

City of Miami Beach, 1700 Convention Center Drive, Miami Beach, Florida 33139, www.miamibeachfl.gov

## COMMISSION MEMORANDUM

TO: Mayor Philip Levine and Members of the City Commission

FROM: Jimmy L. Morales, City Manager

DATE: September 27, 2016

SUBJECT: A RESOLUTION OF THE MAYOR AND CITY COMMISSION OF THE CITY OF

MIAMI BEACH, FLORIDA, ADOPTING THE FINAL CAPITAL IMPROVEMENT PLAN FOR FISCAL YEARS (FY) 2016/17 - 2020/21 AND ADOPTING THE CITY OF MIAMI

BEACH FINAL CAPITAL BUDGET FOR (FY) 2016/17.

## ADMINISTRATION RECOMMENDATION

Adopt the Resolution adopting the Final Capital Improvement Plan for FY 2016/17 – 2020/21 and adopting the Final Capital Budget for FY 2016/17.

# **BACKGROUND**

Planning for capital improvements is an ongoing process; as needs change within the City, capital programs and priorities must be adjusted. The Capital Improvement Plan ("CIP") serves as the primary planning tool for systematically identifying, prioritizing and assigning funds to critical City capital development, improvements and associated needs.

The City's capital improvement plan process begins in the Spring when all departments are asked to prepare capital improvement updates and requests on the department's ongoing and proposed capital projects. Individual departments prepare submittals identifying potential funding sources and requesting commitment of funds for their respective projects.

In the spring of 2006, the City created a Capital Budget Process Committee comprised of the Capital Improvements Office, Department of Public Works, Planning Department, Fire Department, Parks and Recreation Department, Parking Department, and Fleet Management Department, together with the Finance Department and the Office of Budget and Performance Improvement. The Committee is responsible for reviewing and prioritizing new capital projects that will be funded in a given fiscal year, and for recommendation of funding allocations from authorized sources for the prioritized projects. The Committee developed and implemented a structured committee process for development of the Capital Plan and Budget, including review criteria projects must meet in order to be considered for funding. Under the Capital Budget Process Committee process, departments submit proposed new project requests which staff reviews. Then, there is a sign-off by impacted departments, and a preliminary prioritization of the projects. The process is reviewed and refined annually by the Committee.

Based on the direction received from the Finance and Citywide Projects Committee in February 2008, the process was modified to allow for early input to the prioritization process by the Commission, subject to the availability of funds. Under the revised process, a preliminary list of

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unfunded projects is presented to the Commission or the Finance and Citywide Projects Committee, providing the opportunity for input and prioritization. This is consistent with the process for Commission input regarding operating budget priorities and the format used is similar to that used to seek guidance on operating budget priorities in prior years. The Capital Budget is then adopted at the second budget hearing in September.

Capital funding priorities were discussed at the budget briefings at the Finance and Citywide Projects Committee meetings held on June 6, 2016, July 6, 2016, and July 22, 2016. The City Manager, Assistant City Managers, the Capital Improvement Project Office Director, other Department Directors, and other City staff were available to discuss specific projects and respond to the Committee's questions.

At the first budget briefing on June 6, 2016, Staff presented the preliminary list of unfunded projects that were being requested including projects that the Administration proposed for funding subject to the availability of funds. A summary of the changes requested by the Committee to the preliminary prioritization sheet throughout the three Finance and Citywide Projects Committee budget meetings and the First Public Hearing held on September 14<sup>th</sup>, 2016 are listed below (sorted by funding source):

#### Renewal and Replacement

In FY 2016/17, it is recommended that the renewal and replacement voted millage rate be set to 0.0235 which will generate \$662,000 for renewal and replacement projects in FY 2016/17. The remaining portion of the renewal and replacement millage (0.0848) will transfer to the Operating millage rate in order to set aside \$3 million in the General Fund for additional pension costs of \$6 million expected in FY 2017/18. As a result, some projects that were previously proposed for funding have been deferred to FY 2017/18. These projects are: Scott Rakow Community Center Aluminum Windows Renewal, South Shore Community Center Electrical Distribution Renewal, South Shore Community Center Fire Alarm System Renewal, and 777 Building Branch Wiring - Equipment & Devices Renewal.

#### Parking Impact Fees

 Added funding for P55 - New Garage at 2660 Collins Avenue in the amount of \$1,960,000 in FY 2016/17 and programmed \$2,240,000 in FY 2017/18. The remaining funding for this \$14 million project is programmed in the Parking Operations Fund in FY 2016/17 and FY 2017/18.

#### Half Cent Transit Surtax - County (PTP)

• Added the request for the Intelligent Transportation System at the revised requested amount of \$10,130,000. It is recommended that this project be funded in FY 2016/17 by \$2,020,026, the remaining available balance in the fund for appropriation in FY 2016/17. The total estimated project cost is \$14,690,000 of which \$4,560,000 was previously funded. With the proposed FY 2016/17 funding of \$2,020,036, this project would be funded at \$6,580,026 leaving the remaining future need unfunded at \$8,109,974.

## Pay-As-You-Go (PAYGO)

- Updated the Sky Watch Tower Refurbish project from \$61,000 to \$116,000 based on an increased cost estimate.
- Revised the Fairway Park project name to "Fairway Park (Artificial Turf Soccer Field, Drainage & Playground Replacement)". Additionally, the Fairway Drainage & Playground Replacement Project was moved from North Beach Quality of Life to PAYGO and combined with the Fairway Park project increasing the Fairway Park proposed funding from \$1,000,000 to \$1,181,000.
- Additional funds for Maurice Gibb Park in the amount of \$177,000 were added. This
  project was originally proposed to be funded from South Beach Quality of Life Funds;
  however this assumed a grant match. The grant cannot be attained as the project does
  not meet the grant requirements. Therefore, this additional funding of \$177,000 will fully
  fund the project at \$354,000.
- Added funding for the Ocean Drive LGBT Decorative Intersection Rainbow Crosswalk in the amount of \$100,000.
- Revised Muss Park Playground and Other Improvements funding request to \$500,000.
  The project is partially funded in "Reallocation of Funds" Fund for \$345,000. The remainder, \$155,000, is listed in the PAYGO fund however this amount was not proposed in FY 2016/17 due to the limited remaining balance in the PAYGO fund.
- Added funding request for the MacArthur Entrance Sign in the amount of \$500,000; however this amount was not proposed in FY 2016/17 due to the limited remaining balance in the PAYGO fund.

## South Beach - Quality of Life

- Revised the Lummus Park Muscle Beach Upgrade project estimate from \$125,000 to \$200,000.
- Added request for Bass Museum Park Café Furniture & Fixtures in the amount of \$100,000.
- Removed proposed funding for the Española Way Conversion because the project was funded in FY 2015/16 through the 7<sup>th</sup> Capital Budget Amendment adopted by Commission on July 13<sup>th</sup>, 2016.

## North Beach - Quality of Life

- Based on updated timeline, the 71<sup>st</sup> Street Eastern Street End Improvement Design Study in the amount of \$25,000 was moved from FY 2016/17 to FY 2017/18.
- Added \$125,000 based on updated estimate for the Tent for the North Shore Bandshell.
- Combined the Fairway Drainage & Playground Replacement with the Fairway Park

project in the PAYGO Fund.

 Added new request for North Shore Bandshell stage and sound system improvements of \$102,600.

#### Resort Tax Fund

 Added Garage P23 – 1623 West Avenue Interceptor Garage in the amount of \$3,000,000 in FY 2016/17. The FY 2015/16 Resort Tax is currently projected to end the fiscal year with a \$4.5 million surplus; \$3 million of this projected surplus will be used as one-time funds to partially fund this project. This project is eligible for partial Resort Tax funding as it will provide additional parking for Lincoln Road in addition to replacing parking along Alton Road if and when the Miami Beach Light Rail/Modern Streetcar project is built.

#### Parking Operations Fund

- Removed the proposed funding for Police Headquarters Visitors Parking Garage. Due to the increase in the revised estimate, Staff does not recommend moving forward with this project. There are the two other garages on Washington Avenue and 10<sup>th</sup> Street and Collins and 13<sup>th</sup> Street that will provide a sufficient increase in spaces on Washington Avenue between 5<sup>th</sup> and 17<sup>th</sup> Streets.
- Added P23 1623 West Avenue Garage in the amount of \$1,165,000 (Parking Operations Fund, #201) in FY 2016/17 and an additional \$4,165,000 in FY 2017/18.
   Together with the \$3 million in Resort Tax funding, this programs funding for the project at \$8.33 million.

#### Other Changes

The following are requested changes to projects in scope that do not have any fiscal impacts:

- The Building Department is recommending modifying the scope of project "2<sup>nd</sup> Floor Renovations" to include renovations to their satellite offices. This modification will improve the efficiency of the operations of the Building Department within City Hall and improve customer experience as it will also allow for residents and business owners in the north end of the City to more easily access Building Department services closer to their homes or businesses.
- The Building Department is recommending modifying the scope of project "Building Development Process Enterprise System". As the City progresses in its implementation of Munis and to replace the City's current permitting and licensing system known as "Permits Plus" with "Energov", the Department has identified areas where scope changes would increase efficiency: (1) ability to purchase iPad Minis for the Inspectors and Compliance Officers involved in the Building Development Process which will streamline the issuance of building code violations as well as expedite the inspection process; (2) ability to purchase a payment kiosk for the new North Beach Satellite Office which will allow customers to pay for permits or violations by check or credit card in the lobby of the satellite office, thus avoiding a separate trip to City Hall; (3) ability to secure

a plans management and tracking system for the Plan Review process such as bar codes or Quick Response (QR) code technology, to ensure the appropriate location and tracking of plans in the Plan Review process; and (4) ability to procure a mechanism to obtain feedback from the customers, constituents, business entities and visitors about their experience doing online transactions within the Citizen Access portal.

After the July 22, 2016 Finance and Citywide Projects Committee meeting, funding in the amount of \$15,000 for fencing at the Biscayne Elementary School was requested in order to utilize the co-owned property as a community park at times when the school is not actively using the property. This request does not meet the threshold for a capital improvement project therefore has not been included in the final FY 2016/17 Capital budget and is instead included in the final FY 2016/17 Operating budget in the Citywide account.

After the September 14, 2016 First Public Hearing the following changes were made:

- Programmed funding for Citywide Dog Park Lighting Improvements and MBGC Alton Road Perimeter Landscaping to FY 2017/18 in the Reallocation of Funds – Other Capital Projects fund.
- Moved funding for the Miami Beach Police Facilities Camera System and Palm Island Tennis Courts Lighting to PAYGO in FY 2016/17 and funding for Lummus Park Lighting Improvements and Flamingo Neighborhood ROW Improvements at 10<sup>th</sup>/11<sup>th</sup> Street Neighborhood Greenways to PAYGO in FY 2017/18 from the Reallocation of Funds – Other Capital Projects fund.
- Updated the funding amount for the Lottie House Apartments to \$542,554 from \$306,000.

Additionally, two funding scenarios are presented below for procuring the Public Safety Radio and Viper 911 systems at an estimated cost of \$10 million and \$600,000, respectively.

Option 1: Finance the systems through a four-year loan through the funding scenario below:

Funding Sources:	2017	2018	2019	2020	2021	Total
Renewal and Replacement		1,500,000	1,500,000	1,500,000	1,500,000	6,000,000
Pay-Go		300,000	300,000	300,000	300,000	1,200,000
Quality of life (3 Districts)		700,000	700,000	700,000	700,000	2,800,000
IT / Technology (IT Steering)		250,000	250,000	250,000	250,000	1,000,000
City wide - Fund balance at 9-30-2016	500,000.00					
	500,000.00	2,750,000	2,750,000	2,750,000	2,750,000	11,000,000

This funding scenario assumes the City will borrow \$10.1 million and will begin debt service payments in FY 2017/18. Borrowing costs are estimated to be \$200,000, interest payments are estimated to be \$637,000, and the debt service per year is estimated to be \$2.7 million.

Option 2: Finance the systems through a three-year loan through the funding scenario below:

Funding Sources:	2017	2018	2019	2020	Total
Renewal and Replacement		1,500,000	1,500,000	1,500,000	4,500,000
Pay-Go		1,000,000	1,000,000	1,000,000	3,000,000
Quality of life (3 Districts)		800,000	800,000	800,000	2,400,000
IT / Technology (IT Steering)		260,000	260,000	260,000	780,000
City wide - Fund balance at 9-30-2016	500,000				<u></u>
	500,000	3,560,000	3,560,000	3,560,000	10,680,000

This funding scenario assumes the City will borrow \$10.1 million and will begin debt service payments in FY 2017/18. Borrowing costs are estimated to be \$200,000, interest payments are estimated to be \$479,000, and the debt service per year is estimated to be \$3.6 million.

# FY 2016/17 FINAL CAPITAL BUDGET AND FY 2016/17 - FY2020/21 CAPITAL IMPROVEMENT PLAN

The final Capital Budget for FY 2016/17 totals \$88,286,702 and will be appropriated on October 1, 2016. Projects will address many needs in different areas of the City including: neighborhood enhancements such as landscaping, sidewalk restoration; traffic calming; roadway and bridge resurfacing and reconstruction; water, sewer, and drainage system improvements; park construction, renovation and upgrades; renovation of seawalls; parking lot and garage renovation, construction/renovation of public facilities; and vehicle replacement. The following tables summarize the final capital expenditures by funding and program source.

Funding Source	FY 2016/17		
Resort Tax Fund-2%	13,000,000		
RDA - Non TIF	9,000,000		
RDA Garages	7,000,000		
Parking Operations	6,363,000		
Art in Public Places	6,250,000		
Parking Impact Fees Fund	6,150,000		
RDA Anchor Shoppe	6,000,000		
Concurrency Mitigation Fund	5,000,000		
Resort Tax - Mid Beach	4,213,000		
Resort Tax - North Beach	4,168,600		
Pay As You Go - Capital Fund	3,558,221		
Half Cent Transit Surtax-Cnty	3,436,818		
2010 Parking Bonds Reso. 2010-	3,259,331		
7th Street Garage	2,563,569		
Resort Tax - South Beach	2,293,000		
2003 G. O. Bonds-Neighborhoods	1,509,738		
Realloc. Funds-Other Cap. Proj	641,000		
3 Cent Local Option Gax Tax	1,300,000		
Capital Renewal & Replacement	1,164,000		
South Pointe Renewal & Replace	493,425		
CDBG Fund	542,554		
2003 G. O. Bonds-Pks & Rec	197,838		
2001 Gulf Breeze-Normandy Golf	128,203		
'97 Parking System Revenue Bd	54,405		
Total Proposed Appropriations as of 9/30/16	\$88,286,702		

PROGRAM	FY 2016/17		
ART IN PUBLIC PLACES	6,250,000		
BRIDGES	150,000		
COMMUNITY CENTERS	102,600		
ENVIROMENTAL	2,200,000		
EQUIPMENT	443,000		
GENERAL PUBLIC BUILDINGS	767,554		
GOLF COURSES	65,000		
LIGHTING	1,996,000		
PARKING GARAGES	20,741,000		
PARKS	7,344,000		
RENEWAL & REPLACEMENT	2,726,305		
STREET / SIDEWALKS STREESCAPE	5,614,425		
TRANSIT / TRANSPORTATION	39,886,818		
Total Proposed Appropriations as of 9/30/16	88,286,702		

The FY 2016/17 – FY 2020/21 Capital Improvement Plan for the City of Miami Beach is a five-year plan for public improvements and capital expenditures by the City. This document is an official statement of public policy regarding long-range physical development in the City of Miami Beach. The Capital Improvement Plan has been updated to include projects that will be active during FY 2016/17 through FY 2020/21.

The Capital Improvement Plan has also been updated to include additional funding sources that have become available, changes in project timing, and other adjustments to ongoing projects as they have become better defined including projects that have been reconfigured, re-titled, combined with or separated from other projects and/or project groupings. These adjustments have no fiscal or cash impact and are as a result of a comprehensive review of the program to

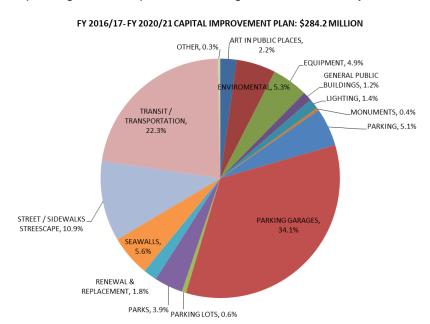
insure that our plan accurately reflects all project budgets, funding sources and commitments.

The Capital Improvement Plan also contains information on appropriations prior to FY 2016/17 for ongoing/active projects, as well as potential future appropriations through FY 2020/21. In conjunction with the development of the FY 2016/17 Capital Budget and Capital Improvement Plan, the City began to develop a list of potential projects that may be funded in the future, including projects that have been approved as part of a plan but not yet sequenced or approved for funding.

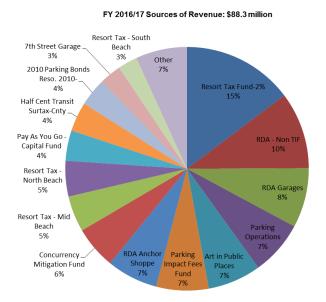
The following table shows a summary of the Five-Year Capital Improvement Plan by program area as well as prior year funding for ongoing projects, and funding requirements for desired projects with no anticipated funding, for the FY 2016/17 Capital Budget and the FY 2016/17 – FY 2020/21 Capital Improvement Plan.

Project Type	Prior Years	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	Total
ART IN PUBLIC PLACES	352,000	6,250,000	-	-	-	-	6,602,000
BRIDGES	12,693,410	150,000	-	-	-	595,000	13,438,410
COMMUNITY CENTERS	-	102,600	-	-	-	-	102,600
CONVENTION CENTER	610,658,381	-	-	-	-	-	610,658,381
ENVIROMENTAL	8,037,048	2,200,000	9,894,000	3,000,000	-	-	23,131,048
EQUIPMENT	34,468,394	443,000	4,053,000	4,947,000	4,376,000	-	48,287,394
GENERAL PUBLIC BUILDINGS	24,474,668	767,554	-	-	-	2,745,000	27,987,222
GOLF COURSES	376,200	65,000	77,000	-	-	-	518,200
INFORMATION TECHNOLOGY	41,150	-	-	-	-	-	41,150
LIGHTING	4,235,415	1,996,000	1,299,000	333,000	333,000	-	8,196,415
LOCAL GRANT	100,000	-	-	-	-	-	100,000
MONUMENTS	422,000	-	-	-	-	1,034,000	1,456,000
PARKING	3,718,817	-	-	-	14,500,000	120,000	18,338,817
PARKING GARAGES	49,853,730	20,741,000	26,405,000	24,800,000	-	25,000,000	146,799,730
PARKING LOTS	12,112,116	-	-	-	-	1,678,000	13,790,116
PARKS	67,124,242	7,344,000	3,618,000	-	-	-	78,086,242
RENEWAL & REPLACEMENT	23,834,725	2,726,305	1,075,299	165,000	165,000	1,057,000	29,023,329
SEAWALLS	28,895,024	-	-	-	-	15,817,000	44,712,024
STATE GRANT	7,500,000	-	-	-	-	-	7,500,000
STREET / SIDEWALKS STREESCAPE	383,579,408	5,614,425	13,521,264	550,000	550,000	10,607,000	414,422,097
TRANSIT / TRANSPORTATION	35,066,918	39,886,818	21,434,000	1,500,000	650,000	-	98,537,736
UTILITIES	102,870,002	-	-	-	-	-	102,870,002
GRAND TOTAL	1,410,413,647	88,286,702	81,376,563	35,295,000	20,574,000	58,653,000 FY 2017-21	1,694,598,912 284,185,265

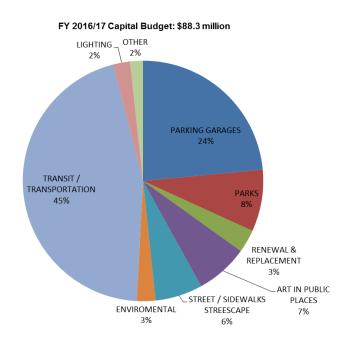
The graph below shows the major project types with funding budgeted and programmed in the FY 2016/17 – FY 2020/21 Capital Improvement Plan. The largest budgeted and programmed investments are in parking and transportation throughout the next five years.



The FY 2017-2021 Capital Plan – Funding Summary (<u>Attachment A</u>) sorts the projects in the Final Capital Improvement Plan for FY 2016/17 – 2020/21 and the Final Capital Budget for FY 2016/17 by funding source (revenue). As shown in the following chart, the 2 percent Resort Tax Fund brings in the largest portion of revenue for capital projects.



The FY 2017-2021 Capital Improvement Plan by Program (<u>Attachment B</u>) sorts the projects in the Final Capital Improvement Plan for FY 2016/17 – 2020/21 and the Final Capital Budget for FY 2016/17 by Program (expenditure). The largest budgeted investments are in transportation and parking.



## **Financings**

A number of capital financing transactions are reflected in the Capital Improvement Plan including: General Obligation Bonds, Stormwater Revenue Bonds, Water and Sewer Revenue Bonds, Gulf Breeze Loans and an Equipment Master Lease.

In 1995, the City issued \$59 million in Water and Sewer Revenue Bonds. In 1997, the City paid \$15 million for the 1996 authorized General Obligation Bonds to construct, renovate and rebuild parks and recreation facilities within the City's park system.

In 2000, the City issued the initial \$30 million of the authorized \$92 million 1999 General Obligation Bond. These funds were issued to expand, renovate and improve fire stations and related facilities; improve recreation and maintenance facilities for parks and beaches; and improve neighborhood infrastructure. In 2000, the City also issued \$54,310,000 in Water and Sewer Bonds and \$52,170,000 in Stormwater Revenue Bonds. In addition, the City was granted a \$4 million Section 108 U.S. Housing and Urban Development Loan for improvements to neighborhood streets, North Shore Park and Youth Center.

In 2001, the City executed loan agreements with the City of Gulf Breeze, Florida, providing \$15 million for the renovation and improvement of two City owned golf courses and their related facilities. The City issued the remaining \$62,465,000 of the referendum approved \$92 million General Obligation bonds in July 2003 for improving neighborhood infrastructure in the City. Further, in 2006 and 2010, the City executed loan agreements with the City of Gulf Breeze, Florida, providing an additional \$24 million and \$30 million for water and sewer projects, respectively.

Based on current project schedules, additional water and sewer, and stormwater financing, previously anticipated for FY 2007/08 are now financed over a series of years. The FY 2007/08 Capital Budget and CIP anticipated \$47.8 million in new water and sewer financing and \$79.7 million in new stormwater financing. In 2006 and 2010, the City executed loan agreements with the City of Gulf Breeze, Florida, providing an additional \$24 million and \$30 million for water and sewer projects, respectively. In FY 2008/09, a line of credit was issued and was being used to fund projects in advance of issuing water and sewer and storm water bonds. Under this approach, the City uses the line of credit in order to have the necessary funding capacity to enter into new projects. This also allows the City more time to both build the necessary rate capacity to issue additional tax-exempt bonds through rate increases and also spend down the current committed but unspent bond proceeds. This phased approach provides the City with more time to refine the cost estimates for projects planned to be in construction prior to issuance of bonds. In FY 2011/12, approximately \$50 million in stormwater bonds were issued replacing funding for projects previously funded by the line of credit. In FY 2014/15, approximately \$100 million in stormwater bonds were issued as part of the first of three \$100 million bonds to upgrade the City's stormwater system.

On December 15, 2015, the City issued \$164,920,000 in Resort Tax Revenue Bonds, Series 2015. These Series of bonds are being issued by the City for the purpose of providing funds to (1) finance a portion of the costs of acquiring and constructing renovations to the Miami Beach Convention Center and related improvements, and (ii) pay the costs of issuing the Series 2015 bonds.

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On December 15, 2015, the City issued \$58,825,000 in Parking Revenue Bonds, Series 2015. These Series of bonds are being issued by the City for the purpose of providing funds to (i) finance a portion of the costs of acquiring and constructing a new parking facility and improvements to a surface parking lot to serve the City's Convention Center, and (ii) pay the cost of issuing the Series 2015 bonds.

On December 15, 2015, the RDA Agency issued \$286,245,000 in Tax Increment Revenue and Revenue Refunding Bonds, Series 2015A and \$35,850,000 in Tax Increment Revenue Refunding Bonds, Taxable Series 2015B. The Series 2015A bonds will be used, together with certain other legally available moneys of the Agency, to (i) provide for the current refunding of all the outstanding Series 2005B bonds, (ii) finance certain costs of acquiring and constructing renovations to the Miami Beach Convention Center and certain other improvements, and (iii) pay costs of issuance of the Series 2015 bond and refunding the outstanding Series 2005B bonds. The Series 2015B will be used to (i) provide for the advance refunding of all the outstanding Series 1998 bonds, (ii) provide for the current refunding of all the outstanding Series 2005A bonds, and (iii) pay costs of issuance of the Series 2015B bonds and refunding the outstanding Series 1998A bonds and the outstanding Series 2015A bonds, including the portion of the premium allocable to the Series 2015B bonds for the reserve policy.

Depending on cash flow, Water and Sewer bonds may be issued in FY 2016/17. Historically there has been a phased approach for the issuance of water, sewer and stormwater financing. Under this approach, the City has accessed a line of credit to allow the City to have the necessary funding capacity to enter into new projects, while allowing the City more time to both build the necessary rate capacity to issue additional tax-exempt bonds through rate increases and also spend down the current committed but unspent bond proceeds.

## **CONCLUSION:**

The Administration recommends adopting the Final Capital Improvement Plan for FY 2016/17 - 2020/21 and adopting the City of Miami Beach Final Capital Budget for Fiscal Year (FY) 2016/17.

Attachment A – FY 2017-2021 Capital Improvement Plan Funding Summary Attachment B – FY 2017-2021 Capital Improvement Plan by Program

JLM/CGR