

**PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS**

WORKSHOP SUMMARY

Meeting Date: January 28, 2020

Department: Environmental Resources Management

I. EXECUTIVE BRIEF

Title: Proposed Environmental General Obligation Bond Referendum

Summary: At the November 19, 2019 Palm Beach County (County) Board of County Commissioners (BCC) meeting, staff was directed to provide a briefing on a proposed environmental general obligation bond referendum for the August 2020 election, including suggested projects that have been vetted through Environmental Resources Management (ERM), and local environmental stakeholders including the non-profit Sustainable Palm Beach County.

Staff requests direction from the BCC on: 1) whether to proceed with meeting all requirements, including adoption of a resolution by the BCC, to call for a bond referendum for the August 18, 2020 election; 2) confirm not to exceed \$150 million bond issue; 3) support for the project concepts for inclusion; 4) input on suggested public education / outreach for the bond referendum; and 5) any further direction to clarify expectations. Countywide (DB)

Background and Policy Issues: Palm Beach County has been a leader in the protection of environmental, land, and water resources. These natural resources are critically important and highly valued by our communities, and help support a vibrant, diverse, and strong economy, including agriculture and tourism. Key community stakeholders raised the issue of a general obligation bond referendum as a potential solution to support further County investment to protect, improve and restore our water and environmental resources, and to best leverage state and federal funds towards critical water and environmental projects.

Attachments:

1. PowerPoint Presentation
2. List of Potential Projects for Inclusion in Bond Referendum Funding

Recommended by: Michael Staff 1/14/20
Department Director **Date**

Approved by: Nancy L. Belton 1/16/20
Assistant County Administrator **Date**

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact:

Fiscal Years	2020	2021	2022	2023	2024
Capital Expenditures	_____	_____	_____	_____	_____
Operating Costs	_____	_____	_____	_____	_____
External Revenues	_____	_____	_____	_____	_____
Program Income (County)	_____	_____	_____	_____	_____
In-Kind Match (County)	_____	_____	_____	_____	_____
NET FISCAL IMPACT	_____	_____	_____	_____	_____
# ADDITIONAL FTE POSITIONS (Cumulative)	_____	_____	_____	_____	_____

Is Item Included in Current Budget? Yes _____ No X

Does this Item include the use of Federal Funds? Yes _____ No X

Budget Account No.:

Fund _____ Department _____ Unit _____ Object _____ Program _____



B. Recommended Sources of Funds/Summary of Fiscal Impact:



C. Department Fiscal Review:



III. REVIEW COMMENTS

A. OFMB Fiscal and /or Contract Dev. and Control Comments:


 OFMB  1/14


 Contract Development and Control
 1/15/2020 

B. Legal Sufficiency:



 Assistant County Attorney

C. Other Department Review:

 Department Director

PROPOSED ENVIRONMENTAL GENERAL OBLIGATION BOND REFERENDUM



BCC Workshop
January 28, 2020

AGENDA

- Introduction and Background
- Proposed Projects
- General Obligation Bonds
- Ballot Referendum Schedule and Draft Language
- Public Education and Outreach Opportunities
- Discussion / Direction



INTRODUCTION AND BACKGROUND

The County has been a leader in the protection of environmental, land and water resources

These natural resources are critically important and highly valued by our communities, and help support a vibrant, diverse and strong economy

A general obligation (GO) bond referendum is a potential solution to support further County investment to protect, improve and restore our water and environmental resources, and leverage state and federal funds

In November 2019, BCC directed staff to provide a briefing on a proposed GO bond referendum, including projects proposed by Environmental Resources Management (ERM) staff and Sustainable Palm Beach County

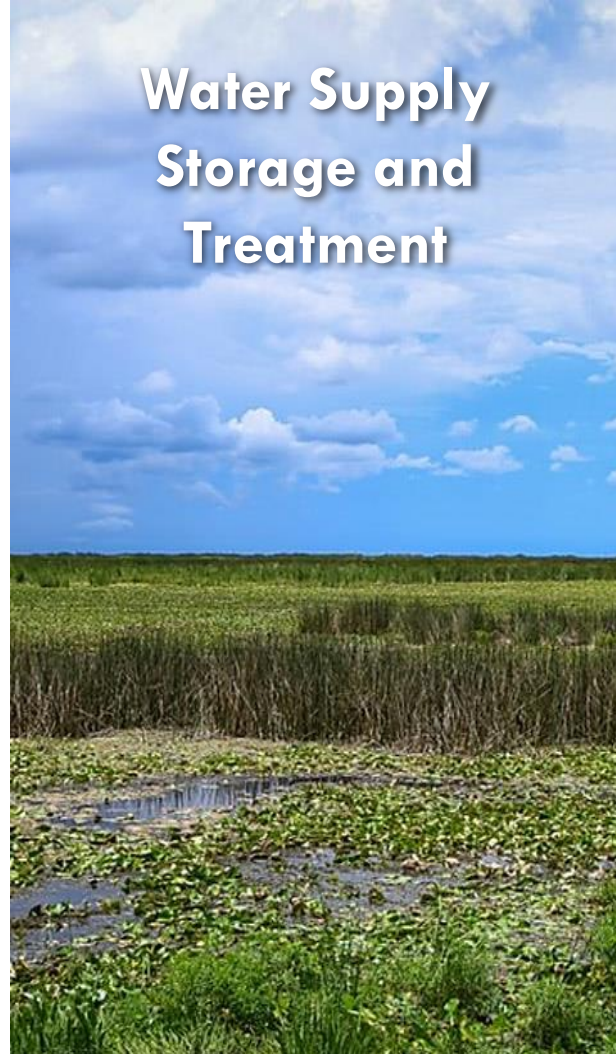
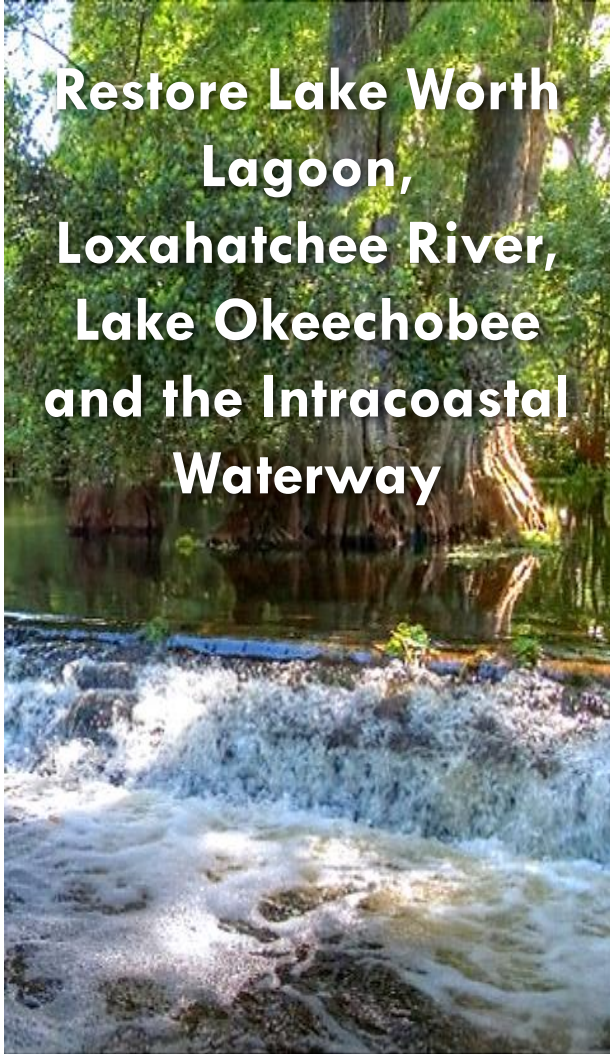
PROPOSED PROJECTS

Restore Lake Worth Lagoon, Loxahatchee River, Lake Okeechobee and the Intracoastal Waterway

Water Supply Storage and Treatment

County-Wide Water Quality Improvement

Public Access



PROPOSED PROJECTS



Restore Lake Worth Lagoon, Loxahatchee River, Lake Okeechobee, and the Intracoastal Waterway

Project	Description	Potential Partners	Areas that Benefit	Location (District #)
Lake Okeechobee Restoration	Constructed islands in Lake Okeechobee near Pahokee to improve fish and wildlife habitat and water quality	U.S. Army Corps of Engineers	District 6. Lake Okeechobee / Glades Region	6
Loxahatchee Slough Flow-way Connection and Hydrologic Integration	Additional infrastructure to optimize the quantity, quality, timing and distribution of water to benefit the Loxahatchee River watershed	Palm Beach Gardens, SFWMD	Districts 1 and 6. Loxahatchee River and Watershed	1
Mecca Restoration	Upland and wetland habitat restoration on SFWMD-owned Mecca site	SFWMD	Districts 1 and 6. Loxahatchee River and Watershed	1

PROPOSED PROJECTS



Restore Lake Worth Lagoon, Loxahatchee River, Lake Okeechobee, and the Intracoastal Waterway (cont'd)

Project	Description	Potential Partners	Areas that Benefit	Location (District #)
Pal Mar Acquisition	Acquisition and restoration of environmentally sensitive lands and/or mitigation rights	Willing sellers	District 1. Pal-Mar / Loxahatchee River and Watershed	1
West Palm Beach Canal Spillway (S-155) Retrofit	Infrastructure improvements to reduce harmful sediment discharges to the Lake Worth Lagoon	SFWMD	Districts 1, 2, 3, 4, 7. Lake Worth Lagoon	2/3
Submerged Lands Acquisition	Acquisition of submerged lands with high habitat quality threatened by development	Willing sellers	Districts 1, 2, 3, 4, 7. Lake Worth Lagoon	1, 4, 7

PROPOSED PROJECTS



Water Supply Storage and Treatment

Project	Description	Potential Partners	Areas that Benefit	Location (District #)
C-51 Reservoir Phase 2 Storage	Secure a quantity of water storage to benefit environmental water needs, water quality, and water supply	Palm Beach Aggregates, SFWMD, U.S. Army Corps of Engineers	Districts 1, 2, 3, 4, 5, 6, 7. County-wide / Water supply and Water quality	6
Green Cay Wetlands Phase 2	Increase water supply sustainability via treatment plant expansion, advanced treatment technologies and wetlands; includes public access	N/A	District 5. Habitat Restoration in Lake Worth Lagoon watershed. County-wide Public visitor opportunity	5

PROPOSED PROJECTS



Water Supply Storage and Treatment (cont'd)

Project	Description	Potential Partners	Areas that Benefit	Location (District #)
Natural Area Connector Parcels	Acquire critical parcels to reduce habitat fragmentation, increase connectivity, and increase water storage benefits	Willing sellers	Districts 1, 2, 3, 4, 5, 6, 7. County-wide	3 / County-wide
Water Storage in L-8 Basin	Construct a water storage feature to benefit environmental water needs, water quality, and water supply	Willing sellers, SFWMD, U.S. Army Corps of Engineers	Districts 1, 2, 3, 4, 5, 6, 7. L-8 Basin / Lake Worth Lagoon, Loxahatchee River and Watershed	6

PROPOSED PROJECTS



County-Wide Water Quality Improvement

Project	Description	Potential Partners	Areas that Benefit	Location (District #)
Septic to Sewer Conversion	Improve water quality via conversion of septic tanks to central sewer; priority areas are Lake Worth Lagoon and Loxahatchee River watersheds	Local governments, special districts, HOAs	Districts 1, 2, 3, 4, 5, 6, 7. County-wide	County-wide
Stormwater Quality Improvements	Improve water quality via construction of stormwater quality improvement projects; priority areas are Lake Worth Lagoon and Loxahatchee River watersheds	Local governments, special districts, HOAs	Districts 1, 2, 3, 4, 5, 6, 7. County-wide	County-wide

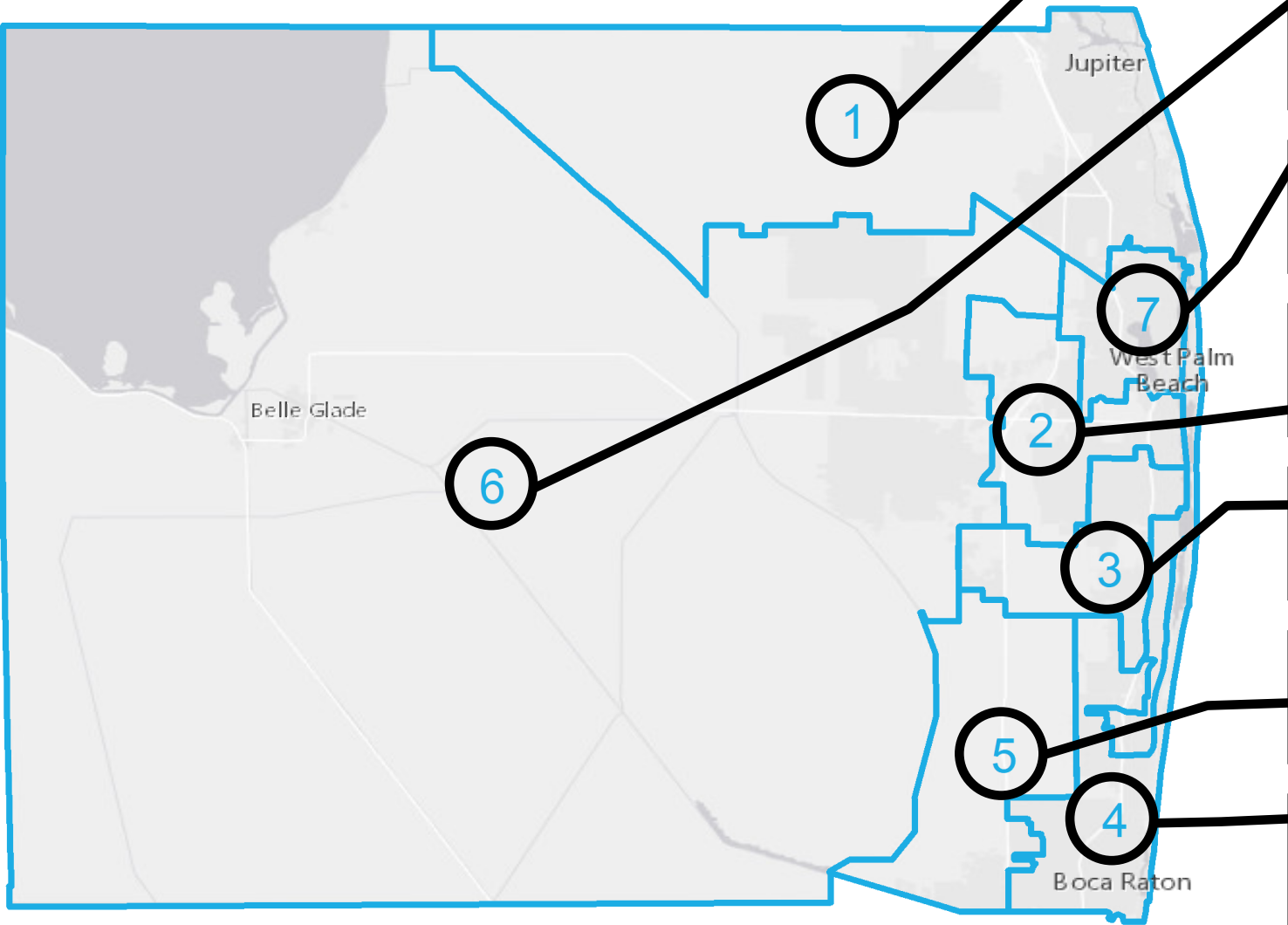
PROPOSED PROJECTS

Public Access



Project	Description	Potential Partners	Areas that Benefit	Location (District #)
C-51 Boat Lift	Provide public access to waterways via construction of a boat lift that enables the passage of small vessels between inland freshwater bodies and the Intracoastal Waterway	Blueway Trails LLC, SFWMD, Lake Clarke Shores, Lake Worth Beach, West Palm Beach	Districts 2, 3, 7. Lake Worth Beach, Town of Lake Clarke Shores, West Palm Beach	2/3
Natural Areas Public Use Facilities	Construct public access and use facilities in the County's Hungryland Slough Natural Area	N/A	Districts 1, 2, 3, 4, 5, 6, 7. General public and visitors to natural areas	1

PROPOSED PROJECTS



Lox Slough Flowway, Mecca Restoration, Pal Mar and Submerged Lands Acquisition, Septic to Sewer, Stormwater Quality Improvements, Natural Areas Public Use Facilities

Lake O Restoration, C 51 Reservoir, L 8 Basin Water Storage, Natural Area Connector Parcels, Septic to Sewer, Stormwater Quality Improvements

Submerged Lands Acquisition, Natural Areas Connector Parcels, Septic to Sewer, Stormwater Quality Improvements

S 155 Retrofit, Natural Areas Connector Parcels, Septic to Sewer, Stormwater Quality Improvements, C 51 Boat Lift

S 155 Retrofit, Natural Areas Connector Parcels, Septic to Sewer, Stormwater Quality Improvements, C 51 Boat Lift

Green Cay Wetlands Ph. 2, Natural Areas Connector Parcels, Septic to Sewer, Stormwater Quality Improvements

Submerged Lands Acquisition, Natural Areas Connector Parcels, Septic to Sewer, Stormwater Quality Improvements

PROPOSED PROJECTS - ANTICIPATED OPERATIONS AND MAINTENANCE RESPONSIBILITY

- Proposed projects will require routine operations and maintenance (O&M) in the future
- O&M will be the responsibility of the project owner / funding recipient
- O&M costs cannot be paid for with Bond funds



GENERAL OBLIGATION (GO) BONDS

Backed by the credit and taxing power of the County

- Countywide
- Debt service is funded by a separate millage rate

Once a referendum is approved by voters:

- BCC will approve a bond resolution
- Staff will work with Financial Advisor, Underwriter, and Bond Counsel to issue bonds
- Bond proceeds will be allocated to projects by BCC
- During budget preparation for Fiscal Year 2022, a millage rate will be included to fund debt service
- TRIM notices/tax bills will include debt service millage



CURRENT COUNTY GENERAL OBLIGATION BONDS

Issue/Purpose	Original Issue	Maturity Date	Amount Outstanding as of 10/1/2019	Millage Rate
Environmentally Sensitive Lands, Water Resources, Greenways, Agricultural Lands and Open Spaces; 1999 and 2001 (Series 2006)	\$150M	6-1-2020	\$7,630,000	0.0396
Recreation and Culture Facilities; 2003 and 2005 (Series 2010)	\$50M	7-1-2025	\$15,960,000	0.0190
Waterfront Access; 2006 (Series 2014)	\$50M	8-1-2026	\$20,960,000	0.0179
Total Countywide General Obligation Bonds			\$44,550,000	0.0765
Library Expansion Facilities; 2003 (Series 2010)	\$30.5M	7-1-2023	\$8,100,000	0.0221
Library Facilities; 2006 (Series 2014)	\$22.3M	8-1-2025	\$8,465,000	0.0158
Total Library General Obligation Bonds			\$16,565,000	0.0379

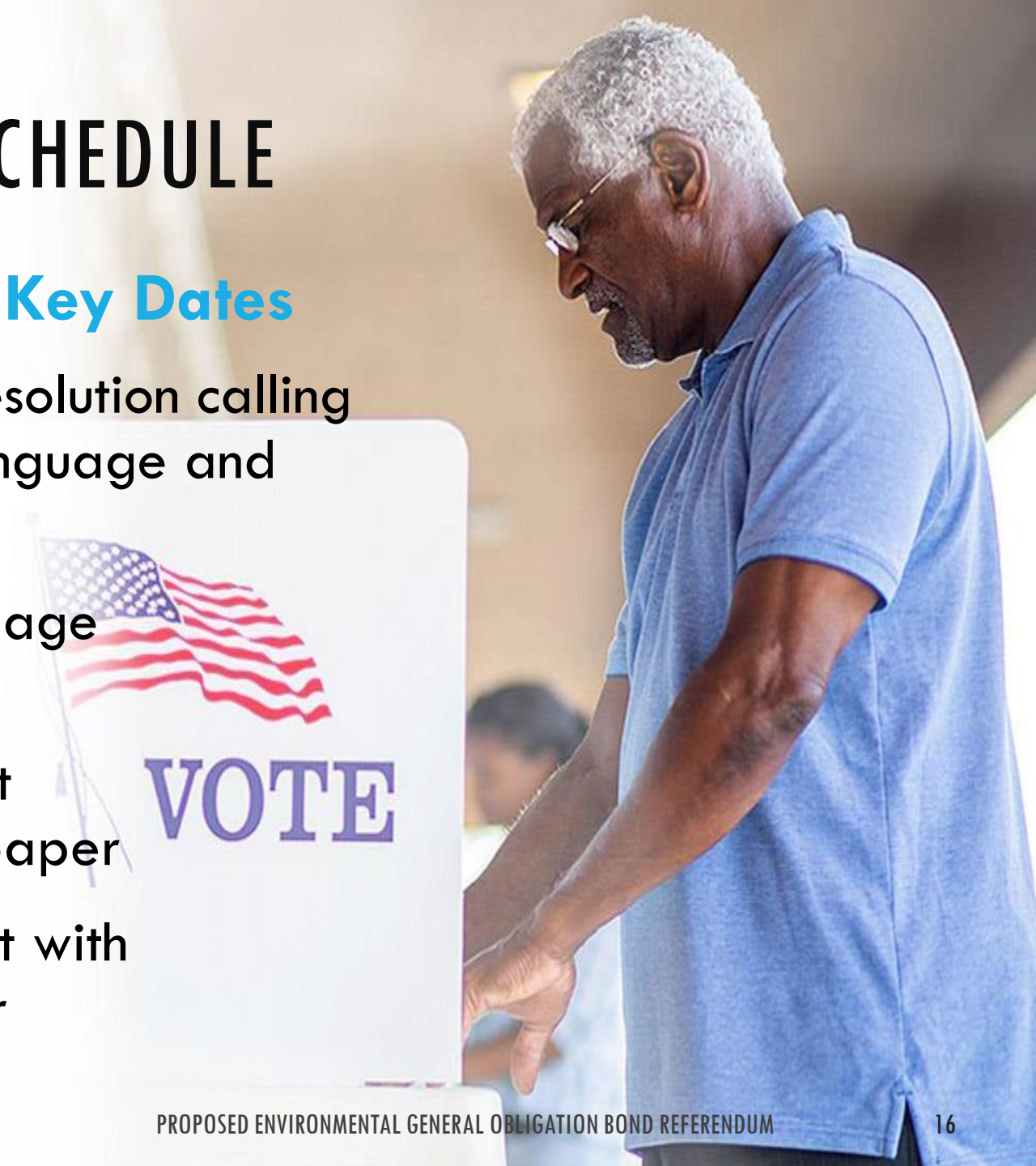
FINANCIAL SUMMARY FOR A \$150 MILLION BOND

- Tax exempt, 20 year maturity
- Can issue in July 2021 or later
- Can be multiple issues in smaller amounts over several years
- Estimated Annual Debt Service = \$9,640,000
- Taxable Property Values for Debt Service = \$199.2B
- Estimated millage rate = 0.0484
- For each \$100,000 of taxable property, taxpayer pays \$4.84 annually
 - **\$250,000 taxable property = \$12.10**

BALLOT REFERENDUM — SCHEDULE

August 18, 2020 Referendum – Key Dates

- **April 21 or May 5** – BCC adopt resolution calling for referendum (including ballot language and referendum date)
- **June 19** – Ballot referendum language due to Supervisor of Elections
- **July 15** – Publish 1st advertisement with notice of referendum in newspaper
- **July 29** – Publish 2nd advertisement with notice of referendum in newspaper



BALLOT REFERENDUM – DRAFT LANGUAGE

ENVIRONMENTAL PROJECTS FOR LAND AND WATER RESOURCES GENERAL OBLIGATION BONDS

To enhance the environment by acquiring and restoring lands, improving water resources and quality by constructing infrastructure to clean water, expanding water storage and treatment facilities and increasing public access to waterways, shall the County issue not exceeding \$150,000,000 of bonds, bearing interest rate(s) not exceeding legal maximum, maturing in not exceeding twenty years of issuance, in one or more series, payable from the County's full faith, credit and ad valorem taxing power?

PUBLIC EDUCATION AND OUTREACH OPPORTUNITIES

Presentation from Sustainable Palm Beach County



Clean Water Bond Public Education & Outreach Plan

*Karen Marcus, President
Sustainable Palm Beach County
January 28, 2020*



Sustainable
PALM BEACH COUNTY



Sustainable Palm Beach County will support passage of the **Environmental Projects for Land and Water Resources General Obligation Bond** with a strong public education and outreach plan.

- Clear language and graphics to explain benefits
- Range of activities and tools (from talks to community groups, media interviews to social media campaign).





To educate voters, we will stress two overarching themes:

- **Clean water is vital.** It is the lifeblood of Palm Beach County. The Bond's Action Plan provides a steady, plentiful clean drinking water supply. The Bond's Action Plan helps clean our aquifers, lakes, inlets, and rivers. It protects our coastline for recreation and tourism.
- **The Bond invests in the County's future.** It will store and cleanse water during the rainy season for slow release when needed during the dry season.



We will reach key audiences

- **Elected Officials** in PBC (local, state and national)
- **Civic and Business Organizations, POAs/ HOAs** including Chambers of Commerce, Economic Forum, NCNC, COWBRA, Economic Council, League of Cities, West Boca Community Council, Glades Groups, League of Women Voters, Multicultural Organizations, Civic Associations (Juno and Palm Beach)
- **Environmental Groups** including Florida Trails Association, Florida Audubon, Florida Native Plants, Sierra Club, Everglades Foundation, 1000 Friends, Loxahatchee River Historical Society, The Artificial Reef Committee, Jupiter Inlet Foundation, Lake Worth Lagoon Initiative, Waterkeepers, Green Cay Natural Areas
- **Media**
- **Voters**

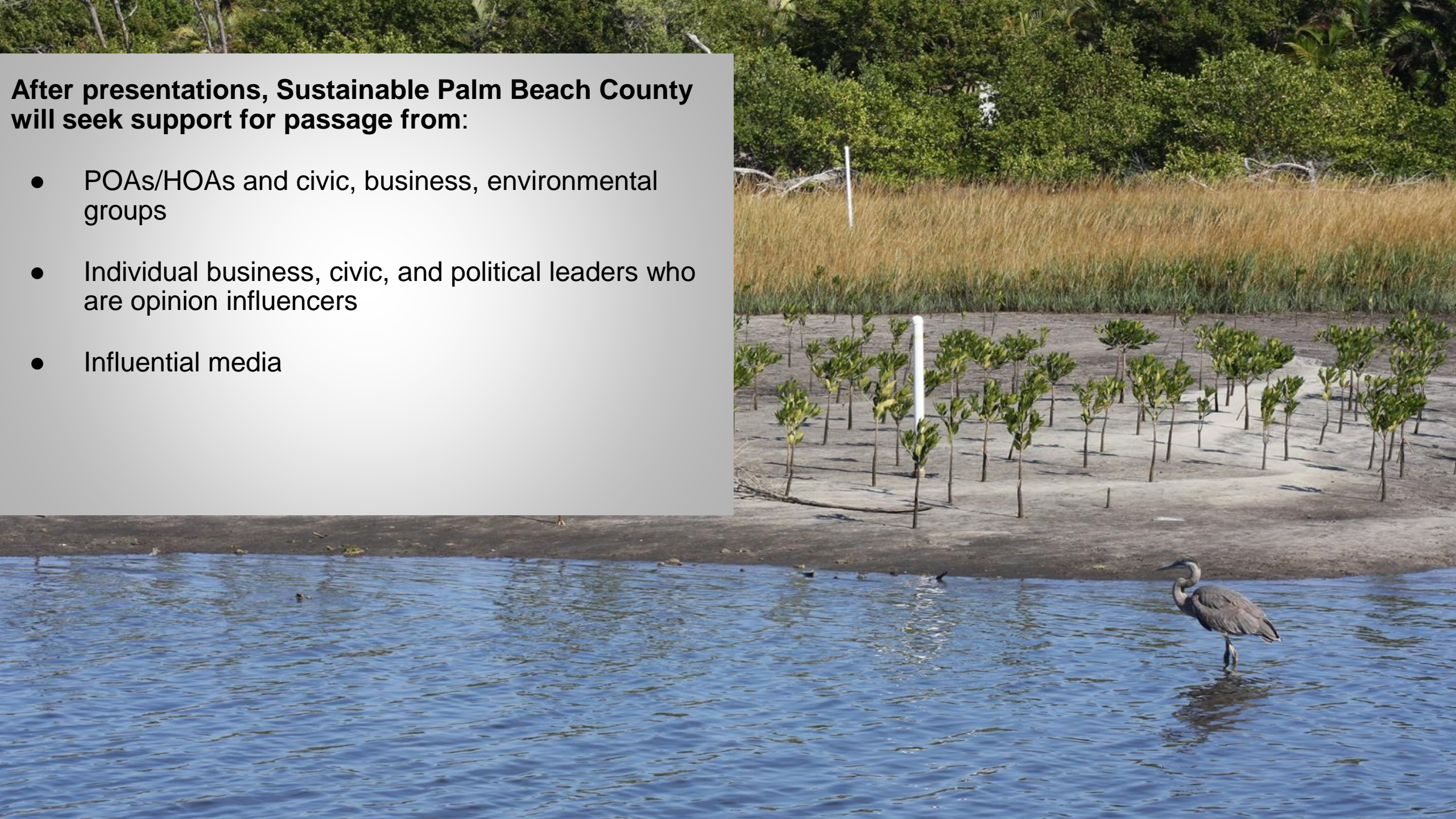
To support the bond referendum we will address key questions:

- What is this referendum about?
- Why are these projects important?
- How were they selected?
- What agency (agencies) will maintain these lands?
- How will the County partner with other federal, state and local agencies to maximize the dollars spent?
- What will it cost me?
- Why hold the referendum now?



After presentations, Sustainable Palm Beach County will seek support for passage from:

- POAs/HOAs and civic, business, environmental groups
- Individual business, civic, and political leaders who are opinion influencers
- Influential media



*Sustainable Palm
Beach County
begins educating
voters and seeking
support today!*



Sustainable
PALM BEACH COUNTY

DIRECTION REQUESTED

- Whether to proceed with meeting all requirements, including adoption of a resolution by the BCC, to call for a bond referendum on August 18, 2020
- Confirm not to exceed \$150 million bond issue
- Conceptual approval of the bond purpose and preliminary project list
- Direction on public education and outreach plan

PROPOSED ENVIRONMENTAL GENERAL OBLIGATION BOND REFERENDUM

DISCUSSION



BCC Workshop
January 28, 2020

PROPOSED ENVIRONMENTAL GENERAL OBLIGATION BOND REFERENDUM - PROPOSED PROJECTS - 01/22/2020

Project	Project Type	Project Description	Necessary Agreements / Antecedent Conditions for Project to be Initiated	Anticipated Operations and Maintenance Responsibility (not eligible for referendum dollars)	Areas that Benefit from Project	District Where Project Located
RESTORE LAKE WORTH LAGOON, LOXAHATCHEE RIVER, LAKE OKEECHOBEE, AND THE INTRACOASTAL WATERWAY						
Lake Okeechobee Restoration	Habitat Restoration	Restoring the eastern shoreline of Lake Okeechobee in the area of the City of Pahokee will help address challenges of shoreline erosion, poor water quality, and the loss of historical fish and wildlife habitat. This project will cost-share the design, permitting, and construction of islands in Lake Okeechobee to maximize habitat creation and improve water quality.	Partial funding combined with partnership with ACOE.	Palm Beach County ERM. Operations and maintenance costs will vary depending on the design of the project, but could be in the range of \$50,000-100,000 annually, depending on plant survival of initial plantings.	District 6. Lake Okeechobee / Glades Region.	6
Lox Slough Flowway Connection / Hydrologic Integration	Storage and Treatment of Surface Waters	There has been extensive wetland restoration in the Loxahatchee Watershed, and there is anticipated to be more in the near future. This project is to construct the necessary water infrastructure to optimize the quantity, quality, timing and distribution of surface waters through the Loxahatchee Watershed to benefit the created wetland habitats and the Loxahatchee River and Estuary.	Certain components will require an agreement with Palm Beach Gardens and Landowner and permits from the SFWMD. Other components focused solely on County-owned property only require permits.	To be determined	Districts 1 and 6. Loxahatchee River and Watershed.	1
Mecca Restoration	Storage and Treatment of Surface Waters	This project will complete upland and wetland habitat restoration on ~1700 acres on the Mecca Property owned by the SFWMD. Restoration work will be completed by Palm Beach County.	Agreement with SFWMD to allow County to do restoration and for SFWMD to manage property	The County will utilize these dollars to restore the property with the understanding that the SFWMD will assume long term operations and maintenance activities on the property.	Districts 1 and 6. Loxahatchee River and Watershed.	1
Pal Mar Acquisition	Conservation Lands Acquisition	Acquisition and restoration of environmentally sensitive lands and/or mitigation rights, including wetlands characterized as pine flatwood/wet prairie/depression marsh complex. Would help to connect currently privately owned lands, through acquisition, to previously acquired environmentally sensitive lands, which would allow for consistent management and ecosystem restoration activities to occur.	Requires willing sellers	Palm Beach County ERM. Anticipated natural areas management costs are anticipated to be ~\$360,000 / year.	District 1. Pal Mar / Loxahatchee River and Watershed.	1
West Palm Beach Canal Spillway (S-155) Retrofit	Water Quality Benefits	This project will design, permit, and construct improvements to the existing structure to reduce harmful sediment discharge to the Lake Worth Lagoon.	Cost share partnership with SFWMD	The County will utilize these dollars to cost-share with the SFWMD to retrofit the structure, with the understanding that the SFWMD will assume long term operations and maintenance activities.	Districts 1, 2, 3, 4, 7. Lake Worth Lagoon.	2, 3
Submerged Lands Acquisition	Habitat Protection	There are significant acres of high habitat quality submerged aquatic resources in Palm Beach County that remain threatened by urban development. This project is to acquire fee-simple interest in as many of those acres as possible to protect seagrass and other submerged habitats and the animals, such as manatees and sea turtles, that depend on them.	Requires willing sellers	There are no anticipated operations and maintenance costs associated with this project.	Districts 1, 2, 3, 4, 7. County-wide / Lake Worth Lagoon-wide	1, 4, 7

PROPOSED ENVIRONMENTAL GENERAL OBLIGATION BOND REFERENDUM - PROPOSED PROJECTS - 01/22/2020

Project	Project Type	Project Description	Necessary Agreements / Antecedent Conditions for Project to be Initiated	Anticipated Operations and Maintenance Responsibility (not eligible for referendum dollars)	Areas that Benefit from Project	District Where Project Located
WATER SUPPLY STORAGE AND TREATMENT						
C-51 Phase 2 Reservoir Storage	Water Supply and Storage	This project involves entering into an agreement with Palm Beach Aggregates to secure a quantity of water storage in the C-51 Phase 2 Reservoir to benefit Palm Beach County's water supply and environmental water needs, with anticipated additional water quality benefits.	Agreement on price with PB Aggregates (range from \$7500-\$10,000 / acre-foot). Potential partners include SFWMD and U.S. Army Corps of Engineers.	To be determined	Districts 1, 2, 3, 4, 5, 6, and 7. County-wide / Water Supply and Water Quality Benefits.	6
Green Cay Wetlands Phase II	Water Resources Protection / Habitat Restoration	This project is to increase water supply sustainability through a water treatment plant expansion, including advanced treatment, wetland treatment, and public access facilities.	Completed by PBC Utilities Department. Total Project cost estimated at \$32 million.	Palm Beach County Water Utilities Department	District 5. Habitat Restoration in Lake Worth Lagoon Watershed. Public visitor opportunity benefits county-wide and beyond.	5
Natural Area Connector Parcels	Habitat Restoration	This project will help identify critical parcels for land acquisition to reduce habitat fragmentation and increase connectivity, and to increase water storage benefits to existing publicly owned land.	Requires willing sellers. Including but not limited to parcels in the Ag Reserve.	The acquiring entity would be responsible for coordinating operations and maintenance activities.	District 3 and others depending on acquisition opportunities. Anticipated County-wide opportunities and benefits.	3, CW
Water Storage in L-8 Basin	Storage and Treatment of Surface Waters	This project will acquire, design, permit, and construct a quantity of water storage in the L-8 Basin to benefit Palm Beach County's water supply and environmental water needs, with anticipated additional water quality benefits.	Project anticipates cost-share partners. If land acquisition needed, requires willing sellers. Potential partners include SFWMD and U.S. Army Corps of Engineers.	The acquiring entity would be responsible for coordinating operations and maintenance activities.	Districts 1, 2, 3, 4, 6, and 7. L-8 Basin, Lake Worth Lagoon, Loxahatchee River and Watershed	6
COUNTY-WIDE WATER QUALITY IMPROVEMENT						
Septic to Sewer Conversion	Water Quality Benefits	This is anticipated to potentially involve a number of projects that will focus on improving water quality through the planning, design, permitting, and construction to convert areas on septic tanks to regional sewer service. Priority will be given to areas that impact the Lake Worth Lagoon or Loxahatchee River, or are identified as "hot spots" for nutrients.	Requires funding partnerships with local governments / municipalities / special districts / HOAs, etc.	Recipient of funds would be responsible for any operations and maintenance activities associated with the completed projects.	County-wide	CW
Stormwater Quality Improvements	Water Quality Benefits	This is anticipated to potentially involve a number of projects that will focus on improving water quality through the planning, design, permitting, and construction of stormwater improvement projects. Priority will be given to areas that impact the Lake Worth Lagoon or Loxahatchee River, or are identified as "hot spots" for nutrients.	Requires funding partnerships with local governments / municipalities / special districts / HOAs, etc.	Recipient of funds would be responsible for any operations and maintenance activities associated with the completed projects.	County-wide	CW
PUBLIC ACCESS						
C-51 Boat Lift	Public Access Benefits	This project will design, permit, and construct a boat lift to enable the passage of small-sized vessels from inland freshwater bodies including Lake Clarke to the Intracoastal Waterway.	Agreement between SFWMD, City of Lake Worth Beach, Town of Lake Clarke Shores and City of West Palm Beach.	Blueway Trails LLC	Districts 2,3, and 7. City of Lake Worth Beach, Town of Lake Clarke Shores, and City of West Palm Beach	3
Natural Areas Public Use Facilities	Public Access Benefits	This project will design, permit, and construct the public access and use facilities on Palm Beach County's Hungryland Slough Natural Area.		Palm Beach County ERM. Operations and maintenance costs for this new facility are estimated to be \$30,000 annually.	Districts 1, 2, 3, 4, 5, 6, 7. General Public and Visitors to Natural Areas	1