

Blueprint Intergovernmental Agency

Board of Directors

Workshop Minutes

Date: September 20, 2018
To: Board of Directors
From: Benjamin H. Pingree, PLACE Director
Subject: Summary Minutes to Board of Directors Workshop of June 21, 2018

MEMBERS PRESENT

COUNTY	CITY
Commissioner Mary Ann Lindley	Commissioner Curtis Richardson, Chair
Commissioner Kristin Dozier	Mayor Andrew Gillum
Commissioner Nick Maddox	Commissioner Nancy Miller
Commissioner John Dailey	Commissioner Gil Ziffer
Commissioner Bill Proctor	Commissioner Scott Maddox

MEMBERS ABSENT

COUNTY	CITY
Commissioner Bryan Desloge	
Commissioner Jimbo Jackson	

I. AGENDA MODIFICATIONS

- Request for telephonic participation by Commissioner Jimbo Jackson.
- Letter from Commissioner Bryan Desloge explaining his absence and sharing his thoughts on the item before the Board.

II. DISCUSSION / PRESENTATION

1. Consideration of Implementation Plan Funding Options for the Blueprint 2020 Projects

Ben Pingree introduced the item and Autumn Calder, Blueprint Planning Manager, who provided a presentation to the Board on the Implementation Plan Funding Options for the Blueprint 2020 Projects, which included:

- A summary of IA Board action to date,
- Updated sales tax revenue projections,
- Updated project cost estimates,
- Presentation of Market Conditions and Financial Strategy
- Update on Economic Development capital projects
- Three funding and implementation options for the Blueprint 2020 program, including two bonding scenarios, and
- A strategy for continuing to evaluate and analyze leveraging opportunities.

A copy of the presentation is on file at Blueprint Intergovernmental Agency.

Regarding the two percent sales tax allocation to the L.I.F.E. Projects, Commissioner Miller questioned if County roads within City limits were included. Commissioner Richardson noted that staff would research that and provide an answer for Commissioner Miller off line.

Jeremy Niedfieldt, Director with Public Financial Management (PFM) provided a presentation to the Board on Municipal Market overview of two bonding scenarios included in the funding options. The presentation by PFM gave an overview of the Agency's capacity to bond, what the current rating was, and provided a level of comfort to the Board prior to entering the bond market.

Having achieved a quorum, Commissioner Richardson paused the presentation for the Board to vote on the agenda modification, allowing Commissioner Jackson to participate telephonically. Patrick Kinni clarified that the vote would apply to the workshop and IA Board meeting that would begin at 3:00 pm. BPIA Telephonic Policy permitted the participant to vote on all items and requested that the Chairman call for that vote separately from others.

Commissioner Ziffer moved, seconded by Commissioner Nick Maddox to approve Commissioner Jackson's telephonic participation of the workshop and IA Board meeting to begin at 3:00 pm. The motion passed 9-0.

Ben Pingree resumed the presentation with a summary of the funding options.

Commissioner Ziffer moved, seconded by Commissioner Scott Maddox, to approve Option #2C.

Option #2C: Approve Implementation Plan Option C

Option C: SIB Loan (\$28.7 M) FY2022 Bond (\$100 M) | Total Debt Service (18 years): \$53.8 M

1 Blueprint Infrastructure Program - Income ¹									
2	Description	FY2019	FY2020 ²	FY 2021	FY 2022	FY 2023	FY2024	FY19-24 Total	
3	Sales Tax Revenues ²	\$ 34,808,000	\$ 30,885,900	\$ 30,244,000	\$ 31,151,200	\$ 32,085,500	\$ 33,047,900	\$ 192,222,500	
4	Additional Funding								
5	Bond Proceeds				\$ 100,000,000			\$ 100,000,000	
6	Significant Benefit District Funds	\$ 750,000	\$ 1,280,000				\$ 486,000	\$ 2,516,000	
7	State Infrastructure Bank (SIB) Loan ⁴				\$ 14,325,000		\$ 14,325,000	\$ 28,650,000	
8	Other Funding Sources ⁵				\$ 3,000,000			\$ 3,000,000	
9	Subtotal - Available Funding	\$ 35,558,000	\$ 32,165,900	\$ 30,244,000	\$ 148,476,200	\$ 32,085,500	\$ 47,858,900	\$ 326,388,500	
10 Blueprint Infrastructure Program - Expenses									
11	Description	FY2019	FY2020 ²	FY 2021	FY 2022	FY 2023	FY2024	FY19-24 Total	
12	Debt Service - BP2000 Bond & FY2022 Bond	\$ 9,957,094	\$ 2,183,977			\$ 3,902,000	\$ 7,809,750	\$ 23,852,821	
13	SIB Loan Payment					\$ 2,367,612	\$ 2,367,612	\$ 4,735,224	
14	Infrastructure Program - Operating Expenses	\$ 3,300,000	\$ 3,600,000	\$ 3,700,000	\$ 3,800,000	\$ 3,900,000	\$ 4,000,000	\$ 22,300,000	
15	Contingency Funds for Infrastructure Projects			\$ 2,000,000				\$ 2,000,000	
16	Annual Allocations ^{6,7} - City of Tallahassee		\$ 3,365,625	\$ 4,487,500	\$ 4,487,500	\$ 4,487,500	\$ 4,487,500	\$ 21,315,625	
17	Annual Allocations ⁸ - Leon County		\$ 2,906,250	\$ 3,875,000	\$ 3,875,000	\$ 3,875,000	\$ 3,875,000	\$ 18,406,250	
18	Subtotal - Expenses	\$ 13,257,094	\$ 12,055,852	\$ 14,062,500	\$ 12,162,500	\$ 18,532,112	\$ 22,539,862	\$ 92,609,920	
19 Blueprint Infrastructure Program - Capital Improvements									
20	Description	FY2019	FY2020 ²	FY 2021	FY 2022	FY 2023	FY2024	FY19-24 Total	
21	Projected Funding - Blueprint Capital Projects	\$ 22,300,906	\$ 20,110,048	\$ 16,181,500	\$ 136,313,700	\$ 13,553,388	\$ 25,319,038	\$ 233,778,580	
22	Blueprint 2000 - Infrastructure Projects⁹								
23	Water Quality Project/City	\$ 2,207,360	\$ 385,835					\$ 2,593,195	
24	Headwaters of St. Marks	\$ 2,617,303	\$ 982,831					\$ 3,600,134	
25	Capital Cascades Trail - Segment 2							\$ -	
26	Capital Cascades Trail - Segments 3 & 4	\$ 4,437,178						\$ 4,437,178	
27	Capital Cascades Trail - Segment 4	\$ 4,787,365	\$ 3,891,763		\$ 8,262,126			\$ 16,941,254	
28	Magnolia Drive Trail	\$ 2,476,700						\$ 2,476,700	
29	Blueprint 2020 - Infrastructure Projects								
30	Annual Allocations ⁶ - Blueprint 2020							FY19-24 Total	Adjusted Project Cost ¹³
30	- Bike Route Network (\$750k annually)	\$ 300,000	\$ 1,155,000	\$ 1,540,000	\$ 1,540,000	\$ 1,540,000	\$ 1,540,000	\$ 7,615,000	\$ 30,800,000
30	- Greenways Plan (\$790k annually)								
31	Regional Mobility & Gateway Projects (listed in order per the CRTPA's Proposed Project Priority List)								
32	(State) Southside Gateway: Woodville Highway ^{10,11}							\$ -	\$ 36,204,134
33	(State) Capital Circle Southwest (W1) ⁹					\$ 2,500,000	\$ 2,500,000	\$ 5,000,000	\$ 5,000,000
34	(State) Orange Avenue: Adams to Springhill ¹⁰							\$ -	\$ 40,348,715
35	(State) Westside Student Gateway: Pensacola Street ^{10,12}							\$ -	\$ 36,492,792
36	Airport Gateway	\$ 1,000,000	\$ 3,500,000	\$ 2,200,000	\$ 61,532,194			\$ 68,232,194	\$ 68,232,194
37	Northwest Connector: Tharpe Street ¹⁰						\$ 486,000	\$ 486,000	\$ 64,850,503
37	Northeast Connector: Bannerman Road ¹²	\$ 750,000	\$ 3,300,000	\$ 2,500,000	\$ 33,246,583			\$ 39,796,583	\$ 39,796,583
38	Northeast Gateway: Welaunee Boulevard ⁸	\$ 1,725,000	\$ 2,394,619	\$ 2,731,889	\$ 24,185,152	\$ 7,263,388	\$ 17,119,441	\$ 55,419,489	\$ 55,419,489
40	North Monroe Gateway ⁸							\$ -	\$ 11,458,548
41	CCQ Projects (in rank order)								
42	Orange Avenue/Meridian Placemaking	\$ 1,000,000	\$ 1,500,000	\$ 2,209,611				\$ 4,709,611	\$ 4,709,611
43	Market District ⁹	\$ 1,000,000	\$ 1,500,000	\$ 3,500,000	\$ 4,797,645			\$ 10,797,645	\$ 10,797,645
44	Lake Lafayette and St. Marks Regional Park		\$ 500,000	\$ 750,000	\$ 500,000			\$ 1,750,000	\$ 19,260,112
45	Monroe-Adams Corridor Placemaking		\$ 1,000,000	\$ 1,000,000	\$ 2,000,000	\$ 1,000,000	\$ 3,201,616	\$ 8,201,616	\$ 8,201,616
46	Midtown Placemaking					\$ 750,000	\$ 471,981	\$ 1,221,981	\$ 26,817,877
47	Fairgrounds Beautification & Improvement							\$ -	\$ 14,627,933
48	Northeast Park							\$ -	\$ 12,189,944
49	College Avenue Placemaking							\$ -	\$ 8,532,961
50	Florida A&M Entry Points							\$ -	\$ 1,828,492
51	Alternative Sewer Solutions							\$ -	\$ 2,838,842
52	Tallahassee-Leon County Animal Service Center							\$ -	\$ 8,532,961
53	DeSoto Winter Encampment ¹³			\$ 500,000				\$ 500,000	\$ 500,000
54	Total Allocated	\$ 22,300,906	\$ 20,110,048	\$ 16,181,500	\$ 136,313,700	\$ 13,553,388	\$ 25,319,038	\$ 203,730,119	\$ 507,440,950
55	Remaining Funds to Be Allocated	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
56	Total Active Blueprint-Managed Projects by Year	11 Projects	12 Projects	12 Projects	10 Projects	12 Projects	12 Projects		
57	Notes								
1/ Income includes sales tax revenues (80% for Blueprint 2000 and 66% for Blueprint 2020) 2/ Projections based on 3% increases for FY20-22; FY23 and 24 assume 2% increase in revenues 3/ FY20 reflects BP2000 revenue collection (Oct. 1 - Dec. 31, 2019) & BP2020 revenue collection (Jan. 1 - Sept. 30, 2020) 4/ SIB (State Infrastructure Bank) loan will be applied for in FY2020 for 50% of project costs for Welaunee Boulevard 5/ Other Funding Sources: FY2022 - \$3 million FSU contribution to Airport Gateway project 6/ Annual allocations for FY2020 prorated to reflect only 9 months of revenue collection 7/ State Metro only difference in annual allocations between City & County; County manages LIFE (2% revenues) 8/ Total FY 19-24 expenditures & project cost does not include all expenditures on this project prior to FY2019 9/ Portions of these projects in progress and funded by the City, County, CRTPA, or FDOT 10/ Significant Benefit Project; City & County funds included in first year of project - as of May 2018 11/ Project Complete - Repayment to the City of Tallahassee 12/ Project estimates increase 2% annually through the first year of construction for each project or FY 2024 13/ Assume state funding for capacity projects on state roads; any remaining local improvements will be funded thru Blueprint								Project Phases - Legend Planning / PD&E Design Right-of-Way Acquisition Construction Note: Project phases are approximate and reflect projected general timeframes for these project phases. Project phases will likely overlap in adjacent years. Funding is not necessarily corresponded to the project phase identified in that year.	

Patrick Kinni clarified that Item 8 of the agenda for the IA Board of Directors Meeting following the workshop would include public comment and ratification of the present action.

Commissioner Lindley supported Option C; it was the smartest option available because it would allow the infrastructure to be in place to support economic development and job creation.

Commissioner Scott Maddox noted that local government began advance funding state roads and bonding projects such as Thomasville Road, Mahan Drive, and Capital Circle to better position the transportation network for the growth of the community. Speaking specifically to the Northeast Gateway/Welaunee Boulevard project, during prioritization, the Board required the owner of each portion to pay. The following language was included:

“...funding to develop Welaunee Boulevard, from Fleishman to Shamrock, and two-lane the Shamrock Way extension to Centerville to Welaunee Boulevard north. Includes right-of-way, construction, and stormwater for roadway improvements. Projects shall be conditioned upon: 1) reimbursement by the Developers to Blueprint for any Developer required transportation improvements; reasonable payment timelines will be established, 2) any costs inclusive of right-of-way related to the Greenway that may be used as a direct offset of any Developers required transportation improvement costs, 3) that the portion of the project involving land owned by the City of Tallahassee would only require reimbursement if sold or developed privately, and 4) anticipated reimbursements are to be recognized as potential future resources for Blueprint.”

Commissioner Scott Maddox wanted that language included for the record and to remind the Board as the program was bonded forward to replenish Blueprint's coffers after the current members were gone.

Commissioner Proctor thought that each option was unfair as projects recognized as funded in the first five years. However, with Option C, Southside projects seemed to lose ground in the ranking with Woodville Highway and Orange Avenue falling from 14 and 15 to 16 and 17, respectively.

He was deeply concerned that projects which were unfunded in the Blueprint 2000 program continued to languish. He felt that the prioritization presented was an untenable option. He did not see why Southside residents were asked to pay for a host of projects for the upper tiers yet there were no improvement projects coming soon to their neighborhoods. He felt that the prioritization should be reworked; that it was unfair and not what was promised to the citizens. His suggestion was to bond more money to figure out a way to include the infrastructure projects that would directly benefit the Southside within the first five years of the program. He believed that the program needed to be stretched because it had over promised and under delivered to the people. He could not support any option that did not include Woodville Highway, Orange Avenue widening, or Fairground Beautification. He requested that the Board consider how long and strong the support of the Southside has been to the written promise of the Intergovernmental Agency. If the Board was trying to be inclusive and

create a one Tallahassee, one Leon County approach Southside could not be excluded or asked to wait to receive their share of infrastructure improvements. It was inequitable. **Commissioner Proctor offered a substitute motion that Orange Avenue, Woodville Highway, the Fairgrounds, and the Alternative Sewer Solutions be included in the first five years.**

Ben Pingree stated that all materials presented or spoken to was in alignment with the funding prioritization approved by the IA Board over time. The presentation outlined the elevation of the top ranked projects within their categories. For the smaller projects, for example, the Fairgrounds on the CCQ list, staff would work down the list as funds became available. With larger projects, Blueprint aligned the timing and strategy with the regional transportation authority and Florida Department of Transportation (FDOT); Woodville Highway was an example of that.

Regarding the option on the table, Ben Pingree clarified the proposed project implementation options 2A – 2C, beginning with the projects that would be fully funded with a focus on those on the Southside: Capital Circle Southwest, the Airport Gateway, which included Springhill Road, Lake Bradford Road, Stuckey Avenue, etc., and the Monroe-Adams Placemaking. As well as the collaboration with FDOT for Orange Avenue. Mr. Pingree reiterated that the funding strategy currently before the Board focused on the first five years of the program; however, in partnership with the State of Florida the funding was and would be available to complete all projects over the life of the Program.

Commissioner Richardson noted that the FDOT was currently evaluating Orange Avenue in a PD&E study, confirming that progress was underway. The “funding not identified” listing indicated that it was not by Blueprint within the first five years of the program because it was provided by the State. Commissioner Richardson requested that staff provide Commissioner Proctor the funding information from the State for listed roadways.

Commissioner Ziffer shared his reasoning for moving Option 2C was to move as many projects forward before interest rates increased.

Commissioner Proctor’s substitute motion failed due to a lack of second.

Commissioner Miller clarified that the recommended action for the item was to approve Options 1, 2, and 3. She requested clarification from Commissioner Ziffer on his opinion of Options 1 and 3. Ben Pingree offered further clarification of the recommended action.

Commissioner Ziffer moved, seconded by Commissioner Scott Maddox, to approve Option #1, 2C, and 3.

Option 1: Direct Office of Economic Vitality staff to work with FSU and the City of Tallahassee bring back funding strategies, including bonding scenarios, for the Tallahassee International Airport and Convention Center economic development capital projects.

**Option 2: Provide IA Board direction regarding the FY 2019 – 2024 Blueprint Infrastructure Program Implementation Plan:
Option 2C: Approve Implementation Plan Option C**

Option 3: Direct staff to utilize funds from the 2020 Sales Tax Extension project fund to evaluate leveraging opportunities as needed to support the implementation and accelerate project readiness of Blueprint 2020 projects. Advance funds will be paid back to the Blueprint 2000 program.

Commissioner Miller stated that it was essential for Blueprint to have the necessary staff in place to monitor the projects and program. She strongly recommended increasing staffing specifically where project management was concerned to assist Autumn Calder and work under her direction.

Commissioner Proctor strongly objected to the exclusion of the Southside projects in the first five years of the funding strategy. He requested that the record reflect his absence for the remainder of the day as protest.

Commissioner Richardson reiterated that, other than the Fairgrounds, the aforementioned projects were funded through other sources, agencies, or governments thereby allowing Blueprint funding to be allocated to other prioritized projects. Commissioner Proctor concurred however still chose to exit the meeting in protest.

Mayor Gillum requested that Commissioner Proctor reconsider noting that he offered an important perspective on the Board. His protest from the table meant that not only his voice that was silenced but that of the district, which elected him to represent their interests.

Furthermore, Mayor Gillum stated that it was important to him to keep people working in the community and, where appropriate, to elevate the projects forward. Given that many of the projects were advance funded, he hoped it would be possible to engage in community benefits agreements. Specifically, around apprenticeships and ensuring that the communities in which the projects were located would benefit from the investment. He was aware of the MBE participation; he was also interested in small businesses and their ability to participate in the RFP process. He requested that staff be creative in the methods to meeting other objectives of local government to engage other parts of the community in the work beyond professional services. To leverage assets through training and apprenticeships. If the Board was taking actions to advance fund projects and encumber resources it should be consistent with other goals and objectives of City and County government.

Commissioner Miller stated that in conversation about districts and citizens feeling “left out” of representation, it would be people living north of Interstate 10. The geographic distribution point was a common subject because a significant amount of money was

invested in the Southside with more intended to be allocated with the vote. It was good and the bottom line was that many people felt that it was not enough for their district.

Commissioner Dozier supported the motion yet expressed concern about Option 2C based in the debt services impacts to the ability to complete all projects. However, rising interest rates and construction costs compelled her to move forward. On apprenticeships, she felt there was a gap between funding, training, and employment. Connecting that over the next two years could help in private sector construction projects as well as making it easier to award points on an RFP if the vendor had an existing apprenticeship program. She suggested honing in with builders and contractors in their association with Tallahassee Builders Association and others to jump-start something over the next two years.

Mayor Gillum concurred with Commissioner Dozier and appreciated her codification of the apprenticeship opportunity. Furthermore, he noted that the inequities in funding through segments of the community were systemic and generations old. It only really took looking at the infrastructure in various corridors to see the difference. Equity was giving all parties what they needed, not giving them all the same thing. For some that would mean more resources to get to equity. The goal with public investment was to build a community that, regardless of what corridor one was in, it reflected the same level of quality of life and experience that could be achieved.

Commissioner Ziffer stated that one thing the Board knew worked well was apprenticeships because it was an opportunity to learn and earn. Tradesmen such as carpenters, plumbers, electricians, etc. were successful in times of growth or in downturns in the economy. He supported exploring programs for Contractors to develop a local talent pipeline to staff their major construction projects rather than bringing laborers in from elsewhere.

The motion passed 9-0.

III. ADJOURN

The workshop adjourned at 2:16 p.m.

*The next Blueprint Intergovernmental Agency Board of Directors Meeting
is scheduled for*

Thursday, September 20, 2018 at 5:00 p.m.