# Procedure: 3.4.5p3
# Capital Outlay Planning

**Revised:**

**Last Reviewed:** August 20, 2026

**Adopted:** April 30, 2025

## I. PURPOSE:

Capital Outlay Planning within the Technical College System of Georgia (TCSG) involves the strategic management of expenditures related to the acquisition, construction, development, and improvement of state facilities and infrastructure. This process includes evaluating and prioritizing capital projects, preparing detailed budget requests, and ensuring compliance with state regulations and policies. The goal is to effectively allocate resources to support TCSG's long-term infrastructure needs while maintaining fiscal responsibility.

## II. RELATED AUTHORITY:

O.C.G.A. § 20-4-11 – Powers of Board
O.C.G.A. § 20-4-14 – TCSG Established; Powers and Duties
O.C.G.A. § 34-14-3 – High Demand Career List
TCSG State Board Policy 3.4.5 – Capital Planning and Construction

## III. APPLICABILITY:

All Technical Colleges in the Technical College System of Georgia.

## IV. DEFINITIONS:

**Capital Outlay**: Funds designated specifically to acquire, construct, renovate or repair public facilities and other assets. These funds may be appropriated in cash - from state general funds, lottery funds or other funds - or be provided through the sale of general obligation bonds or revenue bonds.

**Capital Outlay Specific Project**: As defined by Office of Planning and Budget (OPB), a *Specific Project:*

- Has defined scope: type, size, quantity, and location.
- Has defined start and end; may span several years to complete.
- May have discrete phases (design, construction, FFE, etc.).
- Has specific recommendation and appropriation for that specific project.
- Funding may span several budget cycles to fully fund the project.
- Examples of Specific Projects:
  - Design, construction, and equipment for a new building.
  - Design, construction, and equipment for a full or partial building renovation

- Re-roofing a specific building.
- Installation of emergency generators at a specific location.

**State Construction Manual (SCM):** This manual serves as a comprehensive guide for state agencies, design professionals, and construction professionals. It outlines the processes and procedures for completing capital projects in Georgia.

**GSFIC Managed Projects**: For projects funded through general obligation bonds, GSFIC manages the project from planning through completion. They handle payments to contractors and vendors directly, and the beneficiary organization records the asset upon project completion.

**Agency Managed Projects:** Some organizations may manage their own projects and seek reimbursements from GSFIC for eligible expenditures. These projects must adhere to specific guidelines to ensure proper use of bond proceeds.

**Facilities Master Plan:** A long-term planning document that provides a framework for the development and management of a college's physical infrastructure.

## V. RELATED DOCUMENTS:

Governor's Office of Planning and Budget (OPB) – The Budget Process

TCSG High Demand Career List

Georgia State Construction Manual (SCM)

## VI. BACKGROUND

The TCSG capital outlay request process is the primary vehicle for the system to obtain general obligation state (GO) bond funds or cash appropriation funds as appropriated during the annual budget approval by the state legislature and governor. At the system level it has evolved into a multiple step process, each stage serving as either an information gathering, confirmation or approval to produce a final recommendation to the state board and then to the governor. Each college has its own unique set of circumstances, needs and goals for their college, all of which are considered when the evaluation process is completed.

## VII. GUIDING PRINCIPLES FOR CAPITAL RESOURCE ALLOCATION

### A. Strategic Alignment

1. Strategic alignment in Capital Outlay planning within TCSG ensures that all capital projects support the system's mission and long-term goals, optimizing resource allocation and enhancing educational and workforce outcomes. This alignment helps prioritize projects that have the greatest impact on students, workforce, business, and industry.
2. Capital Outlay Project Proposals shall be supported by the College's strategic planning framework, including the most recent Facilities Master Plan, Strategic Plan, Enrollment Plan, and other strategic planning documents. Project proposals should support current priority TCSG High-Demand Career List.
3. There should be a balance between the need for new facilities and the need to maintain, rehabilitate or modernize existing facilities within the overall plan which includes attention to health and safety issues (ADA, life safety, etc.) as well as the accommodation of new academic programs and capacity expansion.

### B. Capital Investment Priorities

1. Optimize and Modernize Current Facilities: Project proposals that serve to optimize existing space and modernize programs and facilities will receive priority consideration.
2. Strategic Investment in New Construction: Proposals for new construction may be considered on a limited basis where the project achieves TCSG and College strategic outcomes. Colleges should take into consideration the utilization, quality, and disposition of current space when considering requests for new construction.
3. Emphasize the Student Experience: Project proposals should consider the student experience during recruitment, enrollment, progression, and job-readiness. The student experience is directly impacted by facility condition and comfort, ease of access and use, relevance and quality of labs and equipment, and degree of real-world job readiness.
4. Agility and Change-Readiness: In a rapidly changing economic environment, the ability to respond quickly to new opportunities and challenges is essential. Project proposals that demonstrate change-readiness through integrated planning, community and industry partnerships, non-state funding, and commitment to strategic outcomes may be prioritized accordingly.
5. Funding Considerations: Where other than State financial resources, especially private or donated resources, are available to partially fund a facility, special consideration will be given to the role that State resources can play in completing a financial package.

## VIII. PROCEDURE

### A. Capital Project Initial Planning (College)

Each College submitting a Project Proposal for consideration in the Capital Outlay Plan shall engage in capital project *Initial Planning* activities consistent with the *TCSG Initial Planning Checklist* (Appendix A). Initial Planning is necessary to establish and reinforce user objectives, to identify program and scope, to confirm the feasibility of the project, and to assess the multiple factors that will affect the project and its costs.

### B. Project Proposal (College)

1. Call for Project Proposals: Each spring, OCPF will issue a call for Capital Outlay Project Proposals to include submittal instructions, forms, and guidelines for the upcoming budget cycle.
2. Submittal Requirements: Each Capital Outlay Project Proposal submitted by a College shall conform to the Capital Outlay procedure, instructions, and Initial Planning guidelines.
3. Submission Process: Project Proposals shall be submitted by the means and methods contained in the instructions and guidelines, and shall include the following documents as applicable:
    - A Complete Project Request Form
    - Initial Planning documentation
    - Master Plans not previously submitted to TCSG;
    - Facility Condition Assessments (FCA) for major renovation project requests;

- Notated floor plans and/or space inventory for proposed renovations indicating impacted areas of building(s), square footage, space type, and programs impacted;
- Pre-design feasibility studies, conceptual plans, or any phase of architectural design completed;
- Project estimates by a third party, including date of estimate.
- College Strategic Plans relevant to the project
- Supplemental project funding details, including funding plans, commitment letters, gifts (including gifts of property or equipment), and partner / foundation participation documentation.

4. Schedule: Key milestones for Capital Outlay procedure is as follows unless otherwise noted in the instructions and guidelines:

| | |
|---|---|
| ○ January | Call for Proposals |
| ○ May | Project Proposals due (portal closed) |
| ○ June | OCPF Review and Assessment |
| ○ July | OCPC Submits Capital Outlay Plan to Review Committee |
| ○ August | Project prioritization / Final Budget Recommendation |
| ○ September | Plan approved by State Board<br>OCPF Enters Plan in PBCS |

5. Late Submittals and Amendments: Colleges requiring more time for their project submittal shall notify OCPF ten business (10) prior to the submittal deadline to request an extension of up to fifteen (15) business days. If approved, amended requests may be accepted until June 30. Submissions or amendments after this date may require approval from the Commissioner.

**C. Project Review and Development (OCPF)**

1. Data Validation: Following receipt of Project Proposals from the Colleges, OCPF will review the submittal(s) and related documents to ensure that the data are valid and the submittal is complete. OCPF staff may request clarification or additional information as necessary. OCPF or the College may request a review meeting to discuss the request and collect additional data. If additional estimating services are required, OCPF will coordinate with the College and TCSG's third-party estimator to prepare an estimate.
2. Project Profiles: OCPF will work with the College to develop the project profile and budget documents for each proposed project:
   a) Project Profile Sheet
   b) Project budget
   c) Funding Plan and funding phases
   d) Project 1-2 Pager (to be developed by College based on profile, budget, and funding plan) for Agency and Legislative review.
3. College will review and approve the project plan(s) and prepare a Project Summary (1-2 pager) for executive, agency, and legislative review.

**D. Project Prioritization and Capital Outlay Plan Approval (TCSG)**

1. OCPF Reviews proposals and applies assessment criteria.

**Assessment Criteria**

| **Fundamental Metrics** | **Readiness** |
| --- | --- |
| • Recently funded projects<br>• Enrollment metrics<br>• Service Area Expansion<br>• Space Utilization and Optimization<br>• Facility Condition & Modernization | • Included in Master Plan<br>• Pre-design studies and estimates<br>• Construction-ready<br>• Facility Condition Assessment(s)<br>• Real Estate Considerations |
| **Strategic Alignment** | **Overall Justification** |
| • Programs Impacted<br>• TCSG Strategic High-Demand Programs<br>• HOPE Career Grant Program Included<br>• Supports College Strategic Plan<br>• Workforce Development Impact & Partnerships | • Funding Plan<br>• Justification statement<br>• Community and Industry Support<br>• Accreditation requirements<br>• Impact on enrollment, progression, graduation, and job placement |

2. OCPF Prepares *Capital Outlay Plan* including the full list of projects from the 22 colleges recommended for consideration.
3. Executive Review Committee: The Capital Outlay Executive Review Committee will be comprised of the Commissioner and appointees from TCSG divisions.
4. TCSG Executive Review: Executive Review Committee will review the Capital Outlay Plan and prioritize the projects based on Georgia and TCSG Strategic Outcomes, Assessment Criteria, Capital Investment Priorities, and other factors.
5. <u>Capital Outlay Budget Recommendation</u>: The Commissioner, with advice and counsel of the Executive Review Committee, will recommend a Capital Outlay Budget Recommendation for consideration as part of TCSG's Budget Submittal, consistent with the Governor's budget instructions.
6. *Capital Outlay Plan* is approved by the TCSG State Board

**E. Capital Outlay Budget Development, Approval, and Submittal**

1. <u>State Board Approval</u>: The Capital Outlay Plan and Capital Outlay Budget Recommendation shall be subject to approval by the State Board no later than the first State Board Meeting in September.
2. <u>Notification</u>: The Colleges shall be notified regarding approval of the Capital Outlay Plan and Capital Outlay Budget Recommendation within 10 days of approval by the State Board.
3. <u>Publication:</u> The Capital Outlay Plan and Capital Outlay Budget Recommendation will be published on the TCSG / OCPF website upon release of the Governor's Budget Report.
4. <u>Budget Preparation</u>: Once approved, the *TCSG Chief Facilities Officer* will prepare the Capital Outlay Budget Request and related documentation for submission to the Office of Planning and Budget in conformance with the Governor's Budget Instructions.
5. <u>PBCS Submission</u>: The *TCSG Chief Facilities Officer*, in coordination with Assistant Commissioner of Administrative Services, shall submit the Capital Outlay Budget Request in the Planning and Budget Cloud Services (PBCS) application consistent with Capital Budget Request Policies and Procedures.

## F. Project Authorization and Funding

1. OPB Review: OPB reviews all agency budget requests to ensure they align with the state's policy goals. Analysts meet with the Governor to discuss these requests and provide recommendations. The Commissioner or their designee shall promptly provide additional information to OPB upon request.
2. Governor's Budget Report: The Governor formulates his budget recommendations based on OPB's analysis. These recommendations are published in the Governor's Budget Report, which is submitted to the General Assembly within five days of its January session.
3. Legislative Review: The General Assembly reviews the Governor's recommendations and develops an appropriations bill. This bill specifies the funding for each agency at a program level.
4. House and Senate Authorization: The appropriations bill starts in the House of Representatives and once passed, moves to the Senate. If there are disagreements, a conference committee is formed to reach a compromise.
5. Governor's Signature: Once both chambers agree on the bill, it is sent to the Governor for signature. The Governor can sign the bill into law, veto it, or veto specific line items.
6. Approved Capital Outlay Projects: The TCSG Chief Facilities Officer shall publish the approved TCSG Capital Outlay Project list on the TCSG OCPF website within ten (10) days of the Governor's signature.

## G. Project Implementation

1. Funded projects will be administered by the Georgia State Finance and Investment Commission (GSFIC), Construction Division including design and construction services.
2. TCSG Office of Capital Planning and Facilities (OCPF) shall assign program management staff to provide program coordination and oversight on behalf of the College.
3. The Chief Facilities Officer, in coordination with TCSG Administrative Services and GSFIC, shall provide oversight of bond funds and cash allocations in compliance with state law, regulation, and policy.
4. Colleges may request delegation of administration to the College ("Agency-Managed"), subject to recommendation by the *Chief Facilities Officer* and approval by the Commissioner.
5. Colleges may request allotment of bond or cash funds designated for the Project for the purpose of procurement of furniture, fixtures, and equipment or other qualified college expenses, subject to the approval of the Chief Facilities Office (or their designee) and GSFIC.

END OF PROCEDURE

Technical College System of Georgia

Office of Capital Planning and Facilities

# Capital Project Initial Planning Checklist

**March 6, 2025**

## I. INTRODUCTION

The purpose of the Capital Project Initial Planning Checklist for the Technical College System of Georgia (TCSG) is to provide a structured framework for colleges to effectively plan and develop project proposals for submission as part of TCSG's annual capital outlay budget. These guidelines aim to ensure that all project proposals are thoroughly vetted, strategically aligned with institutional goals, and financially feasible before moving into the more detailed design phases. For a detailed discussion regarding initial planning requirements for capital construction, refer to the GSFIC State Construction Manual.

## II. APPLICABILITY:

All Technical Colleges in the Technical College System of Georgia.

## III. RELATED DOCUMENTS

[Georgia State Construction Manual]

## IV. CAPITAL PROJECT INITIAL PLANNING

### A. Purpose of Initial Planning

Initial Planning for a college capital project is essential for reducing uncertainty and ensuring the project's feasibility. It involves evaluating the proposed site, defining the project's needs, and providing preliminary cost estimates. This phase helps to assess current conditions, clarify the project's scope, major milestones, and funding requirements, setting a solid foundation for the subsequent design and construction phases.

### B. Engaging a Design Professional (Consultant):

Engaging a Design Professional (architect/engineer) for initial planning services sets a solid foundation for the project, ensuring it is well-planned, feasible, and aligned with the college's goals and vision. Initial planning is required for each college capital outlay project proposal.

### C. Initial Planning Checklist and Documentation

When a college is contemplating a capital project, whether new construction or renovation, they should work with a design professional to determine the scope of initial planning services required for the project. The type of services required will vary by project and may include the items below. Keep in mind that your selected design professional or OCPF staff can assist you in determining which initial planning components are appropriate for your proposed project.

#### 1. <u>Site Evaluation and Context</u>

A thorough site evaluation helps identify potential issues early on such as optimal location, site conditions and features, appropriate land use, site context, zoning restrictions, and environmental concerns. Addressing these factors beforehand can prevent costly delays and modifications during the construction phase.

<u>Deliverables:</u>

a) New Construction or Expansion: (1) Project site plan and (2) Future Campus Master Plan map/diagram

b) Renovation: Campus map showing project context

**2. Existing Building Conditions**

For renovation projects, documenting existing building conditions is necessary component in project initial planning. Documentation may include architectural floor plans, structural analysis, MEP systems, historical records, condition assessments, code compliance, environmental assessments, and space utilization assessments. The college may already have much of this documentation. If existing building condition data is limited, the design professional can provide services to collect necessary data.

Deliverables:

a) New Construction: None

b) Renovation and/or Expansion: Building condition narrative and facility condition, structural, or environmental assessments as applicable to define scope and budget impact.

**3. Project Scope**

Scope Development in initial planning is a critical phase that involves defining the project's overall requirements and objectives at a high level. This includes space requirements (types, sizes, and quantity of rooms), functional relationships, program needs and capacities, general technology requirements, regulatory compliance concerns (including ADA and life safety), and specialized equipment needs.

Deliverables:

a) New Construction, renovation, or expansion: Project scope narrative and exhibits regarding space requirements, quality, program needs and capacities, and other project scope requirements.

**4. Project Concept**

This involves the initial exploration and development of design ideas and solutions. Key components typically included in conceptual studies include design alternatives (if requested by the college), blocking and stacking (spatial organization), sustainability and operational considerations, preliminary design concepts, and conceptual drawings.

Deliverables:

a) New Construction, renovation, or expansion: Concept drawings, sketches, preliminary specifications, and/or exhibits.

**5. Total Cost of Construction (TCC) Estimate**

The Design Professional or Estimating Professional shall prepare an estimate of Total Cost of Construction (TCC) for the proposed project. TCC includes cost of work for new construction or renovation of existing facilities, site work, utilities, infrastructure, and related construction costs. Include contractor fees, general conditions, insurance and permits, inflation/escalation, and design contingency. DO NOT INCLUDE owners' costs, design fees, FF&E, or owners' contingency in the TCC Estimate. Estimated cost should be determined as of the date of the estimate, which shall be indicated on the estimate form.

Deliverables:

a) All projects: Total Cost of Construction (TCC) estimate in required format (Attachment A)