition of a new wing or a new air conditioning system. Infrastructure. Long-lived capital assets that normally can be preserved for a significantly greater number of years than most capital assets and that are normally stationary in nature. These include roads, sidewalks, bike paths, bridges, buildings, drainage systems, water systems, sewer systems, etc.

Land. An inexhaustible asset that has an unlimited life and therefore is not depreciated. Land improvements. Betterments, improvements, and site preparations that ready land for its intended use. Like the land itself, these improvements are inexhaustible and therefore not depreciated. Some examples of land improvements would be excavation, filling, grading, demolition of existing buildings, and removal or relocation of other property (telephone or power lines).

Life cycle cost. The total cost of an asset over its life cycle including initial capital costs, maintenance costs, operating costs, and the asset's residual value at the end of its life.

Useful life. The period over which a capital or infrastructure asset has utility to the City in performing the function for which it was intended.

Capital Improvement Planning and Implementation.

The CIP is a proposed schedule for the expenditure of funds to maintain, acquire, or construct necessary capital projects over the next five-year period. This CIP provides the public, residents, and stakeholders transparent information on how the City plans to address significant capital needs. The CIP is reviewed annually and revised based on current community needs, asset conditions, available resources, and funding opportunities. The CIP process generally precedes or runs simultaneously with the budget process and is used to develop the capital project portion of the annual budget. Approval of the CIP by the City Council does not equate to a final approval of all projects contained within the document. With approval of the CIP, the City acknowledges that the projects contained in the document represent a reasonable interpretation of the anticipated needs for the City and that projects contained in the first year of the CIP are suitable for inclusion for the current fiscal year's budget.

The governing body should adopt the CIP during a public meeting of the City Council. Once adopted, implementation of the projects listed in the Capital Improvement Plan shall follow any established and/or amended City Purchasing Policies. The CIP may be amended by the City Council as recommended by City staff. Amendments may include any change to the CIP such as the addition of a new project, change in the priority of a project, change in the proposed commencement year, or adjustment of the estimated project costs.

DEVELOPING THE CAPITAL IMPROVEMENT PLAN

First, Identify Needs

The first step in capital planning is to identify needs by recognizing and categorizing the City's capital assets and developing a capital asset life cycle for major capital assets. The capital asset life cycle includes costs to operate, maintain, administer, and renew or replace the capital asset. This will assist in identifying the need and schedule for capital asset replacement or major renewal. In addition, the City will use information such as development projections, strategic plans, comprehensive plans, facility master plans, and regional plans to assist in identifying present and future service needs that require capital infrastructure or equipment. Determine financial impacts.

When developing the multi-year capital program, the full extent of the capital project will be considered, to include the following:

- The scope and timing of a planned project.
- Any potential revenues gained from the completed project.
- Adjusted cost projections based on anticipated inflation for projects spanning more than one year.
- A clear estimate of all major components required to implement a project, including land acquisition needs, design, construction, contingency, and post-construction costs.
- The quantification of ongoing life cycle costs associated with each project and identification of the sources of funding for those costs.

Next, Prioritize Capital Requests

Capital projects will receive a higher priority based on their alignment with key factors that provide a benefit to the community. Some criteria for priority consideration are listed below.

- Meets a policy goal or fulfills a strategic objective of the City.
- Does the project directly align with a strategic objective of the governing body?
- Is the project identified in a recent land use or other study?
- Is the project a specific request of the City Council?
- Is the project a specific request of a neighborhood group or other local organization?
- Does the project assist in reducing the annual operating budget?
- Is required under a state or federal mandate, law, or regulation.
- Will the City incur a fine or penalty if this project is not complete?
- What is the deadline for the City to be in compliance?
- Mitigates or eliminates a known health or safety hazard
- Maintains and improves the delivery of public services to a significant portion of the population.

- Spurs economic development.
- Includes other funding sources such as state or federal grant funds.

CIP Submission and Review by Departments.

In order to evaluate the merits of capital project requests and to allow each project due process in evaluations, capital projects proposed should be accompanied, at a minimum, by the following information:

- Project title, physical description, and definition of scope
- Demonstration/justification of need
- List of alternative options considered
- Risk assessment
- Project schedule
- Capital cost estimate
- Statement of impact on the operating budget
- Relationship to other planned projects
- Department's priority ranking of the project
- Recommended/ anticipated funding sources

Each project shall be described such that development phases are delineated as separate stages of the project, such as land acquisition, design, and construction, and each phase may span beyond a single year.

Progress Reporting

City staff will provide regular updates to the governing body on the implementation progress of the CIP.

STREETS

The streets section of the Capital Improvement Plan is designed to reflect the desires of the community as described in the comprehensive plan as well as the previous work completed in the City's One and Six Year Road Plan. This section of the CIP includes not only surface roadways but sidewalks and alleys as well. For Burwell, the CIP notes that the majority of projects are funded from annual funds distributed to the community from the State of Nebraska. However, funding for street projects can be funded from a combination of sources including additional grants, bond elections, property taxes, sales taxes, and impact fees.

Sidewalk projects are identified as being funded by the Safe Routes to School but can also be funded by the Transportation Alternatives and Recreational Trails programs. The latter of these funding sources work best when connecting parks or other significant point of interest in the community.

Additionally, these funding sources can be used in combination with Community Development Block Grant funds (CDBG) to potentially stretch projects across multiple funding streams. CDBG funding can also be used for streets, ADA accessibility, and underground infrastructure provide one of the program's national objectives can be met.

Projects for this category are listed in the table below.

Project	FY 2025	FY 2026	FY2027	FY2028	FY2029	Funding Sources
Downtown Alley Reconstruction	\$66,000					State
7th & H intersection replacement	\$65,000					State
8th - Grand to F Street	\$178,000					State
Gregory - South of F St.	\$2,333,000					State
D Street - 9th to 8th Street		\$204,000				State
Railway - L to J Streets		\$274,000				State
12th - Railway to F				\$409,000		State
H St. - 13th Ave. to 9th Ave.; "I" St. - 13th			\$2,406,000			State
Ave. to 10th Ave.; Railway St. - "J" St. to "G"						
St.; 11th Ave. - "G" St. to "H" St.; 10th Ave. -						
G St. to "H" St.						
10th - I to H Streets				\$137,000		State
11th - L to I Streets					\$163,000	State
9th - I to J Streets, I - 8th to Railway					\$452,000	State
Burwell - Valley Vista to G Street			\$326,000			State
Sidewalk improvements both sides: 9th Ave. - "D" St. to "J" St.; "F" St. - 10th Ave. to 6th Ave.; "H" St. - 13th Ave. to 11th Ave.; "H" St. - 11th Ave. to 4th Ave. (south side); 7th Ave. - "D" St. to "L" St. (west side)		\$762,000				Safe Routes to School
F Street - 12th to 13th				\$406,000		State
Safe Routes Sidewalk - 7th to L Streets		\$230,000				Safe Routes to School
8th - D to 7th Streets				\$392,000		State
Various Alleys					\$892,000	State
Total	\$2,642,000	\$1,470,000	\$2,732,000	\$1,344,000	\$1,507,000	

PUBLIC SAFETY

Public Safety projects include not only the development of new facilities but the purchase of equipment. Aside from local property tax or sales tax revenue, grants from state and federal agencies are often utilized for the purchase of equipment or to help fund construction projects. In addition, private foundations often assist public safety agencies funding needs, especially for equipment purchases.

While specific funding streams are not identified for public safety needs in the CIP, the Burwell community should consider specific sales or property tax dedications to help address public safety needs. These local funds can serve as a potential match for outside funding sources.

Public Safety priorities are illustrated below. Even if the City would be contracting with the County Sheriff's Department for patrol, the City should plan for patrol vehicle capital expense.

Project	FY 2025	FY 2026	FY2027	FY2028	FY2029
Police patrol car					\$65,000

The City should also be prepared to lend support to Burwell Volunteer Fire Department projects, such as:

Project	FY 2025	FY 2026	FY2027	FY2028	FY2029
New Fire Department Building					
Land Acquisition	\$120,000				
Design		\$75,000			
Construction					
New Brush Pumper			\$200,000		
New engine				\$500,000	
Breathing apparatus		\$3,500		\$3,500	
New tanker					\$125,000

ECONOMIC DEVELOPMENT

Economic Development projects are vital for community prosperity and vitality. Successful projects can spur additional economic opportunities and elevate the quality of life in Burwell. These projects can address community aesthetics, job creation, and small business development. The projects shown below are developed based on issues and interests expressed in the comprehensive plan and community conversations that led to its creation.

Additionally, this category includes commercial building/housing rehabilitation and redevelopment. Over the next 5 to 10 years, the number of dwelling units needing repair and/or remodeling will increase; as will the need to provide infill housing opportunities for vacant and dilapidated lots in the community.

Furthermore, this category also includes a line item for additional grant matches. Over the course of the CIP, many funding opportunities will arise that require some level of matching funds. This line item provides “seed money” for future grant applications that can be combined with addition cash or “in-kind” contributions to meet matching fund requirements.

Funding sources for this category can be from a number of sources, many of which are listed below. Another source for funding for this category can the LB840 Local Option program.

Project	FY 2025	FY 2026	FY2027	FY2028	FY2029	Funding Sources
Nuisance Abatement	\$15,000	\$15,000	\$15,000	\$10,000	\$5,000	
Land Acquisition		\$10,000	\$10,000	\$15,000	\$10,000	
Commercial/Downtown Revitalization		\$250,000	\$250,000			NEDED
Wayfinding signage			\$25,000			AARP
Job Training/Business Incubator			\$150,000			NEDED, EDA
Entrance Signage		\$15,000				Foundations
Hub Building exterior rehab			\$75,000	\$750,000		SHPO, NEDED,
Hub Building 3rd floor interior rehab					\$125,000	SHPO, NEDED,
Housing Redevelopment	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	NIFA, NEDED
Grant match	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	
Total	\$225,000	\$500,000	\$735,000	\$985,000	\$350,000	

WATER/SEWER

While many forget about water and sewer infrastructure, everyone takes note of these systems have issues. These two pieces of infrastructure can play a significant role in attracting and/or keeping businesses in Burwell. Thus, these two systems are vital to the retention of families in Burwell. Like many communities, Burwell will need to address issues that relate both to distribution and treatment to keep the overall system for each component viable over the next 5 to 10 years.

While no specific funding sources are identified for these systems, the City of Burwell should utilize funding from the Department of Environmental Quality, Community Development Block Grant Funds, and USDA Rural Development grants or loans for future system expansion, maintenance, and improvement.

Project	FY 2025	FY 2026	FY2027	FY2028	FY2029
South Well backup power			\$350,000		
South well building remodeling		\$200,000			
North Well new electrical connection	\$125,000				
South Well electrical upgrades	\$125,000				
West Well electrical backup				\$350,000	
8 inch main - Railway Street (for Water Tower)		\$250,000			
Upgrade main in alley near school to 8 inches from 4 inches	\$150,000				
Upgrade to 8 inch main - 4th & H St					\$150,000
Upgrade to 8 inch main - 4th & J St					\$150,000
Upgrade 1 inch mains to 8 inch (North Side)	\$250,000				
Upgrade 1 inch main to 8 inch (East Side)		\$250,000			
Upgrade 3 inch mains (West side) to 8 inch			\$250,000		
Upgrade 3 inch mains (East side) to 8 inch			\$250,000		
Upgrade 4 in mains (NW side) to 8 inch				\$350,000	
Upgrade 4 in mains (NE side) to 8 inch				\$350,000	
Upgrade 4 in mains (SW side) to 8 inch					\$350,000
Upgrade 4 in mains (SE side) to 8 inch					\$350,000
Upgrade 2 inch main to 8 inch	\$200,000				
Upgrade sewer mains NW quadrant		\$200,000		\$200,000	
Upgrade sewer mains NE quadrant			\$200,000		\$200,000
Upgrade sewer mains SE quadrant		\$100,000	\$100,000	\$100,000	\$100,000
Upgrade sewer mains SE quadrant		\$100,000	\$100,000	\$100,000	\$100,000
Total	\$850,000	\$1,100,000	\$1,250,000	\$1,450,000	\$1,400,000

PARKS

Park projects contained within the CIP are based on issues raised within the Comprehensive Plan, stakeholder interests, and community conversations. These projects include larger sidewalk/trail segments, park facilities, and equipment where needed/desired. These projects are intended to complement existing economic development and quality of life activities and deepen the impact of those activities.

Like the Streets category, some of the projects listed below can be funded, all or in part, by the Transportation Alternatives Program. Other funding sources that can be utilized include the Land & Water Conservation Fund, Recreational Trails, and private foundation grants.

Project	FY 2025	FY 2026	FY2027	FY2028	FY2029	Funding Sources
10' Sidewalk/Trail Segments		\$75,000	\$75,000	\$75,000	\$75,000	Recreational Trails, Transportation Alternatives Program
Walking Trail at Riverside Park		\$100,000	\$50,000			
Additional Camp sites		\$50,000		\$50,000		LWCF
New Park south of I street			\$200,000			LWCF
Playground improvements	\$15,000	\$25,000	\$15,000	\$30,000	\$15,000	
Swimming Pool improvements					\$1,500,000	
Total	\$15,000	\$250,000	\$340,000	\$155,000	\$1,590,000	

CITY FACILITIES

This portion of the CIP addresses issues that improve the reliability of City operations and increase the overall quality of customer service. It also helps deal with quality-of-life issues for those who live in the community year-round. While no specific funding sources are listed for this category, Burwell should utilize a combination of foundations, local funds, and grant funding from state and federal sources to complete these projects.

Project	FY 2025	FY 2026	FY2027	FY2028	FY2029
Backup Generator at City Hall	\$35,000				
Library Upgrades					
Design		\$120,000			
Construction			\$150,000	\$75,000	
City Garage - Additional Storage		\$150,000			
City Hall Renovations					
Design				\$75,000	
Construction					\$200,000
Total	\$35,000	\$270,000	\$150,000	\$150,000	\$200,000

POST ADOPTION ADDITIONAL STEPS

Once adopted, the Capital Improvement Plan should be reviewed annually so that cost estimates are reviewed, additional funding sources identified, and timelines reviewed. In addition, the City can include reviews of financial capacity in relation to capital projects so that the governing body can have a better understanding of how the City's financial position can change as projects are funded and/or completed. In addition, new funding sources, grant matching funds, and other grant funds can be identified as potential sources of project funding. This can be for existing or new projects. Other steps that can be included are items such as building safety audits, detailed project descriptions, and general information about various funding sources.