



# city commission work session agenda

City Commission Virtual  
Work Session  
December 3, 2020  
12:00 pm  
Virtual

mayor & commissioners				
seat 1 Marty Sullivan	seat 2 Sheila DeCiccio	Mayor Steve Leary	seat 3 Carolyn Cooper	seat 4 Todd Weaver

## welcome

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Welcome to the City of Winter Park City Commission meeting. The agenda for regularly scheduled Commission meetings is posted outside City Hall the Wednesday before the meeting. Agendas and all backup material supporting each agenda item are available in the City Clerk's office or on the city's website at [cityofwinterpark.org](http://cityofwinterpark.org).

## meeting procedures

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No public comments will be taken during this work session. This meeting will be conducted virtually. Please follow these instructions to attend. 1. Go to [cityofwinterpark.org](http://cityofwinterpark.org) > Government > Live Video Broadcast. 2. Click on the Live Virtual Meeting link. 3. This will take you to a page that allows you to register for the meeting. 4. After you register, instructions will be emailed on how to attend the meeting.

## agenda

\*times are projected and  
subject to change

### 1. Call to Order

### 2. Discussion Item(s)

- [Strategic Discussion of Capital Project Initiatives](#)  
Discussion Item

120 minutes

### 3. Adjournment

appeals and assistance

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"If a person decides to appeal any decision made by the Commission with respect to any matter considered at such meeting or hearing, he/she will need a record of the proceedings, and that, for such purpose, he/she may need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based." (F.S. 286.0105)

"Persons with disabilities needing assistance to participate in any of these proceedings should contact the City Clerk's Office ([407-599-3277](tel:407-599-3277)) at least 48 hours in advance of the meeting."



## City Commission Work Session

# agenda item

item type Discussion Item(s)	meeting date December 3, 2020
prepared by Peter Moore	approved by Michelle Neuner, Randy Knight
board approval Completed	
strategic objective Investment in Infrastructure	

### subject

Strategic Discussion of Capital Project Initiatives

### item list

Discussion Item

### motion / recommendation

Determine whether project(s) should move forward towards a referendum with ordinance language crafted for the December 9th meeting.

### background

On November 11<sup>th</sup> the City Commission short-listed the following capital projects to move forward to a strategic planning session to discuss the possibility of going to a referendum.

Department	Project	Est. Funding
IT	City facility site securitization and access control enhancements	\$625,000
Public Works	Temple Dr. Stormwater	\$1,200,000
Parks	Winter Park Sports Complex	\$2,470,000
Parks	Mead Gardens	\$500,000
Fire	Training Facility	\$500,000

The attached information packet contains further detail from each respective department regarding the potential projects. If consensus is reached amongst the Commission to bring any of these projects to a referendum then the appropriate ordinances will be prepared for the December 9<sup>th</sup> meeting of the City Commission so that second reading can be completed January 13<sup>th</sup>, in time to meet the deadline for placing the referendum

items on the March ballot.

Given the size and scope of the projects that were short-listed, there may be some additional considerations that need to be weighed.

### **Referendum Types**

Under the charter, any revenue bond pledging specific non-ad valorem taxes as the primary repayment source that exceeds \$2,571,938 (the inflation adjusted limit on \$1 million outlined in the charter) has to go to referendum for approval. That referendum can include two options: 1) asking for approval so the city can take out debt to finance the cost or, 2) asking for approval and financing the projects with voted debt service added to the property tax bills. If the city is just asking for approval to pursue financing then this is called a Revenue Bond, if it is funded by voted debt service, then it is called a General Obligation (GO) Bond. Revenue bonds are considered slightly more risky by investors and require the pledge of a specific revenue, while GO bonds tend to get slightly better rates because they are backed by the full faith and credit of the City's taxing authority. GO bonds are borne directly by property tax payers, while revenue bonds become part of the general budget.

### **Parks Exemption from Referendum**

Of the \$5,295,000 in total project funding, over half (\$2,970,000) is for park improvements and enhancements. Parks acquisitions and improvements are exempt from the debt limit requiring referendum, which means that almost \$3 million of the capital projects never need to go for referendum unless it is desired that they are funded by GO bonds (voted debt) versus some other financing source that would become part of the city's annual budget (e.g. revenue bonds, bank loan, internal borrowing). Because the total cost of the remaining non-parks projects are now much smaller, the remaining items do not breach the threshold required for a referendum, unless there is a desire to fund them through voted debt service.

### **Interest Rate Sensitivity**

Interest rates are at a historic low and borrowing costs are relatively inexpensive. The Federal Reserve has also indicated that they plan on keeping interest rates low for the next couple years. While interest rate policy cannot be predicted, it is staff's opinion that

the timing risk to borrowing is low. The most recent GO issue completed by the city in the early part of 2020 was at a borrowing rate of 1.88%. When considering borrowing costs it would not be unreasonable to assume that future city projects in the near-term (<1 year) could be financed at an annual rate of around 2%. To finance the entire amount of the short-listed projects at 2% over 20 years, paid semi-annually, would cost about \$323k a year. If rates went up a full percentage point to 3%, the debt service costs would rise to \$354k a year.

### **Dollar Scale and Borrowing Costs**

Staff would not recommend a formal public offering bond issue to finance projects totaling under \$10 or \$15 million. A public offering includes costs of disclosure counsel, rating agency fees, etc. that can add up to \$200K or more. Justifying public offerings often require a larger borrowed amount to make the issuance cost effective compared to a bank loan. . A good portion of the city's debt service are actually structured as bank loans (such as the CRA borrowing for the Community Center) and have a much lower cost of issuance. Because of our banking relationships, it is likely that any financing at smaller dollar levels would be available to us as a bank loan. Due to the size of financing sought, the city can also internally finance these projects at any term or rate by utilizing pooled cash in the utilities or general fund.

### **Bond Terms and Asset Life**

Bond issuances, and to a lesser extent bank loans, can have payment terms of 20 or more years. It is considered prudent fiscal management to not finance anything over a term that exceeds the useful life or benefit that will be received from the purchase. Most of the capital projects presented will have useful lives that exceed twenty years, however the IT site enhancements are primarily video camera and digital controls and integrations that may have a life of 5 – 10 years. Staff would recommend self-financing these items as opposed to any sort of formal debt issuance or bond.

### **Staff Opinion**

The determination of whether the proposed projects would be funded through voted debt, needs to be made. This will shape whether projects need to be part of a referendum or not. Unless projects are to be funded by voted debt service, staff would recommend self-financing these projects or utilizing reserves for any of these items that are deemed a priority. With parks projects being excluded, and the remaining balance

being below the threshold that requires a referendum, it is more cost effective to issue a bank loan or self-finance and make the debt service payments part of the annual budget process. As discussed in previous meetings, the General Fund has about \$400k in annual debt service that will largely end after this current fiscal year that could be used to finance a new loan.

If this issuance was structured as a voted debt service that would add to the annual millage rate, then based on FY21 calculations that would equate to about a 0.0502 millage rate increase. After this current fiscal year, the existing voted debt service that funded the Public Safety complex will be completed and that was structured at 0.1263 mills and generated just over \$800k annually.

### **Citizen Survey & Strategic Planning**

Staff has developed the below tentative schedule to advance the citizen survey and strategic planning process.

<b>Action</b>	<b>Date</b>
<b>Update Administrative Policy (requiring annual strategic planning)</b>	December 9, 2020
<b>Issue RFP for statistically valid citizen survey</b>	December 14, 2020
<b>Gather topics to be included in survey</b>	January 13, 2021
<b>Commission award contract to top ranked organization</b>	January 27, 2021*
<b>Issue Citizen Survey</b>	February 15, 2021*
<b>Discuss Strategic Planning format and facilitation options</b>	March 24, 2021
<b>Receive results of Citizen Survey</b>	April 14, 2021*
<b>Schedule Strategic Planning Session</b>	April/May 2021

\*Approximate date, until contract awarded and official timeline established.

### **alternatives / other considerations**

#### **fiscal impact**

As discussed in the Background section, fiscal impact will depend upon the scope of projects as well as the financing solution selected.

ATTACHMENTS:



Items receiving at least three votes to move forward for discussion



401 South Park Avenue • Winter Park, Florida 32789

407-599-3349 • cityofwinterpark.org

## Unfunded Capital Project List

Department	Project	Est. Funding
<b>IT</b>	City facility site securitization and access control enhancements	\$625,000
<b>IT</b>	Fiber Installation Phase II - Smart City Applications	\$2,400,000
<b>IT</b>	Fiber Installation Phase III - Fiber to the Premise Build-Out	\$15 million - \$23 million
<b>IT</b>	Virtual Desktop Infrastructure	\$250,000
<b>Public Works</b>	Construction of New City Hall	\$12,500,000
<b>Public Works</b>	Temple Dr. Stormwater	\$1,200,000
<b>Public Works</b>	Old Library Building Redevelopment	\$6,000,000
<b>Parks</b>	Dinky Dock Renovation	\$140,000
<b>Parks</b>	Field and Tennis Lighting	\$902,000
<b>Parks</b>	Farmers Market Facility Upgrades	\$96,000
<b>Parks</b>	Winter Park Sports Complex	\$2,470,000
<b>Parks</b>	Mead Gardens	\$500,000
<b>Fire</b>	Training Facility	\$500,000
<b>Fire</b>	Station 62 & Apparatus Storage	\$2,225,000
<b>Planning</b>	Pedestrian Crossings	\$240,000
<b>Planning</b>	Bike & Trail Network	\$10,000,000
<b>Planning</b>	Glenridge Intersection Improvements	\$1,239,000
<b>Planning</b>	Lakemont Avenue Complete Street	\$8,000,000
<b>Planning</b>	Denning & Fairbanks turn lane additions	\$1,000,000
<b>Planning</b>	Orange Avenue rightsizing roundabout and safety	\$5,000,000
<b>Planning</b>	Progress Point Park	TBD
<b>Sustainability</b>	Solar Installations	\$750,000
<b>Sustainability</b>	Electric Charging Stations	\$100,000

As of 11/20/20





# information technology

## IT Site Securitization

This project seeks to enhance the safety and security of city facilities by making significant improvements to access control (digital key card access) and video camera improvements. Already underway with improvements at the Water Plants and City Operations Compound which included new gating and fencing and video access control, this project would allocate funding to other city buildings. This project has been advanced as funds are available in either the IT or Facility Replacement Account, however the \$625k would complete the project scopes of work on the other buildings.

The following is a breakdown of quoted and estimated costs for each location:

Location	Amount
City Hall	\$ 58,000
Community Center	\$ 100,000
Public Safety Building	\$ 175,000
Farmers' Market	\$ 20,000
Train Station	\$ 25,000
Golf Pro Shop	\$ 11,000
Tennis Center	\$ 25,000
City Operations Compound	\$ 136,000
Park Ave Cameras	\$ 75,000
Est. Total	\$ 625,000



# public works

Project: Temple Drive Improvements

Estimated Cost: \$1.35 Mil

Background: Temple Drive is approximately 1.1 miles long carrying over 10,000 vpd and is comprised of several different roadway sections including asphalt with curb, asphalt without curb and brick with curb. This road drains to 3 different outfalls including Lake Knowles, Lake Maitland and Howell creek. Portions of the road currently experience nuisance drainage problems during typical summer afternoon showers, particularly between Palm and Hibiscus Avenues and between Via Estrella and Via Sienna which affect the overall rideability of the road. These problems generally stem from a lack of sufficient inlets and collection system and lack of profile grade.

Project scope: The project involves the design and construction of proper inlets and piping system along with new curbing with proper profile grades within these problem areas followed by re-bricking or re-paving to match with new profile grades and improve overall rideability.



# parks & recreation

## Parks and Recreation Department – Proposed Bond Infrastructure Projects

### Mead Botanical Gardens Improvements

#### Outdoor Lighting - \$40,000

Mead Botanical Garden has traditionally been a predominantly day time use venue. Over the last few years this had changed as MBG Inc increases events, programming, and rentals at the various park/garden venues. Lighting improvements would include parking area lighting upgrades, pathway lighting along core of park, and additional lighting additions for Grove and amphitheater areas.

- Hardware – Additional Pole Lights, Bollard Lighting - \$30,000
- Installation - \$10,000 labor cost



*Amphitheater*



*Grove Stage Area*

#### Parking - \$250,000

Current driveway and parking lot is in need of resurfacing, drainage improvements, and accessibility improvements. MBG Inc would also like to relocate the 'natural' parking area adjacent to the Legacy garden to the south side of the access road adjacent to picnic pavilion.

- Resurfacing (40,000 sqft @ \$3.5/sq ft) - \$145,000
- Curbs - \$25,000
- Drainage - \$75,000
- Rehabilitation of abandoned natural parking area - \$5,000





*Relocation of 'natural' lot*



*Current 'natural' lot*



*Parking Lot Current Conditions*

### **Pathway Improvements - \$95,000**

Mead Gardens currently lacks a formal walking trail through the core of the grounds. This request would allow for an ADA friendly pathway that would provide guests to easily move through the core of the park connecting all main areas (major gardens, Grove, Amphitheater, Azalea Lodge, and Public Restrooms).

- ADA "main loop" Decomposed Granite (2500 LF @ \$38/lf)





***Walking Paths Current Conditions (not a complete loop or ADA friendly)***

### **Azalea Lodge Addition – \$100,000**

MBG Inc has made significant improvements to the structure formerly referred to as the Winter Park Garden Club now known as the Azalea Lodge. The facility lacks ADA restrooms and the current Bride and Groom area located adjacent to the stage and lodge is no longer functional due to moisture damage related to age and location of the structure.

This addition to the Azalea Lodge would solve both issues by providing ADA restrooms for event use as well as reestablishing a dressing space for Bride and Groom.

- Changing Rooms/ADA Restrooms



***Exterior Current Changing Rooms***





***Interior Changing Rooms Current Conditions***



***Azalea Lodge Exterior***

### **Caretaker House Conversion - \$15,000**

The Parks and Recreation Department and City have gone away from having City staff live on site at our Parks. The caretaker home at the front of the park has been vacant for a number of years. MBG Inc would like to repurpose the small structure at the entry of the park to function as a Welcome Center/Information Booth for guests to the park/gardens.

While minor aesthetic improvements have been made since being vacated by the City staff person residing at the location, additional improvements would need to be made in order for the structure to serve as a public space from both an ADA and Building Code perspective.

- Additional Door - \$5,000
- ADA/accessibility improvements - \$6,000
- General Improvements - \$4,000



*Exterior Caretakers House*



*Interior Caretakers House*

**Total Projected Cost for All Projects: \$500,000**

**Winter Park Sports Complex (Ward, Showalter, Cady way)**

**Concession Space Renovation – \$300,000**

Complete renovation of concession space/kitchen. Major exterior ‘face lift’ and interior renovation to include flooring, HVAC, paint, baseboards, restrooms.



***Current exterior and interior conditions***



## Replace sidewalks and improve ADA/accessibility issues - \$125,000

2,000 linear feet of sidewalk replacement throughout Ward baseball fields. Current sidewalks are in major disrepair with accessibility challenges.



### *Current Conditions*



*Example of new sidewalks in Ward Multi Purpose area*

### **Accelerated Field Renovation - \$370,000 + \$120,000 FY20**

Playing fields lack proper crown and drainage which leads to standing water and unplayable conditions during months where we experience moderate to heavy rainfall. The \$490,000 would be utilized to laser level and reshape fields, improve drainage, and reestablish Bermuda sod on field A1, A2, B, and C.



***Field C – Ward***



***Field C - Ward***



***Field B – Ward***



***Field A - Ward***

### **Upgrade 2 field to sports turf – \$1.6 million**

The Parks and Recreation Department has a high demand for athletic fields year round with the heaviest demand falling in months where conditions do not favor vigorous regrowth of Bermuda grass used for athletic fields (October thru April). The heavy use and slow growth of turf leads to unfavorable field conditions and destruction of sod with root zone completely compromised at end of each spring season which then requires complete replacement of sod each summer.

Adding artificial turf fields would provide a consistent and wear resistant playing surface that would hold up to high demand and high impact use which would also help in preserving the remaining natural turf fields.

Staff recommendation would be that any artificial turf field added to the City's parks system would be located at the Winter Park Sports Complex. While there has been mention of locating such fields at MLK Park staff feels this would lead to parking challenges for field users as well as event center and library patrons due to the similarities in peak use times (nights and weekends). The Winter Park Sports Complex has parking and infrastructure to better support traffic flow, parking, restrooms, etc.

One consideration is that while turf fields will result in a reduction in annual expenditures for maintenance and sod replacement, City would need to be prepared to make a major financial commitment approximately every 10 years for replacement of surface. Approximate cost for disposal and replacement would be \$300,000 per field. Longevity of surface material will be relative to hours of use and type of use allowed on fields.



fire-  
rescue





# Winter Park Fire-Rescue Department

## Fire-Rescue Headquarters

343 West Canton Avenue ■ Winter Park, Florida 32789

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To: Randy Knight  
From: Dan Hagedorn  
Date: November 17, 2020  
  
Re: Proposed WPFD Fire Training Facility

Mr. Knight,

Attached is the summary request for the capital improvement item for the Winter Park Fire Department. If I can be of any assistance with additional information please let me know.

Best regards,

Dan Hagedorn  
Fire Chief





# Winter Park Fire-Rescue Department

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### Winter Park Fire Training Facility Proposal

#### Background

For more than forty years the Winter Park Fire Department has been a partner with Orange County Public Schools and through its technical college, Mid-Florida Technical Institute. Mid-Florida Tech, located in central-southern Orange County is the primary training center for all area fire departments to utilize purpose-built structures for conducting organized training activities. The near 30-acre campus consists of a six-story training tower, three story live fire burn building, drafting pond, liquid propane firefighting pit and technical rescue training props.

Through an agreement with OCPS/Mid-Florida Tech, WPFD has shared use of the campus with ten other fire agencies in Central Florida. For decades the shared use agreement met the needs of WPFD.

In the last ten years Central Florida has experienced substantial growth. Likewise, area fire departments have grown to keep pace with the increase in call volume and service area.

The increasing size of fire agencies collectively have out grown the regions training facilities. Larger agencies now control more than 65% of facility availability. Additionally, campus facilities have become outdated falling in disrepair due to continual use of the buildings, equipment and lack of capital improvement.

In 2013 OCPS and Mid-Fla Tech agreed to transfer all fire training operations and use of facilities to Valencia College. Under a ten-year lease agreement with OCPS, Valencia submitted a master plan to move all fire training operations to the Valencia College School of Public Safety near the Central Florida Greenway (417) and State Road 408 by 2023.

#### Challenges

Valencia was faced with the dual role of candidate training while sharing facilities with expanding fire departments from Orange County, Osceola County, Cities of Orlando, Winter Park, Maitland, Ocoee, Winter Garden, Apopka, Kissimmee and Reedy Creek simultaneously.

As Valencia became the regions' training academy, course offerings for day and night classes were expanded to keep pace with growing demands for certified firefighters.



# Winter Park Fire-Rescue Department

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### **Cont.**

With the fire academy at full capacity agencies were also facing the challenge of congested roadways making for longer commutes and out of service times. Osceola County terminated their agreement with Valencia in late 2015 electing to construct their own training site. Maitland and Apopka ended their agreements in 2018 due to extended commutes and little to no facility availability.

In early 2020, Valencia announced that funding to construct the proposed fire training center at the School of Public Safety was not available. OCPs indicated it was not renewing Valencia's lease in 2023.

### **Needs**

The Winter Park Fire Department is designated as an ISO Class One fire department. Earning the designation in 2013, WPFD meets the highest standards in emergency communications, firefighting water supply and firefighting capability. The firefighting capability is evaluated in six different areas, one of which is training. To maintain our present rating in training all personnel are required to participate in live smoke or fire training at a qualified training facility. Training structures must meet ISO and NFPA standards for life safety, meeting height and acreage requirements.

### **Opportunities and Challenges**

As one of the largest departments in Florida, Orange County Fire Rescue has announced its intention to terminate its agreement with Valencia. Orange County has recently acquired 37 acres of land in the area of Avalon Parkway and Alafaya Trail in eastern Orange County. OCFR is in the preliminary stages of designing their own fire training center and plans to break ground in mid-2021. In discussions with OCFR they have offered joint use of the campus in a similar type agreement with OCPs.

The challenge in partnering with OCFR is similar to that of Valencia, space and opportunity. Orange County is adding approximately 100 firefighters annually to their department through 2025. It is OCFR's intent to begin their own fire academy, recruiting non-trained personnel employing them while training from civilian to sworn firefighter. Secondly, travel time and distance are a challenge. The proposed training site is approximately seventeen miles from the City of Winter Park. Distance and time away from city borders will have a substantial impact on overtime due to backfilling of units and personnel while out of the city.

The City of Orlando has expressed similar plans to OCFR. OFD plans on constructing their own training facility and beginning their own civilian to firefighter training programs.



# Winter Park Fire-Rescue Department

## Fire-Rescue Headquarters

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### Cont.

Valencia has not committed to how its plans on hosting future courses or how it will provide training opportunities. It is likely they will attempt to lease space from Orange County's new facility (or other agencies) should they fail to secure funds for construction.

### Options

Considering the long term needs of fire training for the Winter Park Fire Department, the agency is best served by constructing its own facility on available city property. Construction of a training facility and meeting the requirement of ISO and NFPA would be under WPFD's complete control. Additionally, overtime costs would be decreased due to a reduction in out of service time previously needed to cover units out of the city. Fees paid to Valencia would be eliminated.

Fire agencies in the northern part of Orange County have expressed interest in leasing surplus availability of a training facility. Fees collected from agencies would help offset acquisition and maintenance costs.

The proposed facility would meet or exceed all ISO and NFPA requirements. The foot print of the structure would be approximately 36' x 25' x 25'. The building would be designed to conduct live fire training and a three-story high-rise rappelling tower.

Maintenance of the facility would be minimal. There are no heating, cooling, appliances or gas systems to maintain. Constructed primarily of structural steel and heavy sheet metal life expectancy of the structure is approximately twenty to twenty-five years. Site preparations consist of basic electrical and concrete site work on level ground.

Costs for building materials, freight and installation are estimated at \$405,000. Site preparation of concrete pad and apron are approximately \$75,000.

Structure would meet all local wind codes. Considering offsetting costs by eliminating membership fees and reduction in overtime, constructing our own facility would reach a break-even point after nine to ten years.

Lastly, other potential sources of revenues from outside agencies leasing access or WPFD hosting training events realizing a neutral cost would be greatly accelerated.