



Village of **Lake Orion**
EST 1859

**CAPITAL IMPROVEMENT PROGRAM
FY 2025-26 THROUGH FY 2030-31**

Approved by Village Council on _____, 2025

ACKNOWLEDGMENTS

This Capital Improvement Program was developed and prepared by the Village of Lake Orion administration and Village Council with valuable contributions from Village boards and commissions, consultants, and partners.

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INTRODUCTION

The Village of Lake Orion Capital Improvement Program (CIP) is a multi-year planning instrument used to identify needs and financial resources for significant public improvements; to facilitate the orderly planning of those improvements; to maintain, preserve, and protect Lake Orion's existing infrastructure system; and to provide for the acquisition or scheduled replacement of assets to ensure the efficient delivery of services to the community. The CIP is also utilized to ensure that capital improvements are fiscally sound and consistent with the goals and policies of the Village Council, administration, and residents and business owners.

A comprehensive CIP is an essential tool for the planning and development of the social, physical, and economic wellbeing of the community. This process is a necessary step in an organized effort to strengthen the quality of public facilities and services; provide a framework for the realization of community goals and objectives; and provide a sound basis from which to build and maintain a healthy and vibrant community.

The CIP informs the Village of Lake Orion, residents, business owners, and stakeholders of the village's plans to address significant capital needs over the next six (6) years. Thereafter, the CIP is reviewed annually and another year's projects are added to the CIP. The CIP provides visual representations of the community's needs and may include maps that detail the timing, sequence, and location of capital projects. The CIP may also influence growth as infrastructure projects often impact development patterns.

The benefits the CIP provides for residents, business owners, and stakeholders may include but are not limited to:

- Optimizing the use of revenue
- Focusing attention on community goals, needs, and capabilities

- Guiding future growth and development
- Encouraging efficient government
- Improving intergovernmental and regional cooperation
- Maintaining a sound and stable financial program
- Enhancing opportunities for participation in federal and/or state grant programs

Projects identified in the CIP represent the community's plan to serve both residents and businesses and anticipate the needs of a dynamic community. Projects are guided by various development plans and policies established by the Planning Commission, Village Administration, and Village Council. Plans and policies may include but are not limited to:

- Community master plan
- Redevelopment plans
- Downtown development plan
- Recreation master plan
- Transportation plans and nonmotorized transportation plans
- Asset management plans
- Intergovernmental, regional state, and federal plans
- Administrative plans and policies
- Goals and objectives of the Village Council

CAPITAL IMPROVEMENT PROGRAM OVERVIEW

Preparation of the CIP is done under the authority of the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended. The goal of the CIP is to implement the Community Master Plan and to assist in the community's financial planning for capital needs.

The CIP is dynamic. Each year, all projects included within the CIP are reviewed, a call for new projects is made, and adjustments are made to existing projects arising from changes in the amount of funding required, conditions, priorities, timelines, and other relevant considerations. A new year of programming is also added each year to replace the prior year funded in the annual operating budget.

The CIP should continue to develop over time by adding features to gradually improve quality and sophistication. Greater attention will be devoted to providing more detailed information about individual project requests, program planning, fiscal analyses, fiscal policies, and debt strategies.

CAPITAL IMPROVEMENT PROGRAM AND THE BUDGET PROCESS

The CIP plays a significant role in the implementation of the Community Master Plan by providing the link between planning and budgeting for capital projects. The CIP process precedes the budget process and is used to develop the capital project portion of the annual budget. Approval of the CIP by the Village Council does not mean that the council is granting final approval of all projects contained within the plan. Rather, by approving the CIP, the Village Council acknowledges that these projects represent a reasonable interpretation of the upcoming needs for the community and that projects contained in the first year of the plan are suitable for inclusion in the upcoming budget.

Priority ranking of CIP projects does not necessarily correspond to funding sequence. For example, a street project that is ranked lower than a park project may be funded prior to the park project because the street project has access to a restricted revenue source, whereas a park project may have to compete for funding from other revenue sources. A project's funding depends upon many factors—not only its merit but also its location, cost, funding source, logistics, relation to other projects, and other considerations.

Lake Orion strives to maximize resources by maintaining a balance between operating and capital budgets. A continuous relationship exists between the CIP and the annual budget as should be expected in a properly managed strategic planning environment. Budget appropriations lapse at the end of each fiscal year as the operating budget is funded with recurring annual revenues, such as taxes, licenses, fines, user fees, and interest income.

The Village adheres to a “pay-as-you-go” philosophy to the greatest extent possible in developing the budget for the CIP. However, this position does not preclude Village Council from authorizing utilization of other sources of funding to address emergency situations or to take advantage of economies of scale by accelerating completion of multiyear projects. There may be instances in which federal or state requirements may necessitate the Village to obtain debt funding to remain in compliance with regulations. In addition, the availability of grants or gifts to the Village may enable projects to be implemented earlier than planned or the scope of such projects to be expanded.

PROCESS FOR THE CAPITAL IMPROVEMENT PROGRAM

CIP ADMINISTRATIVE GROUP. Responsibility for development of the CIP rests with Village Administration after consultation with Village Council, boards and commissions, and other key stakeholders. Administration's development of the CIP includes review of the various plans, studies, and policies informing the capital needs of the village; development of project rating and weighting criteria; preparation of project requests and schedules; review of funding options; development of the draft CIP for discussion with the Village Council and other key stakeholders; and presentation of the final proposed CIP at a public hearing with the Village Council.

GOVERNING BODY. The Village Council is encouraged to use the CIP as a tool in the adoption of the annual budget in accordance with Village goals and objectives. Whenever funding for significant capital improvement projects is considered, Village Council should verify that the project has been included in the CIP and, if not, the reasons for circumventing the CIP process are appropriately documented. The Village Council retains final authority for the adoption of the multi-year CIP.

RESIDENTS, BUSINESSES, AND OTHER KEY STAKEHOLDERS. Residents, businesses, and other key stakeholders are encouraged to review the CIP (available online) and offer comments to, or participate in, discussion with the Village Council in the process of adopting the annual CIP and making subsequent annual amendments thereto. Village Council encourages open communication with residents and business owners by staff, boards and commissions, consultants and council members regarding the CIP.

CAPITAL IMPROVEMENT PROGRAM CRITERIA

The Village of Lake Orion CIP defines a capital improvement project as a major nonrecurring expenditure that includes one or more of the following:

1. Construction of any new facility (e.g., public building, water or sanitary sewer mains, storm sewers, major and local roadways, recreational facilities, parking lots) or an addition to or extension of such facility, provided that the cost of such facility is at least \$2,500 and that the improvement will have a useful life of more than one (1) year.
2. Nonrecurring rehabilitation of all or a part of a Village-owned building, public grounds, or a facility, provided that the cost of such rehabilitation is at least \$2,500 and the improvement will have a useful life of more than one (1) year.
3. Purchase or replacement of vehicles, equipment, or tools to support community programs or services, provided that the cost of such vehicles, equipment, or tools is at least \$2,500, has a useful life of more than one (1) year, and will be coded to a capital asset account.
4. A planning, feasibility, engineering, or design study that **is** related to an individual capital improvement project, or to a program that is implemented through individual capital improvement projects, **regardless of the cost of the study**, provided the cost of such project for which the study relates is at least \$15,000 and will have a useful life of more than one (1) year.
5. A planning, feasibility, engineering, or design study that **is not** related to an individual capital improvement project, or program that is implemented through an individual capital improvement project, **regardless of the cost of the study**, provided the total cost of all projects intended to result from such study is at least \$15,000.

6. Acquisition of land for a public purpose that is not part of an individual capital improvement project, or a program that is implemented through individual capital improvement projects, provided that the cost of such land is at least \$2,500. Land purchased as part of an individual capital improvement project will be included in the cost of that particular project.

CAPITAL IMPROVEMENT PROGRAM FUNDING

Capital improvement projects often involve the outlay of substantial funds necessitating access to numerous sources to provide financing for greater than one fiscal year and frequently for the life of the project. Capital funding sources are often earmarked for specific purposes and cannot be transferred from one capital program to another. For example, millage funds raised by the Village for streets must be used for the purposes that were stated when the voters approved the millage. The CIP must be prepared with some projections as to the amount of funding available. The following is a summary of the funding sources for projects included in the CIP.

GENERAL FUND. Equipment purchases or public improvement projects, the benefit of which is shared by the community generally, are considered general operating expenditures, or are expenditures that cannot be appropriately assigned to another funding source typically derive their funding from the Village of Lake Orion General Fund. The General Fund receives its revenue from the general operating tax levy set by the Village Council annually as well as other general sources of revenue.

ENTERPRISE FUNDS. In enterprise financing, funds are accumulated in advance for capital requirements. Enterprise funds not only pay for capital improvements but also for the day-to-day operations of community services and the debt payments on revenue bonds

and loans. The community can set levels for capital projects; however, increases in capital expenditures for water mains, for example, could result in increased rates. Enterprise fund dollars can only be used on projects related to that enterprise fund (e.g., water system funds can only be used for expenditures relating to the water system).

BONDS. When the Village of Lake Orion sells bonds, purchasers of those bonds are, in effect, lending money to the community. The money is repaid, with interest, from taxes or fees over several years. The logic behind issuing bonds (or “floating a bond issue”) for capital projects is that the citizens who benefit from the capital improvement should help the community pay for them. Lake Orion issues bonds in two (2) forms:

- **General Obligation Bonds.** Perhaps the most flexible of all capital funding sources, General Obligation Bonds can be used for the design or construction of any capital project. These bonds are financed through property taxes. In financing through this method, the taxing power of the community is pledged to pay interest and principal to retire the debt. Voter approval is required if the community wants to increase the taxes that it levies and the amount is within Lake Orion’s state-mandated debt limit. To minimize the need for property tax increases, the community makes every effort to coordinate new bond issues with the retirement of previous bonds. General Obligation Bonds are authorized by a variety of state statutes.
- **Revenue Bonds.** Revenue bonds are sold for projects that produce revenues, such as water and sewer system projects. Revenue bonds depend on user charges and other project-related income to cover their costs. Unlike General Obligation Bonds, revenue bonds are not included in the state-mandated debt limits because the full

faith and credit of the community do not back them. Revenue bonds are authorized by Public Act 94 of 1933.

ACT 51 FUNDS. Based on a formula set by the State of Michigan through Public Act 51 of 1951, as amended, the Village receives a portion of the tax placed on motor vehicle fuel sales, vehicle registration fees, and highway usage in the state. The restrictions placed on the expenditure of these funds ensure that they will be spent on transportation-related projects or operations and services, specifically through the Village’s Act 51 Major Street Fund or Local Street Fund.

TAX INCREMENT FINANCING (TIF). Tax increment financing is a municipal financing tool that may be used to renovate or redevelop declining areas while improving their tax base. TIF applies the growth in tax base over time within a TIF redevelopment area to pay for project-related public improvements. For purposes of financing activities within the Village’s downtown district, the Village Council established the Lake Orion Downtown Development Authority (DDA) and adopted its first TIF plan in 1985. In 2020, the council extended the DDA TIF Plan through 2039. The Recodified Tax Increment Financing Act, Public Act 57 of 2018, authorizes a number of TIF options, including downtown development authorities.

TAX LEVIES. The property tax levy is a millage rate imposed on the taxable value of real and personal property and is one of the most important sources of community revenue. The property tax rate is stated in mills (one dollar for each \$1,000 of taxable value). This rate is applied to a property’s taxable value, a concept established by Proposal “A” in 1994, after the application of all tax exemptions. Millages are either authorized by state statute or are voter-approved and are specifically earmarked for a particular purpose. For example,

a street millage provides funding dedicated to the maintenance of streets beyond the revenue received from the State of Michigan through Act 51. The community is authorized to utilize millages under the Michigan Home Rule Village Act, Public Act 278 of 1909, as amended.

STATE AND FEDERAL GRANT FUNDS. The state and federal governments make funds available to communities through specific grants and aid programs. Funds are often tied directly to a particular program while the community may have discretion in the expenditure of funds under other grant programs, within certain parameters. For the most part, the community has no direct control over the amount of money received under these programs.

SPECIAL ASSESSMENTS. Capital improvements that benefit particular properties, rather than the entire community, may be financed more equitably by special assessment (i.e., a charge against properties that benefit directly through an appropriate allocation formula). Local improvements most often financed by this method include street improvements, sidewalks, streetscape improvements, and parking lots.

DEVELOPER CONTRIBUTIONS. Occasionally, capital improvements are required to serve new development. Should funding not be forthcoming from the community to construct such improvements, developers may agree to voluntarily contribute their share or to install the facilities themselves so the development can proceed. It should be noted here that development impact fees (i.e., requiring developers to pay for public improvements) are not permitted in Michigan.

FUND RESERVES. A budgeted use of unencumbered fund reserves is permissible when fund expenditures prove to be less than anticipated and resulting fund reserves are available to reallocate to appropriate capital program purposes related to the contributing fund.

OTHER REVENUE. Other revenues include those that cannot be easily classified in the revenue centers list above. Other revenue may consist of bank or interfund installment loans, interest on investments, cost recovery or reimbursements, metered parking or other service or program fees or charges, insurance proceeds, court judgments, penalties, or other miscellaneous revenue.

CAPITAL IMPROVEMENT PROGRAM FINANCIAL PLAN

The financial plan for the ensuing six-year Capital Improvement Program for the Village of Lake Orion is included on the following pages. It is the intent of the Village that the CIP will be reviewed annually and the program updated to reflect changes in the CIP projects as some projects are completed, others are amended or reprioritized, and new projects are added. The Village of Lake Orion Capital Projects Fund, Fund 401, accounts for all revenues and expenditures of the Capital Improvement Program anticipated to be received or expended during the current fiscal year.

VILLAGE OF LAKE ORION CAPITAL IMPROVEMENT PROGRAM SUMMARY

	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	FY 30-31	TOTAL
BY DEPARTMENT OR ACTIVITY:							
Council	0	0	0	0	0	0	0
Manager	0	0	3,000	0	0	0	3,000
Clerk	2,000	0	0	0	0	0	2,000
Finance/Treasury	8,000	0	0	0	0	0	8,000
General Activities	10,000	0	0	0	0	0	10,000
Building/Planning/Zoning	2,000	45,000	0	0	0	0	47,000
Police	77,700	84,500	141,500	66,500	146,500	12,400	529,100
Public Works	47,000	300,000	45,000	45,000	0	0	437,000
Parks & Recreation	184,000	0	0	0	0	0	184,000
DDA Public Infrastructure	0	400,000	150,000	150,000	150,000	150,000	1,000,000
Facilities	86,500	75,000	0	0	0	0	161,500
Major Streets	79,000	159,000	84,000	153,000	153,000	153,000	781,000
Local Streets	547,000	435,000	518,000	550,000	550,000	550,000	3,150,000
Sidewalks	24,000	44,000	44,000	44,000	44,000	44,000	244,000
Water	101,250	81,250	7,581,250	450,000	0	0	8,213,750
Sanitary Sewer	5,428,619	5,636,303	0	278,000	0	0	11,342,922
Storm Sewer	5,000	5,000	5,000	5,000	5,000	5,000	30,000
Cemetery	0	15,000	0	0	0	0	15,000
TOTAL:	6,602,069	7,280,053	8,571,750	1,741,500	1,048,500	914,400	26,158,272

	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	FY 30-31	TOTAL
BY FUNDING SOURCE:							
Operating Revenue	0	0	0	0	0	0	0
General Fund	286,500	131,000	24,000	21,000	11,000	11,000	484,500
Public Works Fund	7,000	0	10,000	10,000	0	0	27,000
Major Streets	62,000	81,000	48,500	83,000	78,000	78,000	430,500
Local Streets	148,750	108,750	134,500	142,500	137,500	137,500	809,500
Police Fund	79,700	84,500	141,500	66,500	146,500	12,400	531,100
Solid Waste	0	0	0	0	0	0	0
DDA	0	0	0	0	0	0	0
Capital Improvement	0	0	0	0	0	0	0
DDA Public Infrastructure	0	400,000	150,000	150,000	150,000	150,000	1,000,000
Motor Pool	0	0	0	0	0	0	0
Sidewalk Fund	0	0	0	0	0	0	0
Water & Sewer Fund	113,250	310,250	91,250	738,000	0	0	1,252,750
Cemetery Fund	10,000	15,000	5,000	5,000	0	0	35,000
Bond Issue	4,678,619	4,657,303	6,000,000	0	0	0	15,335,922
Grant	761,500	759,000	1,509,000	9,000	9,000	9,000	3,056,500
Special Assessment	454,750	433,250	458,000	516,500	516,500	516,500	2,895,500
Millage	0	0	0	0	0	0	0
Other	0	300,000	0	0	0	0	300,000
TOTAL:	6,602,069	7,280,053	8,571,750	1,741,500	1,048,500	914,400	26,158,272

POLICE CAPITAL IMPROVEMENT PROGRAM

PROJECT NO.	CAPITAL ITEM	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	fy 30-31	TOTALS
								0
25-POL-01	Police Vehicle - Equip	10,000						10,000
25-POL-02	Taser Replacements (8)	7,300	7,300	7,300	7,300	7,300	7,300	43,800
26-POL-01	Public Radar Sign		5,000					5,000
27-POL-01	Police Vehicle Replacement			75,000		80,000		155,000
25-POL-03	Ford Maverick	35,000						35,000
26-POL-02	Lidar Unit		8,000					8,000
25-POL-04	Vehicle Camera Replacement (5)	9,100	9,100	9,100	9,100	9,100		45,500
25-POL-05	Body Camera Replacement (8)	5,100	5,100	5,100	5,100	5,100	5,100	30,600
26-POL-03	Special Event Safety Equipment		20,000	20,000	20,000	20,000		80,000
26-POL-04	Public Safety Technology		25,000	25,000	25,000	25,000		100,000
26-POL-05	Rifles (2)		5,000					5,000
	Bicycle Patrol Equipment	11,200						11,200
TOTALS:		77,700	84,500	141,500	66,500	146,500	12,400	529,100

FUNDING SOURCES:

	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	fy 30-31	TOTALS	
Operating Revenue							0	
General Fund							0	
Major Streets							0	
Local Streets							0	
Police Fund	77,700	84,500	141,500	66,500	146,500	12,400	529,100	
Solid Waste							0	
DDA							0	
Capital Improvement							0	
DDA Bond & Property							0	
Redevelopment Fund							0	
DDA Public Infrastructure							0	
Motor Pool							0	
Water & Sewer Fund							0	
Cemetery Fund							0	
Bond Issue							0	
Grant							0	
Special Assessment							0	
Millage							0	
Other							0	
TOTALS:		77,700	84,500	141,500	66,500	146,500	12,400	529,100

SANITARY SEWER SYSTEM CAPITAL IMPROVEMENT PROGRAM

PROJECT NO.	CAPITAL ITEM	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	FY 30-31	TOTALS
25-SAN-01	Pump Stations Upgrade Phase II	5,428,619						5,428,619
26-SAN-01	Pump Stations Upgrade Phase III		5,407,303					5,407,303
26-SAN-02	Sewer Open Cut - 2 Locations, 40 LF		69,000					69,000
26-SAN-03	Sewer Point Repair - 2 locations		30,000					30,000
26-SAN-04	Sewer Spot Liner - 15 locations, 44 LF		46,000					46,000
26-SAN-05	Sewer Pressure Test - 12 locations		16,000					16,000
26-SAN-06	Sewer Seal Joints - 15 locations		10,000					10,000
26-SAN-07	Sewer Tap Repair - 1 location		1,000					1,000
26-SAN-08	Heavy Clean, Pre Post CCTV		32,000					32,000
26-SAN-09	Manhole Repair		25,000					25,000
28-SAN-01	Sewer Line Pipe - 3 locations, 744 LF				69,000			69,000
28-SAN-02	Sewer Spot Liner - 21 locations, 56 LF				51,000			51,000
28-SAN-03	Sewer Pressure Test - 29 locations, 1,150 LF				46,000			46,000
28-SAN-04	Sewer Seal Joints - 32 locations				22,000			22,000
28-SAN-05	Sewer Tap Repair - 4 locations				6,000			6,000
28-SAN-06	Heavy Clean, Pre Post CCTV				84,000			84,000
								0
								0
								0
TOTALS:		5,428,619	5,636,303	0	278,000	0	0	11,342,922

FUNDING SOURCES:

	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	FY 30-31	TOTALS
Operating Revenue							0
General Fund							0
Major Streets							0
Local Streets							0
Police Fund							0
Solid Waste							0
DDA							0
Capital Improvement							0
DDA Bond & Property Redevelopment Fund							0
DDA Public Infrastructure							0
Motor Pool							0
Water & Sewer Fund		229,000		278,000			507,000
Cemetery Fund							0
Bond Issue	4,678,619	4,657,303					9,335,922
Grants	750,000	750,000					1,500,000
Special Assessment							0
Millage							0
Other							0
TOTALS:		5,428,619	5,636,303	0	278,000	0	11,342,922

