



CITY OF FORT LAUDERDALE

**MEETING MINUTES
INFRASTRUCTURE TASK FORCE COMMITTEE
FORT LAUDERDALE CITY HALL
100 NORTH ANDREWS AVENUE
FORT LAUDERDALE, FLORIDA**

MONDAY, DECEMBER 2, 2019 – 2:00 P.M. TO 5:00 P.M.

		Attendance	
Marilyn Mammano, Chair	P	30	1
Gerald Angeli	P	30	1
Michael Marshall	A	0	1
Norm Ostrau	P	10	1
Peter Partington	A	26	5
Jacquelyn Scott	P	26	5
Fred Stresau	A	27	2
Roosevelt Walters	P	13	3
Ralph Zeltman	P	7	0

As of this date, there are 9 appointed members to the Board, which means 5 would constitute a quorum.

Staff

Aneisha Daniel, Deputy Director of Public Works
Dr. Nancy Gassman, Assistant Director of Public Works – Sustainability
Omar Castellon, Chief Engineer
Jill Prizlee, Chief Engineer
Irina Tokar, Senior Project Manager, Public Works
Pauline Ricketts, Administrative Assistant
Jamie Opperee, Recording Secretary, Prototype Inc.

Communication to the City Commission

None.

1. Call to Order

- **Roll Call**

Chair Mammano called the meeting to order at 2:03 p.m.

2. Approval of Agenda

Motion made by Mr. Walters, seconded by Ms. Scott, to approve. In a voice vote, the **motion** passed unanimously.

3. Approval of Previous Meeting Minutes

A. November 4, 2019

Motion made by Mr. Walters, seconded by Mr. Zeltman, to defer the minutes of the November 4 meeting. [The **motion** was approved by consent.]

4. General Discussion and Comments by Committee Members

Chair Mammano recalled that Fort Lauderdale Mayor Dean Trantalis had attended the Committee's October 2019 meeting and requested that they provide an opinion on the public-private partnership (P3) process with regard to the Fiveash Water Treatment Plant. At their November 4, 2019 meeting, the Committee sent a communication to the City Commission which recommended broad consideration of a P3 for this facility. They also strongly recommended that no form of P3 allow the City to relinquish its rights to the water, water quality, or rate structure. They proposed that the City hire a consultant to evaluate different types of P3s and determine which would best suit Fort Lauderdale. The communication also noted the Committee's support for the purchase of an allocation from the C-51 Reservoir.

Chair Mammano continued that she had attended the City Commission meeting at which these issues were discussed. The City Commission elected to move forward with a six million gallon allocation from the C-51 Reservoir and acknowledged the need for professional advice regarding the P3, although they are not yet prepared to bring in a consultant.

Ms. Scott expressed concern that the full City Commission did not seem to realize that there are problems regarding the City's water supply which need to be addressed. Dr. Nancy Gassman, Assistant Director of Public Works, advised that by the year 2030, the City will need greater capacity than its current allocation. This is beyond its current permitting requirements. Should the City change its methodology for water treatment, there will be a need for additional capacity, as some types of treatment require more or less water to produce the same amount of treated product.

Dr. Gassman explained that Vice Mayor Robert McKinzie had been concerned with the timing of the water issue. As the City does not need more water right away, he was not certain a new plant would be a wise expense at this time. She confirmed that the allocation issue was communicated to the Commission as an opportunity that may not be available at a later time. The Biscayne Aquifer is the least expensive water supply available: if the City does not take action on the C-51 allocation at this time, they could be denied an additional allocation from this source in the future. An allocation from the Floridan Aquifer would be more expensive.

No action was taken by the City Commission on the Committee's communication. The C-51 agreement will most likely be brought before the Commission at their second

December 2019 meeting. The City will not have rights to the allocation until they sign this agreement; however, they have announced their intent to enter into the agreement, and it is under negotiation.

Chair Mammano reported that the City's Planning and Zoning Board recently held a public hearing for the updated Comprehensive Plan. The draft Comprehensive Plan presented to the Planning and Zoning Board differed significantly from the draft viewed by the Committee. At that time, the City's proposal was to adopt a level of service (LOS) for parks of 4.5 to 5 acres per 1000 residents. The Planning and zoning Board agreed to adopt a LOS for Parks of 4.5.

There were changes to the methodology used to determine the City's total park space, which increased the parks inventory listed in the Comprehensive Plan. As a result, the current LOS for parks rose to 6.43 acres/1000. Because the current inventory ratio has increased, the updated Comprehensive Plan does not reflect the need to acquire additional park space for many years. Chair Mammano explained her concern was that Comprehensive Plan recommended by the Planning and Zoning Board did not indicate a need to purchase more park space. She felt this would have significant consequences for the City, and encouraged the Committee members to attend the next City Commission meeting at which the Comprehensive Plan will be discussed.

5. Old Business

A. Stormwater Rate Structure

Kyle Stevens of Stantec, consultant, showed a PowerPoint presentation on the City's stormwater rate study. The study examined several components, beginning with revenue requirements, which addressed how much money is needed to operate a stormwater system on an annual basis, projected for the next 10 years. The study also considers the cost of service, the units of measurement used to assess the impact of each parcel, the fee structure used to collect revenue from parcels, and how the fees are billed.

Mr. Stevens continued that the consulting team was asked to look at creative ways to charge stormwater fees and how these might be applied to Fort Lauderdale. Trip generation and zonal fees were considered as potential fee structures.

In 2017, the team was asked to put together a hybrid fee structure, which uses the existing structure and adds an additional structure based on trip generation rates. The Infrastructure Task Force Committee (ITFC) recommended that this hybrid methodology be presented to the City Commission. The City's Budget Advisory Board made the same recommendation in 2018.

The City's stormwater system has gone through the master planning process, which reviews the entire system and identifies needs related to stormwater basins. The first phase of this plan identified seven critical project areas with needs totaling roughly \$200

million. Investments for these areas are currently unfunded under the existing rate structure. The goal is to identify the level at which revenues would need to be in order to support all the operations of stormwater utilities.

The current revenue level of the Stormwater Utility Fund has increased by approximately \$2 per resident. Should the City undertake stormwater improvements without a change in revenues, the Stormwater Fund would be in the negative by fiscal year (FY) 2021. One option is to borrow the money needed to make improvements and pay it back over time; however, under current revenue levels, the City would not have the fiscal ability to take on this kind of debt.

In order to fund the necessary capital projects, the City would need a 54% increase in revenue into the Stormwater Utility Fund. This would allow the City to pay back the debt service over a 30-year term, provide proper coverage, and establish a financial structural plan for cash intake and output that would maintain reserves.

Municipalities throughout the United States use different units to recover monies for stormwater. These include single-family dwelling units, gross area of parcels, and pervious and impervious areas. Most of Fort Lauderdale's flooding occurs in its streets and can be due to intrusion from king tides or the result of built-up properties. The study determined that the cost of maintaining passable roads would take up a significant portion of stormwater funds, which led to the consideration of trip generation rates.

Trip generation rates consider how different parcels use and benefit from the roadway network. For instance, a single-family home averages 9.44 trips per day, while a gas station may generate 846 trips per 1000 sq. ft. Trip generation rates provide units by which different parcels may be compared to one another. A vacant or undeveloped property would generate zero trips, although it would still be charged for sewer taxes according to its acreage.

The consulting team conducted a cost-of-service analysis, which examined in detail how stormwater funds are spent from a service delivery standpoint. This analysis was attached to the rate structure in order to determine how much money could be collected by either side of a hybrid system. Key requirements for a hybrid system include updated billing units, a clear understanding of how each type of parcel is being used, and a defensible division between the quality and quantity of stormwater. Part of the goal is dealing with stormwater runoff from a particular parcel; another consideration is the quality of this stormwater and how it must be treated to remove debris or contaminants.

The team reviewed each line item of the FY 2020 budget with City Staff and determined whether activity was related to quality or quantity. The entire Enterprise Fund was split with roughly 20% toward quality and 80% toward quantity.

With regard to the fee structure, Mr. Stevens reviewed how a hybrid structure would affect each individual parcel within the City. Both size of a parcel and the trips generated from

it would be unique to that parcel. The trip generation structure determines a rate per trip for the entire City, and then generates the number of trips generated by each parcel. The Institute of Transportation Engineers (ITE) lists 63 different types of parcels that can be matched to the Land Use Codes within the City. The bill is ultimately determined by combining the number of trips and the current structure. At present, a single-family home pays roughly \$14/month toward stormwater. The recalculated rate would be \$21.53, which is an increase of \$7.53/month.

Mr. Stevens also reviewed how stormwater rates are charged in other Florida municipalities. A change to a hybrid bill would raise Fort Lauderdale's average monthly bill to the second-highest within Florida at an average of \$22.53. He pointed out that other Florida communities will have similar concerns and challenges to Fort Lauderdale, as their location on the coast will influence the cost of delivering stormwater services. More inland or elevated communities will have different delivery models.

At present, condominiums are charged according to their footprint and size of the parcel. Stormwater is charged by acreage and is included on the water bill that comes to the condominium association, which is then allocated to the owners through the association process. If a trip generation rate is applied, bills would instead go to each individual unit while taking vertical development into account. This change would raise the typical monthly bill from approximately \$3.55 per unit per month to \$6.31. Very tall condominiums will pay less on a per-unit basis than a building with lower height. Rates would be very fluid depending upon the characteristics of the parcel.

Mr. Stevens moved on to commercial properties, where trip generation has more of an effect, as these parcels benefit dramatically from clear and passable roads and generate a large number of trips. A bill that is currently \$2.67 would increase to \$18.75 under the hybrid proposal.

Mr. Stevens emphasized that while the magnitude of changes under a hybrid scenario will remain the same, further study may slightly change the exact rates. The terms associated with borrowing money, such as debt payment numbers, would be dependent upon interest rates. Additionally, an updated tax roll would be implemented in FY 2021. Rates would increase beginning in October-November 2020.

Cities typically use one of two methods to collect stormwater utility fees: through monthly utility billing, in which stormwater is often included with water and sewer use, and non-ad valorem assessment, which apply these payments to a property's tax bill rather than to the utility bill. The second option would be collected in the same manner as a fire assessment fee. Considerations include:

- Utility billing is easier for the City to change
- Utility billing can have difficulty matching parcels directly to the utility infrastructure, as many parcels may be included on a single utility billing account
- Non-ad valorem billing is charged directly to the parcel

- Non-ad valorem billing often has higher collection rates, as it is included on a tax bill
- Non-ad valorem assessment creates a single bill each year, which goes directly to the property owner
- It can be difficult to update, manage, or collect utility billing
- Non-ad valorem billing requires a strict timeline for payment

Another benefit in many communities is that individuals or families renting units are paying the utility bill and its stormwater fees; if the method is changed to non-ad valorem, the property owners would pay for stormwater. Chair Mammano pointed out, however, that this would result in owners raising the rent.

Mr. Stevens concluded that once all pros and cons are taken into account, it is the consultants' recommendation that the City consider changing to a non-ad valorem assessment. He provided a survey listing Florida municipalities that use both types of billing, noting that this is approximately a 50/50 division throughout the state.

The Committee members discussed the presentation, with Chair Mammano advising that some City Commissioners focused closely on the need for a hybrid billing system. The Mayor had emphasized the need for more public input. Stantec will provide this presentation to the Council of Fort Lauderdale Civic Associations in early 2020.

The members further discussed how a change to non-ad valorem assessment would affect both renters and property owners. It was also noted that commercial property owners would most likely oppose this potential change in stormwater billing.

B. Communication to the Commission on P3 and C-51 Reservoir

It was noted that this Item was previously discussed.

C. Fiveash Water Treatment Plant – Ralph Zeltman

Staff distributed copies of a handout related to Mr. Zeltman's walk-through of the Fiveash Water Treatment Plant on March 11, 2019.

Mr. Zeltman explained that his intent during the walk-through was to focus on health and safety issues, particularly those related to the use of chemicals such as chlorine. Another concern was alarm system notifications, as there are multiple residential areas close to the Fiveash facility. The handout includes questions and answers by and from operations Staff.

In summary, the operations of the Fiveash Water Treatment Plant were found to be in compliance with regulatory requirements for different aspects of its service. The alarm systems and protocols were found by regulatory agencies to be sufficient to counter and

neutralize threats. He advised that as the City responds to the walk-through's findings, the document should be updated to reflect those actions.

Chief Engineer Omar Castellon stated that the City put a contract out for bid four months ago; however, responses were at a higher cost than expected, which meant it must go out for bid a second time. Responses are due by the end of December 2019 and it is hoped the project will begin by February 2020.

Mr. Zeltman reviewed the document, noting that chloramines, or chlorine plus ammonia, are used in treatment rather than previously used chemicals, which carried the risk of carcinogens. Alternative methodologies were explored but were not determined to be an improvement over chloramines for disinfection purposes.

Water maintenance is necessary in order to prevent nitrification buildup within the system. Flushing occurs at regular intervals and at different strategic points within the system. Mr. Castellon noted that the City is working to make improvements as well as changing pipe to a different material that is less likely to create oxidation problems than cast iron or older materials. Chair Mammano recalled that this is a commitment listed within the Comprehensive Plan under its Capital Improvements element.

Mr. Zeltman advised that the Fiveash Water Treatment Plant was built in 1954 and used different processes, including lime softening and aeration, to remove suspended solids and gases from water. While this was considered state-of-the-art at that time, the City is now considering other proven methods of treatment, which will be presented by a consultant to the City Commission later in December 2019. The Peele Dixie Water Treatment Plant, for example, produces two million gallons of water per day using reverse osmosis.

Mr. Zeltman concluded that rather than moving operations to a remote site, he hoped the City would construct a new water treatment facility on the existing Fiveash site, possibly using some of the existing buildings. He also noted that construction of a new facility would require connection of new mains, which would create service interruptions.

Mr. Castellon explained that a new site is being considered because the physical layout of a new plant would not likely fit at the Fiveash facility. Dr. Gassman further clarified that in order to build a new plant at the Fiveash site, construction would have to begin while the existing plant is still operating. There would be no adequate room to build a new plant while maintaining the current level of service. Building a new plant at the well field would allow the City to take advantage of most of the existing infrastructure and continue to use the distribution portion of the Fiveash plant. A water pipe running from the well field to the Fiveash facility could be converted into a delivery pipe, which could then be used to deliver treated water to Fiveash's distribution pipes and pump systems.

Dr. Gassman continued that a key consideration was whether or not the City should invest significant funds into the Fiveash plant. Most of this investment would be in the distribution

portion of the system, where they can take advantage of existing infrastructure that is being improved. A portion of Fiveash could then be demolished to create room for other activities. Water could also be stored at the Fiveash plant as a contingency.

Chair Mammano summarized that if a new facility is built at the well field, Fiveash would not be abandoned: instead, the City would simply stop treating water there. This information will be available in a report from Carollo Engineers, which will be presented to the City Commission at their December 9, 2019 meeting. It will be on the Committee's January 2020 Agenda.

6. New Business

A. 40 Year Facilities Update – City Staff

Irina Tokar, Project Manager with the Public Works Department, showed a PowerPoint presentation on a program that was begun by Broward County in 2006. Its primary goal is to ensure that all buildings are safe and prepared for hurricane winds. A list of buildings that require inspection is sent to all Building Departments, which provide the list to City Staff. Staff then has 90 days to complete initial inspections. Depending upon the results of these inspections, Staff has another 180 days to make any necessary repairs, with extensions available upon request.

Staff received a list of 11 sites, some of which include multiple buildings. These include City Hall, the Police Department, portions of the Aquatics Center, park activity centers and gymnasias, a treatment plant, and others. The list is based upon the age of the buildings, which are at least 40 years old. Another set of inspections for these buildings will be necessary in 10 years.

Staff retained a consultant, Walters Zackria and Associates, in 2017, with the intent that inspections would be complete by February 2018. Staff conducted initial inspections prior to this time frame and submitted information to the Building Department. The majority of repairs have been completed at seven facilities of the 11 sites. Repairs are on hold for the War Memorial Auditorium. Ms. Tokar reviewed the repairs made to specific buildings as well as some structural repairs to City Hall, GTL Regional Wastewater Treatment Plant, and the Aquatics Center, which will require a special contractor. She clarified that while these repairs are necessary, they are not safety concerns.

Chair Mammano stated that this report was not what the Committee had had in mind with regard to review of City-owned buildings, as there may be deferred maintenance for other structures. Mr. Zeltman recalled that there had been discussion of building a new Police Department headquarters within the footprint of the existing building. Dr. Gassman advised that the original cost estimate for a new Police building was developed using the existing site; however, there have also been discussions of building the new Police structure at a different location. The City is currently planning to request approval of an

improved bond rating, which would be necessary before any additional bonds may be issued.

Chair Mammano noted that the 2020 City Commission budget memo included a line item for each of the City's bonds, which will be reflected on the 2020 tax bill. Dr. Gassman replied that each individual should receive a Truth in Millage (TRIM) notice in June/July 2020 that clarifies this time frame. A decision on whether or not to move certain fees, such as the new stormwater fees, to non-ad valorem assessments will need to be made before this notice is prepared.

7. Informational Items

None.

8. Public Comments

Boyd Corbin, member of the public, addressed the handout provided by Mr. Zeltman regarding his walk-through of the Fiveash Water Treatment Plant, asking how often chlorine is increased for system flushing as well as the volume of chlorine added to the water. He also requested information on the levels of nitrates and nitrites measured at six different locations.

Dr. Gassman explained that certain water systems fall under the auspices of the U.S. Department of Homeland Security, which means not all information from these systems is accessible via public records request. This may include collection, distribution, and wastewater systems. She recommended that this information be requested through the City Clerk's Office.

Mr. Corbin continued that he wished to attend the pre-bid conferences related to the Fiveash plant, as Florida law considers these conferences to be public meetings. He asserted that he was denied admission to a meeting or meetings of this nature, as Fiveash is identified as a secure facility that is exempt from public records law.

Mr. Castellon observed that an exception may exist for pre-bid meetings, as only contractors and engineers who are bidding may be able to attend. Mr. Corbin stated again that this meeting should be open to the public.

Dr. Gassman advised that the intent of pre-bid meetings is to give potential bidders an opportunity to review the work that must be done and ask questions specific to that scope of work. Bidders would have the opportunity to review both the plans and the plant in order to identify any potential issues that may affect the project. For this reason, restrictions from the Department of Homeland Security may prevent the general public from participating in this process, as members of the public are not qualified responsible bidders. She emphasized that most meetings that do not include access to the plant are and should remain open to the public.

Ms. Scott stated that pre-bid meetings should be held in locations that are open to the public, with Staff to take appropriate bidding entities who meet the criteria to the facility itself for a second meeting. Dr. Gassman explained that pre-bid meetings are at the subject location so bidders may review the work and facility for which they will submit a bid. Questions and answers brought forth during this process are published as part of the bid package to make this information available to the public. Mr. Ostrau added that this is primarily a legal matter that would not be solved by the Committee.

The Committee members agreed by consensus that these public meetings should remain as transparent as possible within the parameters required by the Department of Homeland Security.

9. Adjournment – Next Regular Meeting Monday, January 6, 2020

There being no further business to come before the Committee at this time, the meeting was adjourned at 4:01 p.m.

Any written public comments made 48 hours prior to the meeting regarding items discussed during the proceedings have been attached hereto.

[Minutes prepared by K. McGuire, Prototype, Inc.]