

CITY OF SOUTH PORTLAND

CAPITAL IMPROVEMENT PROGRAM

FISCAL YEAR 2020



Presented by

Scott T. Morelli
City Manager
City of South Portland

March 19, 2019

CITY OF SOUTH PORTLAND

Capital Improvement Program

FY 2020

City Council

Claude V.Z. Morgan, Mayor

Maxine R. Beecher

April Caricchio

Deqa Dhalac

Susan J. Henderson

Katherine Lewis

Misha C. Pride

City Manager

Scott T. Morelli

March 19, 2019

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Scott T. Morelli
City Manager

March 18, 2019

Claude V.Z. Morgan, Mayor
City of South Portland
25 Cottage Road
South Portland, ME 04106

Re: FY 2020 to FY 2026 Capital Improvement Program

Dear Mayor Morgan and City Councilors:

In accordance with §502, §514, and §515 of the City Charter, I am submitting the fiscal years 2020 - 2026 (FY20-26) Capital Improvement Program (CIP) for the City of South Portland.

A CIP establishes funding priorities for capital investments in the community. In South Portland, our CIP serves as a roadmap for projects not just in the upcoming fiscal year, but also for an additional six years out. Our CIP guides investments in safe and efficient road and transportation systems; capital-intensive environmental infrastructure projects, such as wastewater collection and treatment facilities; and public safety equipment through a planned and continuous investment program. The CIP also establishes a plan to purchase, construct, and maintain public land and buildings that house educational, governmental, cultural, and/or recreational activities to serve our citizens and students.

FY 2020 Capital Improvement Requests

Although the overall CIP is a seven year plan, it is the FY20 portion that Council is committing to fund for the upcoming year. You will note several Council goals are addressed in the FY20 CIP, including:

- Cash Corner Fire Station (Goal#2: Public Safety and Environmental Mitigation)
- ADA-compliant Pool Locker Room Doors (Goal #7: Senior Services/Aging in Place)
- Contribution to the Land Bank Account (Goal #6: Increase Sustainability)
- Portland Street Pier Reconstruction (Goal #2: Public Safety & Environmental Mitigation)
- Willard Beach Master Plan (Goal #1: Waterfront Master Plan, Goal #2: Public Safety and Environmental Mitigation, Goal #6: Increase Sustainability, and Goal #8: Continue with Neighborhood Master Plans)
- Willard Beach Access (Deake Street) (Goal #2: Public Safety and Environmental Mitigation, Goal #6: Increase Sustainability)
- Weed Steamer with Trailer (Goal #4: Improve Bike & Pedestrian Safety, Goal #6: Increase Sustainability)
- Pedestrian Warning Flashers (Goal #4: Improve Bike & Pedestrian Safety)
- Broadway, Lincoln, Vachon Multi-use Path (Goal #4: Improve Bike & Pedestrian Safety)

- High Speed Internet Expansion in Knightville (Goal #7: Senior Services and Aging-in-Place, Goal #8: Continue with Neighborhood Master Plans)
- Sidewalk Program (Goal #4: Improve Bike & Pedestrian Safety, Goal #7: Senior Services and Aging-in-Place)
- Traffic Signal: Broadway/Sokokis (Goal #2: Public Safety & Environmental Mitigation)
- Waterfront Master Plan (Goal #1: Waterfront Master Plan)

In addition, all of the Water Resource Protect projects in the FY20 CIP address Council Goal #2: Public Safety & Environmental Mitigation and Goal #6: Increase Sustainability. It is also important to note that the FY20 CIP makes major investments various City buildings, some that are short-term and others that are longer term. (See Table III for a complete list of FY20 projects).

The total FY20 CIP request of \$15,879,031 spans the following six functional areas:

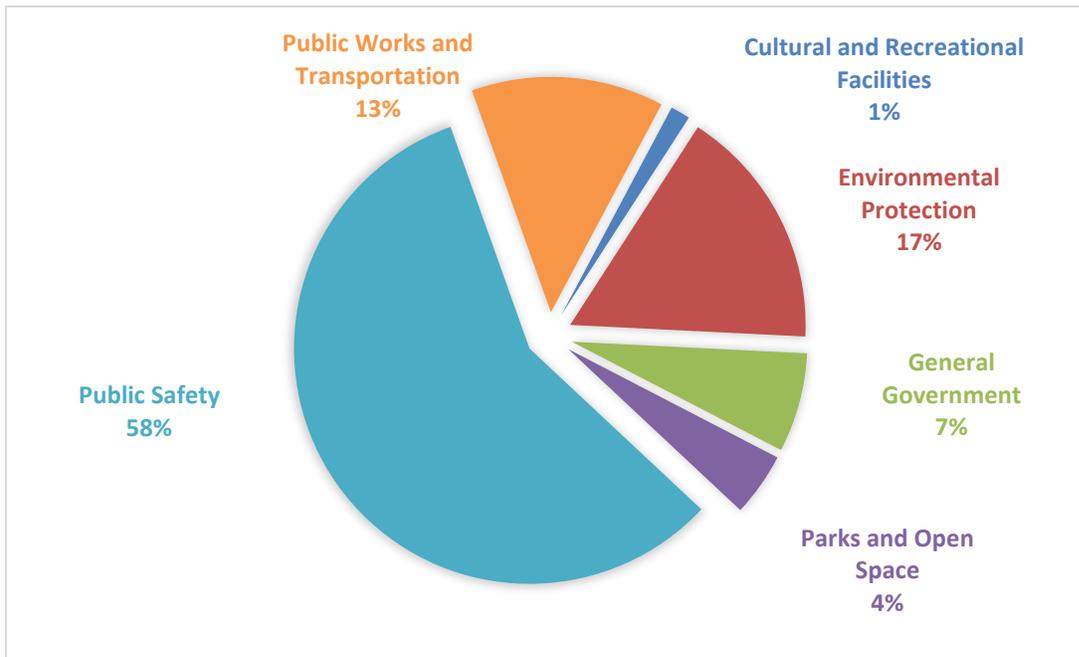
Table I

**FY 2020 Capital Improvement Program
By Functional Area**

Cultural and Recreational Facilities	\$214,223
Environmental Protection	\$2,645,110
General Government	\$1,083,875
Parks and Open Space	\$693,582
Public Safety	\$9,142,779
Public Works and Transportation	<u>\$2,099,462</u>
Total	\$15,879,031

Chart I

**FY 2020 Capital Improvement Program
By Functional Area**



The City of South Portland utilizes a number of sources to fund capital projects. These sources include:

- General Obligation (GO) Bonds (long-term debt)
- Tax Increment Financing (TIF) (funds eligible capital projects related to TIF district)
- General Fund Reserves (planned savings and investment program contained within the operating budget)
- Sewer User Fund Reserves/Surplus (funded through the sewer user operating budget)
- State or Federal Grants
- Prior Years' CIP Balances and Interest (dollars remaining from previous CIP projects that can be reprogrammed for new capital needs)
- Fund Balance (funded through the General Fund)
- Franchise Capital Reserves (funded from grants by the cable television franchisee)

Most of these funds are restricted in their use. For example, TIF funds can only be used for specific purposes that are related to the district and approved by the State of Maine. It is important to understand this when looking at why some items have been funded and others, which may better address a Council goal, have not been.

A predominance of FY20 CIP funds are proposed to come from a \$7 million GO bond to fund various public safety building improvements, including a new Cash Corner Fire station. The sources of funding for the FY20 CIP are:

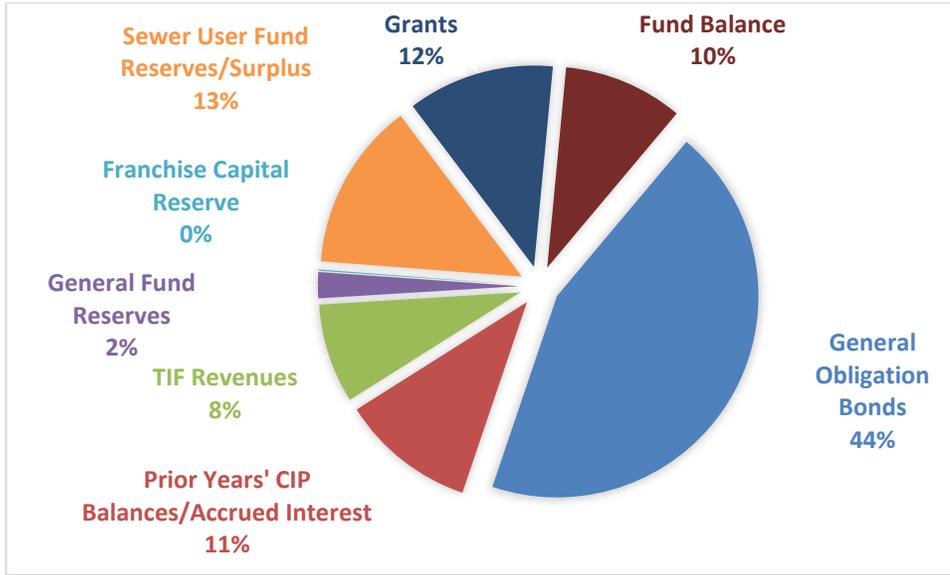
Table II

**FY 2020 Capital Improvement Program
By Funding Sources**

General Obligation Bonds	\$7,000,000
Prior Years' CIP Balances/Accrued Interest	\$1,721,694
TIF Revenues	\$1,269,510
General Fund Reserves	\$331,279
Franchise Capital Reserves	\$15,000
Sewer User Fund Reserves/Surplus	\$2,145,110
Grants	\$1,870,373
Fund Balance	<u>\$1,526,065</u>
Total	\$15,879,031

Chart II

**FY 2020 Capital Improvement Program
By Funding Sources**



Cultural and Recreational Facilities

The proposed seven-year Capital Improvement Plan includes an investment of \$2,893,108 for projects at the Pool, Redbank Field, Main Library, and Wainwright Fields. FY20 includes the following projects totaling \$214,223:

Table III

**FY 2020 Cultural and Recreational Facilities
Capital Improvement Projects**

Main Library – Inventory Management System – Phase II	\$34,000
Recreation – Wainwright Complex and City Fields Master Plan	\$45,000
Recreation – Skatepark Planning	\$40,000
Recreation – Rehab Redbank Field	\$85,653
Recreation – Pool ADA Doors for Locker Rooms	<u>\$9,570</u>
Total Cultural and Recreational Facilities	\$214,223

The source of funds for these projects are: Prior Years' CIP (\$63,781), Grants (\$92,088), and General Fund Balance (\$58,354).

Environmental Protection

One of the most important obligations of a City is its role in environmental stewardship to protect the health and safety of its residents, protect its natural environment, and meet the obligations of

state and federal environmental law. The City Council has committed significant resources recently to meet this obligation.

The proposed seven-year Capital Improvement Plan continues this commitment, with an investment of \$20,358,610 for Environmental Protection projects, all being accomplished through the Water Resource Protection (WRP) department.

FY20 includes the following Environmental Protection projects totaling \$2,645,110:

Table IV

**FY 2020 Environmental Protection
Capital Improvement Projects**

WRP – Mechanic Street Pump Station Repairs	\$60,000
WRP – Pleasantdale Flow Evaluation/Modeling	\$115,000
WRP – Front Street Phase I & W High Phase II	\$1,654,610
WRP – Treatment Plant Electrical Service Phase III	\$602,500
WRP – Skid Steer	\$68,000
WRP – E Street Pump Station Repairs	\$60,000
WRP – Western Ave #1 Pump Station Repairs	\$25,000
WRP – Belt Filter Press Repairs	<u>\$60,000</u>
Total Environmental Protection	\$2,645,110

The source of funds for these projects are: TIF (\$500,000) and Sewer User Fund Reserves (\$2,145,110).

General Government

This functional area includes municipal buildings, equipment, and technology investments across all municipal departments. The proposed seven-year CIP includes an investment of \$3,294,175 for these types of expenditures.

The first year of the CIP (FY20) includes the following General Government projects totaling \$1,083,875:

Table V

**FY 2020 General Government
Capital Improvement Projects**

Economic Development – Wayfinding Signs	\$100,000
Facilities – Scissor Lift	\$10,000
Facilities – Used pick-up truck	\$12,000
Finance – Assessing – Vision Appraisal Software Update	\$16,875
Information Systems – Computer Reserve	\$50,000
Land Bank Account	\$35,000
SPC-TV – HD Fiber Transmission Upgrade	\$10,000
SPC-TV- Digital Signage Installation	\$5,000
Parks – Portland Street Pier – Phase I	\$550,000
Planning & Development – Hamlin Building Improvements	\$195,000
Planning & Development – Waterfront Master Plan	<u>\$100,000</u>
Total General Government	\$1,083,875

The source of funds for these projects are: Prior Years’ CIP (\$31,840), TIF (\$494,510), Franchise Capital Reserve (\$15,000), Grants (\$250,000), and Fund Balance (\$292,525).

Parks and Open Space

Historically, taxpayers have made a substantial commitment to provide parks and open space for future generations of this City. With steady growth in residential and commercial development, it is important to continue to enhance the livability and quality of life for our residents by providing access to nature through the development of urban parks and open space.

The proposed CIP includes an investment of \$3,083,632 for Parks and Open Space projects over the next seven years. FY20 includes the following projects totaling \$693,582:

Table VI

**FY 2020 Parks and Open Space
Capital Improvement Projects**

Parks - Willard Beach Master Plan	\$50,000
Parks – Willard Beach Access (Deake Street)	\$572,500
Parks – ¾ Ton Superduty 4 x 4 Drive Truck	45,300
Parks – Weed Steamer with Trailer ¹	<u>\$25,782</u>
Total Parks and Open Space	\$693,582

The source of funds for these projects are: Prior Years’ CIP (\$5,800), General Fund Reserve (\$80,000), Grants (\$429,375), and Fund Balance (\$178,407).

¹ Items colored green represent CIP requests that meet the City’s “Green CIP” criteria. When Council adopted the Climate Action Plan in 2014, one of the goals included the creation of a Green CIP within the City’s annual CIP process.

Public Safety

The proposed seven-year CIP includes an investment of \$19,750,734 for Public Safety buildings and equipment. FY20 includes 14 Public Safety projects totaling \$9,142,779:

Table VII

**FY 2020 Public Safety
Capital Improvement Projects**

Fire Department – Western Avenue Heating and HVAC	\$265,000
Fire Department – Command Vehicle CR-45	\$50,000
Fire Department – Service Truck – One Ton ST-413	\$45,000
Fire Department – Defibrillator	\$38,000
Fire and Police Department – Dispatch CAD Upgrade	\$250,000
Fire Department – Cash Corner Fire Station	\$7,500,000
Fire Department – Study and Rehab Façade at Central Fire Station	\$500,000
Police Department – New Controls System	\$80,000
Police Department – Roof Maintenance (1967 & 1997 sections & garage)	\$45,000
Police Department – Boiler Conversion to Gas and Ventilation	\$45,000
Police Department – VRF Heat Pumps	\$130,000
Police Department – Regional Crime Lab	\$11,779
Police Department – Tactical Body Armor Replacement	\$33,000
Police Department – Dual Band Mobile Radios	<u>\$150,000</u>
Total Public Safety	\$9,142,779

The source of funds for these projects are: General Obligation Bonds (\$7,000,000), Prior Years' CIP (\$1,533,461), General Fund Reserves (\$91,500), Grants (\$34,500), and Fund Balance (\$401,779).

Public Works and Transportation

The final major functional area is Public Works and Transportation. This includes programs and activities of the Public Works, Planning and Development, and Bus Service Departments. The proposed seven-year CIP includes an investment of \$14,542,462 for Public Works and Transportation projects. FY20 includes the following projects totaling \$2,099,462:

Table VIII

**FY 2020 Public Works and Transportation
Capital Improvement Project**

Bus Service – Transit Bus Reserve	\$50,000
Bus Service – Two-way Radios	\$42,812
Planning & Development – Pedestrian Warning Flashers	\$30,000
Planning & Development – Vashon, Lincoln, Broadway Multi-Use Path	\$1,024,650
Planning & Development – High Speed Internet Expansion in Knightville	\$97,000
Public Works – Sidewalk Program	\$350,000
Public Works – One Ton Truck with Plow (2)	\$170,000
Public Works – Superintendent SUV	\$40,000

Public Works – Municipal Services Facility – Compressed Air Lines	\$15,000
Public Works – Traffic Signal Reserve	\$100,000
Public Works – Traffic Signal @ Broadway & Sokokis	<u>\$180,000</u>
Total Public Works and Transportation	\$2,099,462

The source of funds for these projects are: Prior Years’ CIP (\$86,812), TIF (\$275,000), General Fund Reserves (\$78,240), Grants (\$1,064,410), and Fund Balance (\$595,000).

Unfunded Requests

This budget utilizes \$1.53 million in undesignated fund balance to either partially or wholly fund 24 different items. This leaves our available undesignated fund balance at approximately 11.75% of our overall budget, which is within our policy range of 8 – 12%. The City has not dipped below the 12% mark in recent memory. However, I felt there were a number of worthy projects that necessitated crossing this threshold, especially as they related to the condition of City buildings. Despite this extra use of fund balance, a number of requested projects were unable to be included in the FY20 plan due to a lack of sufficient funds:

Table IX

**FY 2020 Unfunded
Capital Improvement Projects**

Facilities – Relocation of Elevator Buttons City Hall	(\$18,000)
Finance – Tax Office Counters and Furniture	(\$25,000)
Parks – Greencity GIS	(\$37,500)
Police Department – Digital Archive System	(\$15,000)
Public Works – Sidewalk Weed Control	(\$25,000)
Recreation – Electric Transport Golf Car (3)	(\$14,085)
Sustainability – Energy Management Software	(\$25,300)
Sustainability – Zero Waste Strategy	(\$20,000)
Parks – Snowrator (2)	(\$28,737)
Total Unfunded	<u>(\$190,622)</u>

These items have been moved to the FY21 CIP so that they may be reconsidered during next year’s budget process. These projects may also be able to be funded with surplus funds within a department’s operating budget at the end of FY19.

FY20-26 CIP

The long-range CIP contemplates significant funding in the areas of Environmental Protection, Public Safety, and Public Works and Transportation. It is important to note that the further out a CIP goes, the less accurate it becomes. Therefore, while I have a high level of confidence that the items appearing on the FY21 CIP sheet will closely reflect what is actually requested by departments next year, I have less confidence that the list for FY26 will resemble what Council sees seven years from now. We know, for example, that major, long-term decisions need to be made about Central Fire and the Police stations, Hamlin School, and even City Hall. In addition, we expect a number of recommendations from current and near-term studies to result in significant capital outlay requests. For example, the Community Climate Action and Adaptation Plan, the Waterfront Master Plan, the Willard Beach Master Plan, and the Wainwright Master Plan will all result in future CIP requests with large price tags. Therefore, what is included herein is our best understanding of current needs based on available information, but will likely change as these and other plans unfold.

Overall, the seven-year CIP is distributed across major functional areas as follows:

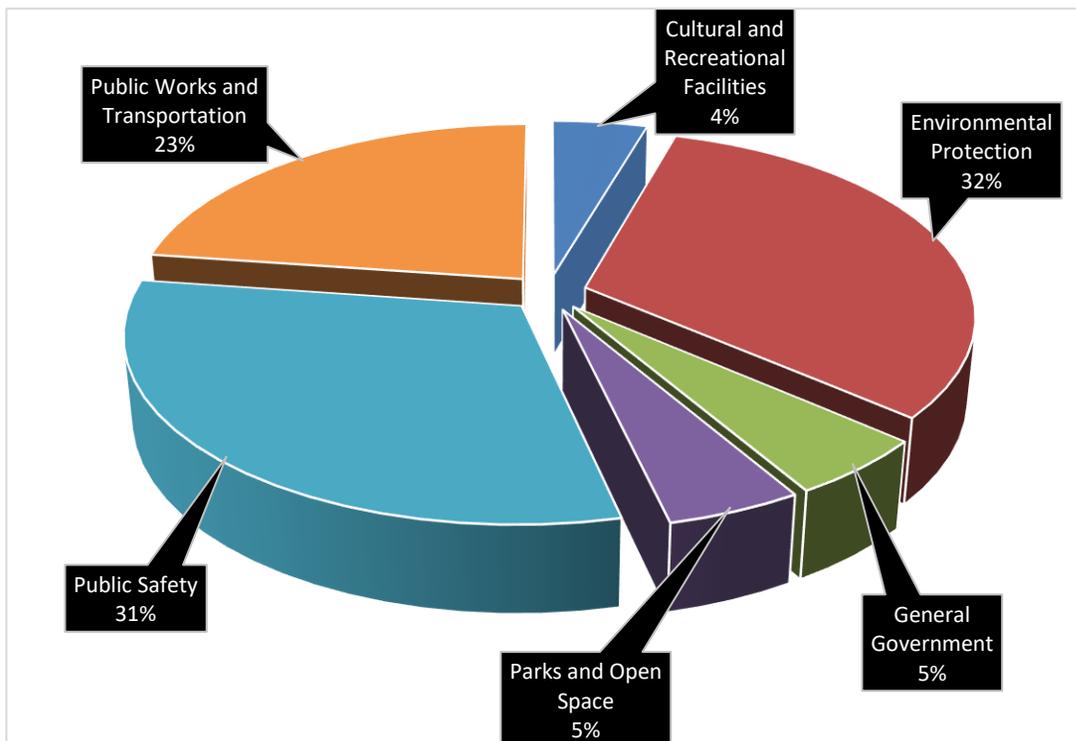
Table X

**Distribution of Capital Projects
Across Major Functional Areas
FY 2020 to FY 2026**

Cultural and Recreational Facilities	\$2,893,108
Environmental Protection	\$20,358,610
General Government	\$3,294,175
Parks and Open Space	\$3,083,632
Public Safety	\$19,750,734
Public Works and Transportation	<u>\$14,542,462</u>
Total	\$63,922,721

Chart X

**Distribution of Capital Projects
Across Major Functional Areas
FY 2020 to FY 2026**



The following table shows the distribution of funding sources proposed to be used to fund this seven-year CIP.

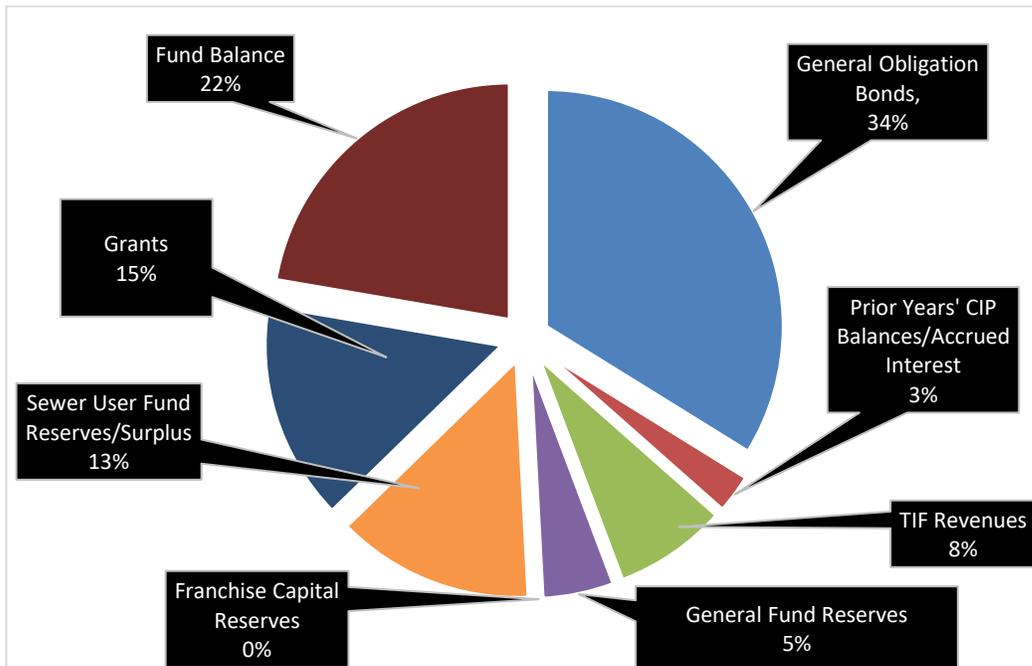
Table XI

**Distribution of Funding Sources
For Capital Improvement Spending
FY 2020 to FY 2026**

General Obligation Bonds	\$21,625,000
Prior Years' CIP Balances/Accrued Interest	\$1,721,694
TIF Revenues	\$4,956,660
General Fund Reserves	\$3,121,279
Franchise Capital Reserves	\$15,000
Sewer User Fund Reserves/Surplus	\$8,644,610
Grants	\$9,585,223
Fund Balance	<u>\$14,253,255</u>
Total	\$63,922,721

Chart XI

**Distribution of Funding Sources
For Capital Improvement Spending
FY 2020 to FY 2026**



Approximately thirty-four percent (33.83%) of the total CIP will be funded with long-term GO bonds through the City's property-tax-supported general fund. Approximately 66 percent (66.17%) will be funded through non-borrowing sources, including user fees, state or federal grants, TIF revenues, fund balance, prior years' CIP balances/accrued interest, or on a pay-as-you-go basis through the establishment of annual contributions to reserve accounts to fund the replacement of capital infrastructure and equipment.

Educational Capital Program

The School Department has submitted its FY20 CIP in the amount of \$814,100. The supporting documents are provided in Section 5 of this CIP booklet.

Conclusion

The City Council has approved and/or completed a number of important capital improvement projects to repair, replace, or in some cases expand the quality of public facilities, infrastructure, and equipment that serve our residents, businesses, and visitors. While significant, yet unknown, investments loom large over the next several years, this CIP continues with South Portland's commitment to the health and safety of its inhabitants, and to improving the quality of life for those who call South Portland home.

I would like to thank Finance Director Greg L'Heureux and Controller Jordan Shelburne for the numerous meetings and behind-the-scenes work that was required to transmit this proposal to Council. I would like to give special thanks to Executive Assistant Mary Perry for all her work in gathering, compiling, and organizing all of the CIP information spanning seven years contained herein.

I look forward to presenting this plan for the future to the City Council and the public at the Council meeting on April 2, 2019.

Sincerely,



Scott T. Morelli
City Manager

cc: South Portland School Board
Ken Kunin, Superintendent of Schools
Department Heads
South Portland Legislative Delegation

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