

Summary of the Fiscal 2014 State Capital Improvement Plan

Introduction

The State of New Jersey's capital program invests in critical short-term and long-term needs essential to the citizens of the state. These needs include preservation of existing capital equipment and facilities; investments in the transportation system; improvements to wastewater treatment and water supply facilities; cleanup of hazardous waste sites; preservation of open space; and construction of local schools and higher education facilities. Together, these investments ensure a clean and healthy environment, provide recreational space, enhance mobility, and generate economic growth and jobs for New Jersey citizens.

The annual capital budget is largely based on the recommendations of the New Jersey Commission on Capital Budgeting and Planning, as provided in this Fiscal 2014 State Capital Improvement Plan. The Commission is composed of members of the Executive branch, Legislative branch, and the public. It prepares the State's Annual Capital Improvement Plan and serves in an advisory role to the Governor and the Legislature. In addition to the Commission, the capital budgeting process includes the Governor's Office, the Office of Management and Budget, the Department of the Treasury, and other State departments and agencies.

This fiscal 2014 plan recommends funding for recurring environmental, transportation, and open space capital expenditures. Given the economic downturn over the last several years, the plan recommends no significant funding for non-recurring capital expenditures.

Capital requests from the Senior Public Colleges and Universities were not considered during the Commission's deliberations for the fiscal year 2014 plan. Because of the anticipated issuance of Building Our Future Bond Act Funds, capital requests from the colleges will be reviewed through the process established by the Secretary of Higher Education. The Commission, as required by P.L. 2012, c.41, section 25, will review projects recommended through that process.

Role of the New Jersey Commission on Capital Budgeting and Planning

The New Jersey Commission on Capital Budgeting and Planning was established in 1975 (P.L.1975, c. 208) and provides the State with a systematic and concentrated focus on the investment of limited capital resources and preservation of capital assets. Acting in an advisory role to the Governor and the Legislature, the Commission's specific responsibilities are:

- To develop the State Capital Improvement Plan and submit it to the Governor and the Legislature;
- To recommend capital projects for inclusion in the annual budget;
- To analyze and report on the impact of capital spending programs on future operating expenses;
- To develop and prioritize short and long-term capital spending plans and the means to fund them;
- To review capital projects recently completed or under construction;
- To make recommendations as to the maintenance of State facilities and,
- To consider the annual State of New Jersey Debt Report.

Comprised of four public members, four legislative members, and four members from the Executive Branch, the Commission is designed to be a permanent and bipartisan body. Of the four public members, the Governor appoints two members while the President of the Senate and the Speaker of the Assembly each appoints one member. The chairperson of the Commission is annually elected from the four public members. The Commission's staff consists of an executive director and staff from the Capital Planning Unit of the Office of Management and Budget, (OMB).

New Jersey's Capital Planning Process

In addition to the Capital Planning Commission, the Treasurer (who is a member of the Capital Planning Commission) determines the amount of funding available and provides target figures for the upcoming fiscal year's capital recommendations. The Governor's office, as the final arbiter of all requests and recommendations, provides guidance to ensure capital recommendations meet policy goals and objectives. Accordingly, a member of the Governor's Office is also represented on the Capital Planning Commission.

State agencies are responsible for evaluating the condition of their facilities, determining their priorities, estimating capital costs, and preparing a seven-year capital request. These agencies have the opportunity to appear before the Capital Planning Commission to present testimony on their capital requirements and provide additional information as requested by the Commission.

To provide a consistent and integrated system for capital requests and information, the State of New Jersey uses a computerized database program that resides on the State's information network and is accessible to all participating agencies. In addition to their annual capital requests, agencies are required to input their capital needs over short-range (three years) and long-range (seven years) periods, including project descriptions, justifications, priorities, costs, funding sources, and impact on future operating costs. The information submitted in agencies' capital project requests is reviewed and analyzed by the Commission and OMB, culminating in the generation of the annual State Capital Improvement Plan.

Capital Definition and Funding Methods

A capital project includes the acquisition of land, new structures and equipment, and other projects whose cost of land, planning, furnishing and equipment is estimated over \$50,000. Projects or acquisitions under \$50,000 are appropriated in the maintenance accounts in the Direct State Services section of the Budget. New Jersey funds capital projects by means of four methods:

- Through general obligation bonds approved by voters and guaranteed by the State;
- Through bonds issued by semi-autonomous authorities, normally repaid over the life-expectancy of the project and funded by annual appropriation of the Legislature;
- Annual pay-as-you-go capital appropriations and;
- A master lease program.

In the master lease program, debt service on projects cannot exceed three years and the useful life must be at least five years. The types of projects funded through the master lease include automobiles, computers, and telecommunication systems. This is in contrast to new construction, major rehabilitation of buildings, land acquisition, with a useful life of at least 20 years, undertaken by semi-autonomous authorities or paid through general obligation bonds. The pay-as-you-go capital projects are funded through annual appropriations. These projects include roof replacements, building equipment acquisition, renovations, life/safety improvements, and mandated programs such as open space acquisition, shore protection, remediation of hazardous waste and industrial sites, and transportation programs.

Funding Criteria

Because of the large number of capital requests, the Commission applies strict criteria to ensure that only the most urgent and necessary projects are recommended for funding. Due to continuing economic challenges, the Commission centers its attention on projects that are focused on life-safety requirements, critical to essential programs, mandated by statute, use non-State funding sources, or preserve State assets.

Fiscal 2014 Capital Recommendations

For fiscal year 2014, the Commission was presented with \$2.66 billion in General Fund capital requests from State departments. After holding public hearings from October of 2012 through January of 2013, the Commission recommended funding of \$1.55 billion for capital projects.

Of the \$1.55 billion recommended for capital projects in fiscal 2014, \$1.43 billion (or 92%) is for programs funded by dedicated revenue in the State Budget. Of the dedicated revenues, the Commission recommends \$1.22 billion for transportation infrastructure improvements, \$25.0 million for shore protection, \$25.0 million for underground storage tank remediation, \$16.8 million for park development, \$21.3 million to clean up contaminated industrial sites, \$25.0 million for mitigation of hazardous waste sites, and \$98.0 million for open space preservation. Also recommended is \$26.7 million for discretionary projects for departments and agencies and \$92.6 million for New Jersey Building Authority Debt Service.

A summary of the recommendations by department is displayed in Table 1.

Table 1
FY 2014 Capital Recommendations (\$000's)

<u>Department</u>	<u>Recommended</u>
Agriculture	\$0
Children and Families	\$240
Corrections	\$5,910
Education	\$0
Environmental Protection	\$122,100
Human Services	\$7,775
Law and Public	\$2,200
Juvenile Justice Commission	\$1,550
Military and Veterans Affairs	\$0
Transportation	\$1,222,701
Treasury Office of Information Technology	\$0
Interdepartmental Accounts	\$190,616
The Judiciary	\$0
Total	<u>\$1,553,092</u>

In addition to the \$1.55 billion in capital recommendation, funds from proceeds on the sale of surplus State property may be used to fund capital improvement projects. Major construction projects proposed in the Capital Improvement Plan may also be funded through sources other than the General Fund that include the New Jersey Building Authority, the Economic Development Authority, general obligation bond funds, and other funding sources.

Highlights -- Recommendations by Departments and Programs

Environmental Protection

For the Department of Environmental Protection, \$122.1 million is recommended, including \$21.3 million for Cleanup of Hazardous Substance Discharges, \$25.0 million in loans and grants for Brownfields Redevelopment projects, \$25.0 million for Shore Protection, \$25.0 million for Underground Storage Tank remediation, and \$16.8 million for Parks Development and Conservation projects. These

four mandated programs are funded through dedicated sources. In addition, \$9.0 million is recommended for the HR-6 flood prevention program. Both the HR-6 and Shore Protection programs will generate substantial federal matching funds.

Department of Transportation

New Jersey lies at the heart of a giant metropolitan area stretching from Boston to Washington, D.C. To take advantage of this unique position, New Jersey's highways, buses, and rail service provides businesses with a responsive and reliable transportation system that moves people and goods. To ensure such a system's effectiveness, the fiscal 2014 recommendation for the Transportation Trust Fund (TTF) is \$1.22 billion. The funds are derived from the constitutional dedications of motor fuel taxes and the petroleum products gross receipts tax, as well as a portion of the sales tax, toll road authority contributions and certain motor vehicle and insurance surcharge fees. Such funds, in combination with federal and Port Authority of New Jersey and New York funds, will pay for debt service on bonds issued by the Transportation Trust Fund Authority and for capital improvements to the State's highway and mass transit systems.

Interdepartmental Accounts

For fiscal 2014, \$190.6 million is recommended in the Interdepartmental budget, consisting of \$98.0 million for the constitutionally-mandated Open Space, Farmland, Parks and Historic Preservation programs and \$92.6 million for New Jersey Building Authority debt service.

Other Capital Recommendations

Other funding recommended for various departments totaled \$17.7 million for preservation, life/safety, compliance, and other critical projects including:

- Asbestos abatement at day schools within the Department of Children and Families, (\$240,000).
- Steam line replacements, asbestos abatement, and new windows at Corrections facilities, (\$5.9m).
- Emergency generators, replacement of roofs and HVAC systems at Human Service developmental centers, (\$7.8m).
- Emergency generators at State Police Division Headquarters, (\$2.2m).
- Fire suppression systems and roof replacements at buildings on the campus of the New Jersey Training School for Boys, (\$1.6m).

Maintenance of State Facilities

As part of its mission, the Commission is required to comment on the maintenance of State buildings and building systems. The Commission recommends that State departments and agencies review their facility maintenance operations to ensure that they adhere to the principles, practices and techniques of maintenance management. Because proper maintenance is critical to the protection and preservation of New Jersey's capital assets, each facility's maintenance operation should, at a minimum, incorporate a set of management practices that include:

- An inventory of items that require periodic maintenance, such as HVACs, pumps, motors, and other electrical and mechanical systems;
- A preventive maintenance program;
- A work order system that distinguishes the various types of maintenance work performed;
- A work control center responsible for planning, estimating, scheduling, and tracking work;
- A materials inventory system;
- A maintenance management information system that determines what has been accomplished with the available work force, time, and material resources.

Long-term Debt

The State Capital Improvement Plan is required to include a report on the overall State debt, assessing the State's ability to increase such debt and recommending the amount of increase, if any. In January 2013, the Commission reviewed the fiscal 2012 *State of New Jersey Debt Report* submitted by the Office of Public Finance and voted to accept the report's findings.

The Commission advocates a prudent policy of debt management to ensure fiscal responsibility. Capital projects that are undertaken utilizing long range financing, whether through general obligation debt or debt subject to appropriation, must be essential to the citizens of the State and critical to State operations. The Commission endorses the concept that pay-as-you-go capital funds should be used primarily for repairs, renovations, and additions to State-owned facilities. Projects funded with pay-as-you-go capital are relatively small, less costly, and can be funded through annual appropriations. General obligation debt and debt incurred by autonomous authorities, however, should be used to finance costly capital construction projects that yield substantial benefits to present and future generations. Such projects should have a useful life equal to, or exceeding, the time required to retire the debt.