

The Town of Hilton Head Island Planning Commission CIP Committee Meeting

February 11, 2020 9:00 a.m. Conference Room 4

AGENDA

As a Courtesy to Others Please Turn Off All Cell Phones and Pagers during the Meeting.

- 1. Call to Order
- 2. Freedom of Information Act Compliance
 Public notification of this meeting has been published, posted, and mailed in compliance with the Freedom of Information Act and the Town of Hilton Head Island requirements.
- 3. Committee Business
- 4. Unfinished Business
- 5. New Business
 - Capital Improvement Program Fiscal Year 2020 Update
 - Fiscal Year 2021 Development of Priority Projects List, Source Document Discussion
 - Future Schedule of Committee Meetings
- 6. Adjournment



TOWN OF HILTON HEAD ISLAND

Public Projects and Facilities Management Department

TO: Planning Commission CIP Committee

FROM: Scott Liggett, PE, Director of Public Projects & Facilities/Chief Engineer

DATE: February 3, 2020

SUBJECT: Capital Improvements Program (CIP) Committee Meeting February 11,

2020 Discussion Documents

As is provided for in the State's enabling legislation, it is the Planning Commission's duty to prepare "an annual listing of priority projects for consideration by the Town Council prior to their preparation of the capital budget". Staff is prepared to support the work of Capital Improvements Program Committee in the formulation of a recommendation to the Planning Commission, which I recommend be acted on at the regularly scheduled Commission meeting April 1, 2020. The Planning Commission recommendation will then be provided to Town Council prior to their budget deliberations tentatively scheduled to occur in May 2020.

In addition to the Staff update to be provided on February 11, 2020, attached herewith are:

- The fiscal year (FY) 2020 Planning Commission endorsed Priority Projects List as recommended to Town Council for the consideration of funding. (yellow high-lighted projects did not receive funding in FY 20)
- The Capital Improvements Program excerpt from the approved FY 20 Consolidated Municipal Budget

As an update to the information reported previously to the Committee, the accumulated backlog of more than \$80 million appropriated to projects in prior years (going back to 2016) is forecast to be reduced to approximately \$5 million by the end of fiscal year 2020. As a result, there is an opportunity to review projects for potential inclusion as new additions to the program. At subsequent Committee meetings, Staff will be prepared to review relevant masterplan documents and propose a listing of candidate FY 2021 priority projects for review.

Major projects currently under construction or with contracts pending are:

- Lowcountry Celebration Park
- Tanglewood Drive Pathway
- South Forest Beach Pathway
- HAWK Crosswalk at South Forest Beach
- Yacht Cove/Wm. Hilton Parkway Intersection Lighting
- Fire Station #2 Temporary Quarters
- Fire Station #2 Replacement
- Fire/Rescue Fuel Truck Equipment Shed
- Shelter Cove Area Roadway Improvements
- Cordillo Tennis Court Rehab Phase II
- Town Hall Building D Renovations

Fiscal Year 2020 – Proposed Priority Projects As recommended by the Planning Commission April 4, 2019

Pathways

- 1. High-speed crosswalk enhanced treatment (signage / pavement markings)
- 2. Crosswalk lighting at unsignalized locations as identified above
- 3. Pathways Accessibility and Safety Enhancement Projects
- 4. Main Street (Whooping Crane Way to Wilborn Road) (survey and concept development)
- 5. US 278- B (William Hilton Parkway) Arrow Road to Village at Wexford
- 6. US 278 B (William Hilton Parkway) Shelter Cove Lane to Mathews Drive-north (design, construction)
- 7. Shelter Cove Lane (William Hilton Parkway to Shelter Cove Park (survey and concept development)
- 8. Boggy Gut Pathway Connecting Woodhaven Drive to Office Park Road (survey and design)
- 9. Lagoon Road Pathway (survey and design)

Roadway Improvements

- 1. Intersection Improvements at Shelter Cove Town Center including pedestrian crosswalks and traffic signals (FY 20 construction)
- 2. Coligny Area Streetscaping (Pope/South Forest Beach Drive)
- 3. Dirt Road Paving (RUF) Pinefield Road, Mitchelville Road (construction), Alice Perry Drive Horse Sugar Lane (survey)

Park Development

- 1. Shelter Cove Area Parking Lot Expansion (per developer agreement)
- 2. Park Upgrades (bathroom at Crossings Park Soccer, playground/parking at Sailing Rowing, field lighting at Chaplin Park, batting cages at Crossings Park)
- 3. Island Recreation Association requests
- 4. Foundations for public art

Existing Facilities & Infrastructure

- 1. Fire Station #2 Replacement (construction including temp quarters)
- 2. Town Hall Building D Remodeling- (construction)
- 3. Fire Rescue Fuel Truck Shed

New Facilities

1. Fire Hydrant Expansion Projects

Beach Maintenance

1. Beach Management and Monitoring – (survey, data collection)

Capital Improvement Plan (CIP)

Summary

The CIP budget is programmed at \$9.9 million in fiscal year 2020 and \$10.7 million in fiscal year 2021. An additional \$17.4 million is programmed for fiscal years 2022-2024. Unspent capital improvement appropriations carry-forward to the new-year.

The capital improvements plan (CIP) is broken into separate funds based on funding source. The funding program for all funds is summarized in this section.

The Palmetto Electric Franchise Fee Fund grants/reimburses the majority of its funds to the Palmetto Electric Cooperative for power line burial; any capital infrastructure created by this program is an asset of the Cooperative not the Town.

As required by proprietary fund accounting, the Stormwater Fund (Enterprise Fund) reports its own capital.

In accordance with State law, the proposed CIP for fiscal year 2018 was developed by staff for review and recommendation of the full Planning Commission. The pathways and parks section was also reviewed by the Parks & Recreation Commission. The Planning Commission annually recommends the proposed CIP to Town Council for adoption during their CIP Budget Workshop in June.

Starting in fiscal year 2018 the CIP is considered a multi-year plan. Once a project has been approved and funds have been appropriated the project will continue until it is completed without annual reappropriation. Revisions to the scope and/or increase in cost of an appropriated project will be presented to Town Council by staff as they are identified. If the cost of the project exceeds the appropriation funding must come from another project within the appropriated CIP or an alternate funding source must be identified prior to undertaking the project. Each fiscal year the Town staff will present Town Council with any additions to the CIP with the recommended funding source.

Included in this section is the Town's capital expenditure plan with funding sources for the upcoming year. Expenditures in this section are exclusive of projects associated with the Stormwater Program or the Palmetto Electric Program. Input for the capital improvements program comes from a variety of sources. Sources are 2016 Town Council Policy and Management Agendas which included input from the public and the Town's Boards, Commissions and Committees. Other source documents include: The 2011 Comprehensive Plan update which incorporates the Initiative Area Plans; the Transportation Plan which includes pathways as well as roads; the Fire and Rescue Master Plan, the recently approved Recreation Element; the adopted County-wide All Hazard Mitigation Plan, the Comprehensive Emergency Management Plan, which will be updated as a part of the Disaster Recovery Commission's work program; the Beach Access Plan, the Beach Maintenance Monitoring reports; the Broad Creek Management Plan, and our Space Needs Study of all Town facilities and properties to include Town Hall, all parks, Fire and Rescue stations and town-wide infrastructure.

On-going Impact of the CIP on Operations and Operating Expenditures

The operating impact of these capital projects are considered in the development of the CIP and in the Four-Year Operating Budget. Because there is a four-year look forward, the Town minimizes surprises on the operations and operating expenditures. The Town has traditionally had a basic operations approach toward its operating budget. This is certainly central to the Capital Improvement Planning process. So that the CIP projects, when complete, do not have an undue burden on future operations. The Town has been very successful to keep the operating cost of the CIP program down not only upon implementation, but also in an on-going basis.

The operating impact of these capital projects are calculated utilizing the following assumptions:

Pathway maintenance per mile \$ 6,500/year (General Fund)
Park litter and landscape (passive/beach) \$25,000/year (General Fund)
Park janitorial (restrooms and supplies) \$12,500/year (General Fund)

Roadways \$15,000/mile/year (General Fund) County and State roads maintained by others

Issues Impacting the Town's CIP Funding Plan

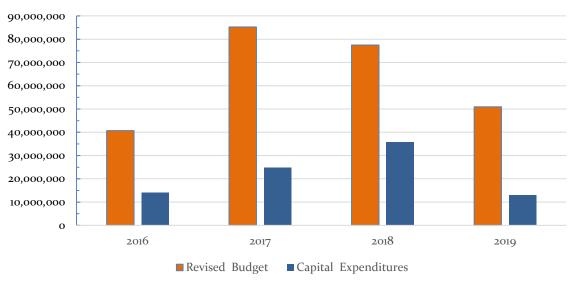
There are two issues that impact the Town's CIP funding plan:

- 1. In fiscal years 2016 Town Council approved an aggressive CIP spending plan. With two hurricanes and a tropical storm over the past three years the CIP had to be temporarily curtailed to focus on recovery efforts. Now the Town is moving forward advancing these projects.
- 2. In light of the fiscal impact of the storms the Town has also increased the emergency debt reserve from \$15.0 million to \$20.0 million reducing the amount the Town has available to borrow for current capital projects in order to maintain the appropriate level of storm readiness.

There are sufficient financial resources to advance the backlog of prior year projects in addition to the projects programmed from 2020 through 2023. Over the course of the next two years the Town will build a new CIP spending plan to include an update to the projects list as well as funding options. As the projects move forward, the Town will consider its infrastructure and facilities within the planned LMO update the Town is embarking on.

The chart below reflects a comparison between the CIP budgets and actual expenditures from 2016-2019.

Capital Improvements Fund -- emphasizing reducing the backlog of projects already approved, but delayed by Hurricane Matthew



Capital Improvement Plan (CIP) Sources of Revenue

Previously, Town Council directed that we "minimize reliance on property tax while expanding alternative revenue sources." The CIP continues to be an excellent example of that approach. It consistently reduces reliance on ad valorem property taxes and shares the costs of infrastructure requirements with the beneficiaries. The CIP incorporates many different funding sources; a brief description of some of those sources is provided below.

- 1. <u>Beach Preservation Fees</u> are derived from an additional two percent (2%) Local Accommodations Tax levied by Town Council. This source generates approximately \$6.8 million in revenue annually. These funds are dedicated to beach re-nourishment and related monitoring, dune refurbishment, maintenance and operations, and new beach parks and beach access facilities.
- 2. <u>Bond/COP Proceeds.</u> In fiscal year 2019 the Town anticipates issuing \$10.4 million in new debt to be funded by various revenue sources.
- 3. *Fund Balance* which is un-obligated and obligated monies that are rolled over from previously approved, but incomplete, projects.
- 4. <u>Hospitality Tax</u> which is a two percent (2%) tax on the sale of prepared meals and beverages, sold in establishments with or without licenses and for on premise consumption of alcoholic beverages, beer or wine. This source generates approximately \$6.7 million in revenue annually.

Capital Improvement Plan (CIP) Sources of Revenue, continued

- 5. *Impact Fees* are assessed against new developments to finance capital improvements necessary to support the growth in population.
 - a. <u>Traffic Impact Fees</u> are derived from development and applied to roads, pathways and additional traffic signals. Pathways may only be funded up to fifty percent with Traffic Impact Fees.
 - b. Parks Impact Fees were enacted Countywide to provide funding for emerging park needs.
- 6. <u>Palmetto Electric Program</u> in which funds derive from the Town's negotiated franchise fee with Palmetto Electric Cooperative. These funds are committed to power line burials and hook ups which are estimated to cost approximately \$30 million over 15 years. (This project is not included in the CIP)
- 7. **Road Usage Fee** is a fee charged to registered automobiles in the Town, which will generate approximately \$900,000 in revenue in FY 2020.
- 8. <u>Sunday Liquor Sales Permit Fees</u> that are derived from the sale of permits to sell alcohol on Sunday. These fees are rebates from the State and prior year revenues will provide approximately \$350,000.
- 9. <u>Tax Increment Financing (TIF)</u> in which funds derive from increased assessed value above the baseline assessment when the TIF District was established. These funds may be used for public projects within the District. TIF generates approximately \$4.3 million in revenue annually.

CIP Plan by Funding Source

THOUSANDS OF DOLLARS

CIP By Program	2020	2021	2022	2023	Total
Impact Fees - Roads	\$ 514.0	\$ 200.0	\$ -	\$ -	\$ 714.0
Impact Fees - Parks	343.5	428.0	277.0	55.0	1,103.5
Property Taxes	575.0	50.0	50.0	-	675.0
Hospitality Taxes	3,325.0	4,243.0	2,557.0	2,738.0	12,863.0
TIF	-	450.0	-	1,000.0	1,450.0
Road Usage Fees	1,110.0	330.0	1,850.0	660.0	3,950.0
Sale of Land	68.o	20.0	20.0	20.0	128.0
State/Federal Grants	322.0	2,000.0	2,000.0	-	4,322.0
Other	300.0	250.0	275.0	686.o	1,511.0
Beach Bond/Beach Fees	2,200.0	1,140.0	1,100.0	500.0	4,940.0
GO Bond/Prior Year	2,382.0	-	-	-	2,382.0
Total	\$ 11,139.5	\$ 9,111.0	\$ 8,129.0	\$ 5,659.0	\$ 34,038.5

CIP Plan by Program by Year

THOUSANDS OF DOLLARS

CIP By Program	2020	2021	2022	2023	Total
Pathways	\$ 100.0	\$ 100.0	\$ 100.0	\$ 100.0	\$ 400.0
Roadway Improvements	6,824.0	2,980.0	3,850.0	660.0	14,314.0
Park Development	947.0	250.0	275.0	1,015.0	2,487.0
Existing Facilities and Infrastructure	1,325.0	105.0	50.0	-	1,480.0
New Facilities and Infrastructure	100.0	100.0	100.0	100.0	400.0
Beach Maintenance	500.0	1,140.0	1,100.0	500.0	3,240.0
Sub-Total CIP	9,796.0	4,675.0	5,475.0	2,375.0	22,321.0
Land/Other	168.0	20.0	20.0	20.0	228.0
IT Capital Outlay	750.0	-	-	-	750.0
Fire Capital Outlay	-	3,988.0	2,357.0	2,638.0	8,983.0
Honey Horn	43.5	53.0	67.0	55.0	218.5
Recreation Center Capital Outlay	382.0	375.0	210.0	571.0	1,538.0
Sub-Total Other	1,343.5	4,436.0	2,654.0	3,284.0	11,717.5
Grand Total	\$ 11,139.5	\$ 9,111.0	\$ 8,129.0	\$ 5,659.0	\$ 34,038.5

Revenues and Expenditures by Category Analysis - Historical and Budget

			2019				
			Adopted	2020		2021	
	2017	2018	Budget	Budget	% Change	Budget	% Change
Revenues:							
Ad Valorem Property Taxes	715,398	724,681	648,000	575,000	-11.3%	50,000	-91.3%
Investment Income	6,725	264,390	-	-	0.0%	-	0.0%
Grants	1,260,180	194,510	850,000	322,000	-62.1%	-	0.0%
Sunday Liquor Permit Fees	335,765	290,300	200,000	300,000	50.0%	250,000	-16.7%
Impact Fees	308,226	476,677	1,376,000	857,500	-37.7%	628,000	-26.8%
Lease Revenue	108,536	108,091	-	-	0.0%	-	0.0%
Other Revenue	117,140	94	-	-	0.0%	-	0.0%
Fund Balance/Prior Year Funds	-	-	-	2,402,000	100.0%	2,000,000	-16.7%
Sale of Property & Equipment	-	-	-	68,000	100.0%	20,000	-70.6%
Bond Proceeds	25,762,750	86,226,411	3,320,000	-	-100.0%	-	0.0%
Transfers In:							
Beach Preservation Fees	900,583	707,592	1,975,000	2,200,000	11.4%	1,140,000	-48.2%
Hospitality Fees	258,883	219,362	607,000	3,305,000	444.5%	4,243,000	28.4%
Tax Increment Financing	1,346,037	333,338	-	-	0.0%	450,000	100.0%
General Fund	-	47,755	-	-	0.0%	-	0.0%
Debt Service Fund	-	298,930	-	-	0.0%	-	0.0%
Road Usage Fee	112,559	59,147	900,000	1,110,000	23.3%	330,000	-70.3%
Total Revenue	31,232,782	89,951,278	9,876,000	11,139,500	12.8%	9,111,000	-18.2%
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Expenditures:							
Beach Maintenance	17,213,169	7,506,099	500,000	500,000	0.0%	1,140,000	128.0%
Existing Public Facilities	1,833,305	13,980,575	155,000	1,325,000	754.8%	105,000	-92.1%
Park Development	3,218,040	8,817,100	700,000	947,000	35.3%	250,000	-73.6%
Facilities Improvements	146,258	643,702	3,470,000	100,000	-97.1%	100,000	0.0%
Pathway Improvements	30,824	17,479	100,000	100,000	0.0%	100,000	0.0%
Roadway Improvements	1,477,351	2,666,461	3,725,000	6,824,000	83.2%	2,980,000	-56.3%
Land Acquisition	9,926	490	20,000	68,000	240.0%	20,000	-70.6%
Other/Prior Appropriation	-	-	-	525,500	100.0%	428,000	-18.6%
Debt Service - Principal	-	25,000,000	-	-	0.0%		0.0%
Debt Service - Interest	-	1,000,000	-	-	0.0%	-	0.0%
Bond Issue Costs	64,000	1,143,765	100,000	_	-100.0%	_	0.0%
Transfers Out	743,336	1,042,266	678,000	_	-100.0%	_	0.0%
Vehicles & Specialized Equipment	-	-	428,000	750,000	75.2%	3,988,000	431.7%
Total Expenditures	24,736,209	61,817,937	9,876,000	11,139,500	12.8%	9,111,000	-18.2%
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Net Change in Fund Balance	6,496,573	28,133,341	-	-		-	
Beginning Fund Balance	5,503,307	11,999,880	40,133,221	40,133,221		37,731,221	
Use of Prior Year Funds	-	-	-	2,402,000		2,000,000	
Ending Fund Balance	11,999,880	40,133,221	40,133,221	37,731,221		35,731,221	
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Note: The Capital Projects Fund experienced a temporary increase as several projects were delayed after Hurricane Matthew. The Town is emphasizing completing these projects in fiscal year 2019 and fiscal year 2020. As a result of these efforts, the fund balance that was temporarily raised will be brought back to a more historical standard level.

Fiscal Years 2020 and 2021 CIP Projects by Funding Source

Thousands of	ofDollars
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		<u>ordonars</u>		
		Funding		Funding
Projects	FY 2020	Source	FY 2021	Sourc
Pathways				
Crosswalk signage and paving markers	\$ 20.0	Hospitality Bond		
Crosswalk lighting at unsignalized locations	80.0	Hospitality Tax	100.0	Hospitality Tax
Roadway Improvements				
Private dirt roads acquisition/paving	1,110.0	Road Usage Fee	330.0	Road Usage Fee
South Forest Beach Drive improvements			100.0	TIF
Intersection improvements: Shelter Cove Towne Center	3,500.0	GO Bond, Hospitality Tax		
Traffic signal mast arms		Impact Fees	200.0	
Coligny/Pope Avenue improvements			350.0	TIF
William Hilton Pkwy improvements - Jenkins Island to Squire Pope Rd			2,000.0	State Funded
Coligny Master Plan	2,214.0	Impact Fees, Beach Bond/Fees		
Park Development				
Park upgrades	622.0	Sunday Liquor Permit Fees/CDBG		
Park upgrades: Crossings Park batting cages			175.0	Sunday Liquor Permit Fees
Park upgrades: Barker Field picnic shelter			75.0	Sunday Liquor Permit Fees
Shelter Cove area parking	300.0	Property Taxes		
Public Art Foundation	25.0	Property Tax		
Existing Facilities and Infrastructire				
Fire Rescue Training Center enhancements	125.0	Hospitality Tax	55.0	Hospitality Tax
Town Hall remodeling	200.0	Property Tax, Hospitality Tax	50.0	Property Tax
Fire Station 2 replacement	1,000.0	GO Bond		
New Facilities and Infrastructure				
Fire Hydrant project	100.0	Hospitality Tax	100.0	Hospitality Tax
Beach Maintenance				
Beach management & monitoring	500.0	Beach Bond/Fees	500.0	Beach Bond/Fees
Beach area parking			640.0	Beach Bond/Fees
Land				
Legal fees related to land and projects	68.o	Sale of Land	20.0	Sale of Land
Other				•
Fire Rescue - apparatus replacement			3,988.00	Hospitality Tax
Cost of Issue	100.0	Property Taxes		
Computer software and equipment	750.0	GO Bond		
Honey Horn capital outlay	43.5	Impact Fees	375.0	Impact Fees
Recreation Center capital outlay	382.0	GO Bond/ Impact	53.0	Impact Fees
Total	\$ 11,139.5		\$ 9,111.0	

