

**CITY COMMISSION WORK SESSION**  
**February 17, 2014**

The work session was called to order by Mayor Kenneth Bradley at 4:00 p.m. in the Commission Chambers, 401 Park Avenue South, Winter Park, Florida.

Members present:

Mayor Kenneth Bradley  
Commissioner Steven Leary  
Commissioner Sarah Sprinkel  
Commissioner Carolyn Cooper  
Commissioner Tom McMacken

Also present:

City Manager Randy Knight  
City Clerk Cindy Bonham  
Deputy City Clerk Michelle Bernstein  
Planning & Community Development  
Director Dori Stone

Others present:

Mike Thiessen, The Madison Group, LTD

Minor League Baseball Stadium

This meeting was a work session with no public input. The purpose of this meeting was for the Commissioners to be briefed by staff regarding the 45 day analysis of building a minor league baseball stadium in Winter Park.

City Manager Knight explained that during the January 13, 2014 City Commission meeting, staff was directed to spend the next 45 days exploring and analyzing all aspects related to the potential of bringing minor league baseball to Winter Park.

City Manager Knight distributed the attached draft analysis report for ease of reference. He spoke about the economic benefits and value in bringing minor league baseball to the community, the funding gaps and funding opportunities for each site, and the estimated timeframe/start date.

Commission discussion ensued regarding the proposed timeline, the need for a traffic assessment study, the advantages/disadvantages associated with the financing expenditures/revenues needed to operate, including the risks involved and the various potential funding opportunities (i.e. new market tax credits, tourist development taxes, private foundations, etc.).

Upon request, Mike Thiessen with The Madison Group, LTD answered questions related to the current economic impact study that was previously prepared by his firm and how it relates to the current site selections. He clarified that six acres is adequate size for a baseball stadium and that shared parking or an offsite parking garage would be needed.

City Manager Knight provided a brief summary regarding each of the four sites, including the estimated costs for a stadium and potential parking garage, the funding sources available, and the advantages/disadvantages associated with each site.

City Manager Knight advised that this item is scheduled for the February 24, 2014 Commission meeting for further discussion and direction.

Mayor Bradley clarified that these exploratory discussions are not costing the City any money and that the City is not, nor intends to tax our citizens for this.

The meeting adjourned at 5:11 p.m.

A handwritten signature in cursive script, reading "Cynthia S. Bonham". The signature is written in black ink and is positioned above a horizontal line.

City Clerk Cynthia S. Bonham



## **Analysis of Building a Minor League Baseball Stadium in Winter Park 45-Day Report**

At its January 13, 2014 meeting the City Commission directed staff to spend the next 45 days analyzing the possibility of building a minor league baseball stadium in and bringing a minor league baseball team to Winter Park.

The project would be a 2,500 to 3,500 stadium with related amenities to serve as a home to a minor league baseball team, the Rollins College baseball team, a Florida Collegiate Summer League team and other community events.

City staff has reviewed multiple sites in addition to those discussed in this report. The sites covered in this report are the ones staff deemed most feasible. It is possible that other sites could surface as feasible during the next phase of the study if we proceed. One site that was eliminated as a potential stadium site at this time is the former tree farm site. The lack of good access, visibility and the neighborhood impacts led staff to remove that site from current consideration. In addition, after discussion with Rollins representatives, the Harper Shepherd Field site was added back as a potential site and is analyzed in this report.

This report analyzes four potential sites starting from the most southern location to the most northern location. In each of these scenarios staff has factored in a stadium cost of \$20 million. That cost may move up or down depending on a final decision on number of seats and other amenities and architectural features.

The four sites are:

1. Harper Shepherd Field at Alford Stadium site: See Section A.
2. Martin Luther King, Jr. Park: See Section B.
3. Votech Property: See Section C.
4. Ravaudage Property: See Section D.

## Preliminary Conclusions and Recommendations:

1. Staff believes there is a value to bringing minor league baseball to the community, not only for the estimated annual \$6 million in economic benefit to the area but also as a family entertainment venue. Each site also could be catalyst for positive redevelopment of surrounding properties. However, as with any opportunity, there is limit to how much city resources are reasonable to put toward the endeavor.
2. As time has passed, the TEAM's initial desire of moving to Winter Park by the beginning (April) of the 2015 season is not feasible. It is more likely that Spring 2016 will be the earliest start date. In order to meet a Spring 2015 start date we would already need to have the site selected and be in the design phase.
3. All four sites should remain open for consideration. While there is currently a funding gap at each site there are unique funding opportunities at each site.
4. Staff recommends using the Madison Group, LTD (Mike Thiessen) to assist the City with recommendations 5, 6 and 7 below. Funding for these services is available in the Economic Development budget.
5. Staff recommends that it be given authorization to pursue over the next five months various funding opportunities on behalf of the City, understanding that the acceptance of any funding would require Commission and/or CRA approval. Those opportunities include but may not be limited to the following:
  - a. New Markets Tax Credit (both state and federal)
  - b. CRA extension and/or expansion
  - c. Tourist Development Taxes
  - d. Private Foundations
  - e. Other State funding
  - f. Developer participation
  - g. CDD funding
  - h. Upfront or future revenues from the TEAM or stadium
  - i. Upfront or future revenues from ROLLINS
  - j. Non-baseball related funding
  - k. Sponsorships

6. During the same five months staff would negotiate with the TEAM, ROLLINS and, if applicable, developer on future allocations of operating costs, revenues, and responsibilities. In addition staff would negotiate a proposed lease agreement if it is a site that the City would own.
7. The facility assessment study will be updated and a traffic impact study conducted for the preferred site(s). For the sake of resource allocation, staff would limit the analyses to no more than two sites.
8. At the end of the five months (August) staff hopes to be in the position to make recommendations that will include whether or not moving forward makes sense and if so, a ranking of the sites, how the stadium project could be funded, proposed deal terms/agreements and who should throw out the first pitch.
9. Staff recommends that regardless of the baseball stadium we move forward with trying to obtain the bowling alley property.

## **Defined Terms**

**CITY** – City of Winter Park, including CRA

**COUNTY** – Orange County

**CRA** – Community Redevelopment Area

**HSF** – Harper Shepherd Field at Alford Stadium owned by Rollins College. Field is located north of Aragon, east of Denning, south of Holt and west of Capen.

**MLK** – Martin Luther King, Jr. Park – Park located north of Comstock, east of Harper, south of Morse and west of Denning.

**NMTC** – New Markets Tax Credits are a potential funding source. Depending on structure this could require setting up one or two non-profit corporations defined as follows:

**LC** – The lending corporation sells the tax credits for cash and loans the proceeds to qualifying projects; in this case a baseball stadium.

**BC** – The borrowing corporation would be the entity borrowing the money to build the qualifying project.

**NWSC** – the Northwest Sports Complex is the site of the former tree farm which is currently 14.2 acres of undeveloped property. The design for development of this site is in 2018 of the Capital Improvement Plan.

**RAVAUDAGE** – Development site located at the Northwest corner of 17/92 and Lee Road being developed by Dan Bellows.

**ROLLINS** – Rollins College

**TDT** – Tourist Development Tax

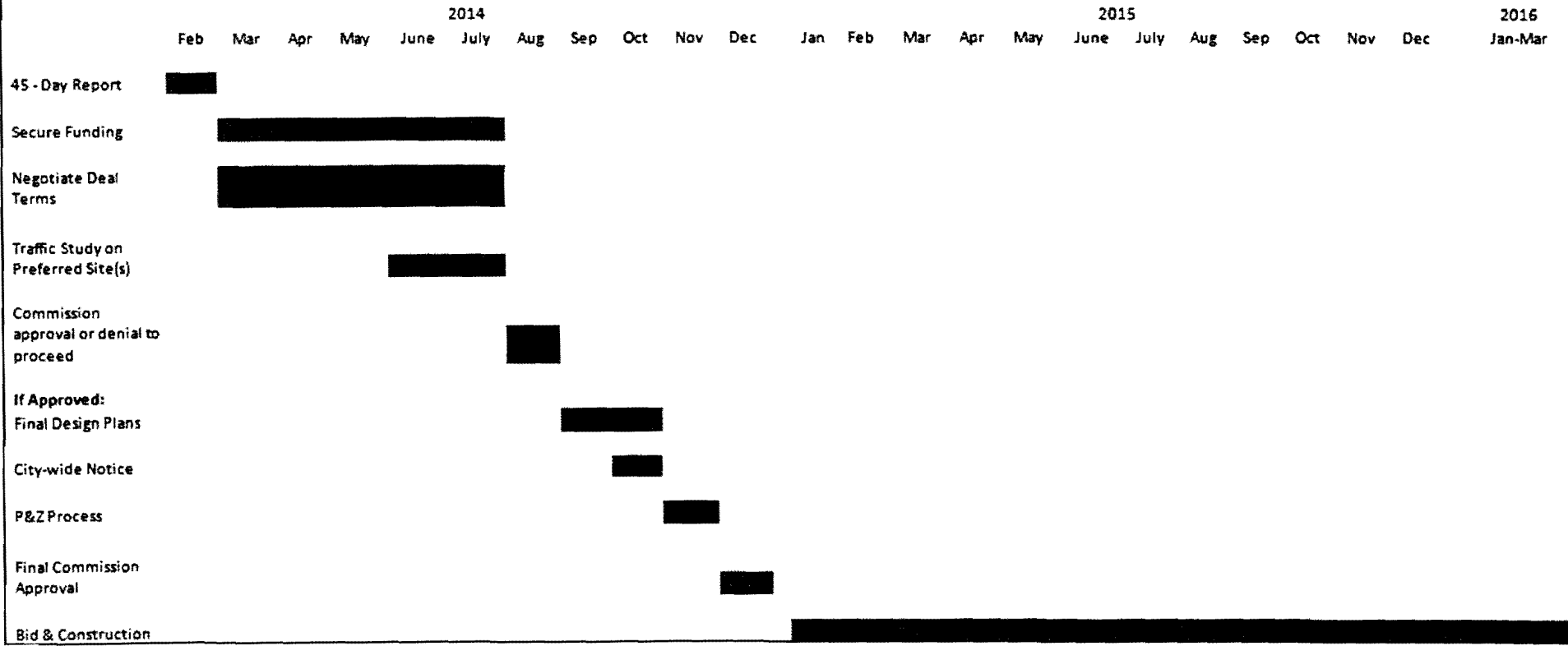
**TEAM** – The Minor League Baseball team owned by Dr. Tom Winters (Winter Park resident) and David Freeman.

**TIF** – Tax Increment Financing

**UP** – UP Development is compiling properties generally located north of Webster, east of 17/92, south of Dixon/Solano and west of Denning.

**VOTECH** – The Votech is an adult education facility owned and operated by the Orange County School Board (OCPS) located at the northwest corner of Webster and Denning. The total site consists of 13.1 acres of land.

## Timeline



### **Harper Shepherd Field at Alford Stadium**

HSF is owned by ROLLINS. It is approximately 6.2 acres. Under this option, ROLLINS would likely own both the land and the stadium and the TEAM would be a tenant. The TEAM would operate the stadium year round.

As part of the CITY's contribution to the project it would obtain the right to host community events such as concerts and corporate outings.

Advantages of this site – Since there would be no land cost (unless adjacent land were to be acquired for parking) this is lowest overall cost option. It is also the least complicated deal. The site is within the City's CRA so it opens up the opportunity to use CRA funds for part of the funding. Since ROLLINS would own the facility, they may be willing to raise more of the funds.

Disadvantages of this site – Parking is constrained and would likely have to be provided by contracts with adjacent property owners until a site for a garage can be obtained. There are also residential neighbors immediately adjacent to the site. While the neighbors are used to the noise, MiLB would bring larger crowds and more traffic and noise than the ROLLINS games. The CITY would not be gaining parkland with the development of this location.

The attached schedules depict the possible financial terms of the deal at this site. All terms are still subject to final negotiation.

- A-1 Schedule of Costs and Funding Sources
- A-2 Schedule of Allocation of Revenues (Still to be negotiated)
- A-3 Schedule of Allocation of Expenses (Still to be negotiated)



**Schedule A-1**  
**Harper Shepherd Field at Alford Stadium Site**  
**Schedule of Estimated Costs and Funding Sources**

**Costs:**

Land	-	Unless land purchased for parking
Stadium (1)	20,000,000	
Structured Parking	-	
	20,000,000	

**Funding Sources:**

TEAM	2,000,000	half COUNTY half CITY
ROLLINS	2,000,000	
CRA-TIF (2)	5,000,000	
Funding Gap (3)	11,000,000	
	20,000,000	

**Notes:**

- (1) Could be adjusted up or down depending on amenities and # of seats
- (2) Would require COUNTY approval to extend CRA for 5 years
- (3) Opportunities to close gap include but are not limited to additional participation from TEAM and ROLLINS, NMTC, other State participation, other CITY participation, other private participation

**Schedule A-2**  
**Harper Shepherd Field at Alford Stadium Site**  
**Schedule of Allocation of Revenues**

Revenue Sharing (1)

TEAM	ROLLINS	CITY	LC
MilB Tickets			
ROLLINS Tickets			
CITY Events - ticketed			
CITY Events - fixed fee			
ROLLINS Events - ticketed			
ROLLINS Events - fixed fee			
Naming Rights			
Other fixed advertising			
Audio/Video advertising			
Parking fees (if any)			
Programs/Souvenirs			
Concessions:			
MilB Games			
Rollins Games			
City Events			
ROLLINS Events			
Lease Payments (2)			
Interest on the NMTC Loan			
Notes:			
(1)			
(2)			

**Schedule A-3**  
**Harper Shepherd Field at Alford Stadium Site**  
**Schedule of Allocation of Expenses**

Expense Sharing (1)

TEAM	ROLLINS	CITY	LC
<b>Payroll:</b>			
Year round staff			
TEAM Game Day			
ROLLINS Game Day (3)			
CITY Events (3)			
ROLLINS Events (3)			
<b>Routine Operating (2)</b>			
<b>Utilities</b>			
<b>Promotions/advertising</b>			
TEAM			
CITY Events			
ROLLINS games/events			
<b>Capital Maintenance</b>			
<b>Lease Payment</b>			
<b>Stadium Use Fees:</b>			
CITY Events (3)			
ROLLINS Events (3)			
<b>Property Taxes</b>			
<b>Interest on NMTC loan</b>			
<b>Interest and Principal on CRA Loan</b>			
<b>Notes:</b>			
(1)			
(2)			

**-B-**

## **MLK**

MLK is owned by the CITY. Under this option, the CITY would own both the land and the stadium and ROLLINS and the TEAM would be tenants. The TEAM would operate the stadium year round.

There are three multi-purpose natural grass fields on this site that are used primarily for youth sports. A stadium at this site would eliminate one of the multi-purpose fields and parking would need to be allowed on the other two during TEAM game days. If this site is used staff would recommend accelerating the development of the NWSC to replace the fields.

To further facilitate parking staff would recommend obtaining the adjacent bowling alley site from ROLLINS. In fact, there are advantages to the CITY in obtaining the bowling alley whether or not MLK is chosen as the preferred site. Rollins currently has a contract with a private developer for that property but if that deal is not finalized, the CITY should step in.

Advantages of this site – CITY already owns the land. The site is within the City's CRA so it opens up the opportunity to use CRA funds for part of the funding.

Disadvantages of this site – Requires the replacement of the multi-purpose fields. The CITY would not be gaining parkland with the development of this location. Access to the site is limited but manageable.

The attached schedules depict the possible financial terms of the deal at this site. All terms are still subject to final negotiation.

- B-1 Schedule of Estimated Costs and Funding Sources
- B-2 Schedule of Allocation of Revenues (Still to be negotiated)
- B-3 Schedule of Allocation of Expenses (Still to be negotiated)

**Schedule B-1  
MLK Park  
Schedule of Estimated Costs and Funding Sources**

**Costs:**

Land - bowling alley (1)	3,000,000	
Stadium (2)	20,000,000	
Build out NWSC	3,000,000	
Move softball stadium to HSF	500,000	
Structured Parking	-	Could be added if needed
	26,500,000	

**Funding Sources:**

TEAM	2,000,000	
ROLLINS	2,000,000	
CRA-TIF	5,000,000	half COUNTY
Park Acquisition Funds (3)	500,000	half CITY
Funding Gap (4)	17,000,000	
	26,500,000	

**Notes:**

- (1) Not required to build stadium but would help with parking needs
- (2) Could be adjusted up or down depending on amenities and # of seats
- (3) If acquiring the bowling alley
- (4) Opportunities to close gap include but are not limited to more participation from TEAM and ROLLINS, NMTC, TDT, other State participation, other CITY participation, other private participation

**Schedule B-2  
MLK Park  
Schedule of Allocation of Revenues**

Revenue Sharing (1)

TEAM	ROLLINS	CITY	LC	BC
MiLB Tickets				
ROLLINS Tickets				
CITY Events - ticketed				
CITY Events - fixed fee				
ROLLINS Events - ticketed				
ROLLINS Events - fixed fee				
Naming Rights				
Other fixed advertising				
Audio/Video advertising				
Parking fees (if any)				
Programs/Souvenirs				
Concessions:				
MiLB Games				
Rollins Games				
City Events				
ROLLINS Events				
Lease Payments (2)				
Interest on the NMTC Loan				
Notes:				
(1)				
(2)				

**Schedule B-3**  
**MLK Park**  
**Schedule of Allocation of Expenses**

Expense Sharing (1)

TEAM	ROLLINS	CITY	LC	BC
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Payroll:

- Year round staff
- TEAM Game Day
- ROLLINS Game Day (3)
- CITY Events (3)
- ROLLINS Events (3)

Routine Operating (2)

Utilities

Promotions/advertising

- TEAM
- CITY Events
- ROLLINS games/events

Capital Maintenance

Lease Payment

Stadium Use Fees:

- CITY Events (3)
- ROLLINS Events (3)

Property Taxes

Interest on NMTC loan

Interest and Principal  
on CRA Loan

Notes:

- (1)
- (2)

**-C-**

**Votech**

The VOTECH site is owned by OCPS. OCPS would have to surplus the property and we (someone involved with the project) would have to acquire it. Under this option as proposed, the CITY would own the land and possibly the stadium and ROLLINS and the TEAM would be tenants. Stadium ownership may include a partnership opportunity with an investor to the project. The TEAM would operate the stadium year round.

The stadium would be part of a mixed use development. Staff has had preliminary talks with UP Development (the developer of the adjacent property that will include Whole Foods) and they have expressed interest in participating in the project. Staff has also had talks with another developer that has an interest in acquiring the site.

Advantages of this site – Great access and visibility. Provides an opportunity to kick start redevelopment of a blighted area. Could be a higher percentage of private money going into the project. For the City's participation there would be a gain of approximately 6 acres of parkland.

Disadvantages of this site – Because of the parking structure it costs more than sites A and B. Deal is more complicated because of the number of parties involved. No guarantee OCPS is willing to dispose of the property and if they do, there is not guarantee that a developer interested in working with the CITY on a stadium will be the winning bidder. There may be timing issues if a replacement school has to be built before the site can be utilized.

The attached schedules depict the possible financial terms of the deal at this site. All terms are still subject to final negotiation.

- C-1 Schedule of Costs and Funding Sources
- C-2 Schedule of Allocation of Revenues (Still to be negotiated)
- C-3 Schedule of Allocation of Expenses (Still to be negotiated)



**Schedule C-1**  
**Votech Site**  
**Schedule of Estimated Costs and Funding Sources**

**Costs:**

Land (1)	6,000,000
Stadium (2)	20,000,000
Structured Parking	10,000,000
	36,000,000

**Funding Sources:**

TEAM	2,000,000
ROLLINS	2,000,000
Park Acquisition Funds	500,000
Return Parks Impact Fees to developer	500,000
Funding Gap (3)	31,000,000
	36,000,000

**Notes:**

- (1) Would require OCPS approval to surplus the Votech site and Developer to acquire it and sell approximately 6 acres to City for \$6 million
- (2) Could be adjusted up or down depending on amenities and # of seats
- (3) Opportunities to close gap include but are not limited to Developer participation, more participation from TEAM and ROLLINS, NMTC, TDT, other State participation, other CITY participation, other private participation, expansion/extension of CRA

**Schedule C-2  
Votech Site  
Schedule of Allocation of Revenues**

	Revenue Sharing (1)					
	TEAM	ROLLINS	UP	CITY	LC	BC
MilB Tickets						
ROLLINS Tickets						
CITY Events - ticketed						
CITY Events - fixed fee						
ROLLINS Events - ticketed						
ROLLINS Events - fixed fee						
Naming Rights						
Other fixed advertising						
Audio/Video advertising						
Parking fees (if any)						
Programs/Souvenirs						
Concessions:						
MiLB Games						
Rollins Games						
City Events						
ROLLINS Events						
Lease Payments (2)						
TEAM						
ROLLINS						
Interest on the NMTC Loan						
Notes:						
(1)						
(2)						

**Schedule C-3**  
**Votech Site**  
**Schedule of Allocation of Expenses**

Expense Sharing (1)

	TEAM	ROLLINS	CITY	LC	BC
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Payroll:

- Year round staff
- TEAM Game Day
- ROLLINS Game Day (3)
- CITY Events (3)
- ROLLINS Events (3)

Routine Operating (2)

Utilities

Promotions/advertising

- TEAM
- CITY Events
- ROLLINS games/events

Capital Maintenance

Lease Payment (4):

- TEAM
- ROLLINS

Stadium Use Fees:

- CITY Events (3)
- ROLLINS Events (3)

Property Taxes

Interest on NMTC loan

Interest and Principal  
on CRA Loan

Notes:

- (1)
- (2)

**-D-**

### **Ravaudage**

The RAVAUDAGE site is owned by companies controlled by Dan Bellows. Under this option as proposed, the CITY or a CDD set up by the CITY would own the land and possibly the stadium and ROLLINS and the TEAM would be tenants. Stadium ownership may include a partnership opportunity with an investor to the project. The TEAM would operate the stadium year round.

The stadium would be part of a mixed use development being developed at RAVAUDAGE. In our preliminary talks with the developer, he has expressed interest in participating in the project.

Advantages of this site – Great access and visibility. Provides an opportunity to kick start redevelopment of a blighted area. There may be some unique financing opportunities at this site. For the City's participation there would be a gain of approximately 6 acres of parkland.

Disadvantages of this site – This is the most expensive site being considered and the deal is complicated. The TEAM has balked before at going to this location.

The attached schedules depict the possible financial terms of the deal at this site. All terms are still subject to final negotiation.

- D-1 Schedule of Costs and Funding Sources
- D-2 Schedule of Allocation of Revenues (Still to be negotiated)
- D-3 Schedule of Allocation of Expenses (Still to be negotiated)

**Schedule D-1**  
**Ravaudage**  
**Schedule of Estimated Costs and Funding Sources**

**Costs:**

Land (1)	11,000,000
Stadium (2)	20,000,000
Structured Parking	10,000,000
	41,000,000

**Funding Sources:**

TEAM	2,000,000
ROLLINS	2,000,000
Park Acquisition Funds	500,000
Return Parks Impact Fees to Ravaudage	1,000,000
Funding Gap (3)	35,500,000
	41,000,000

**Notes:**

- (1) Developer wants approximately \$8,000,000 in infrastructure work plus \$3 million cash
- (2) Could be adjusted up or down depending on amenities and # of seats
- (3) Opportunities to close gap include but are not limited to Developer participation, use of CDD funding mechanism with shared future revenues, more participation from TEAM and ROLLINS, NMTC, TDT, other State participation, other CITY participation, other private participation

**Schedule D-2  
Ravaudage  
Schedule of Allocation of Revenues**

	Revenue Sharing (1)				
	TEAM	ROLLINS	CITY	LC	BC
MilB Tickets					
ROLLINS Tickets					
CITY Events - ticketed					
CITY Events - fixed fee					
ROLLINS Events - ticketed					
ROLLINS Events - fixed fee					
Naming Rights					
Other fixed advertising					
Audio/Video advertising					
Parking fees (if any)					
Programs/Souvenirs					
Concessions:					
MilB Games					
Rollins Games					
City Events					
ROLLINS Events					
Lease Payments (2)					
TEAM					
ROLLINS					
Interest on the NMTC Loan					
Notes:					
(1)					
(2)					

**Schedule D-3**  
**Ravaudage**  
**Schedule of Allocation of Expenses**

	Expense Sharing (1)				
	TEAM	ROLLINS	CITY	LC	BC
Payroll:					
Year round staff					
TEAM Game Day					
ROLLINS Game Day (3)					
CITY Events (3)					
ROLLINS Events (3)					
Routine Operating (2)					
Utilities					
Promotions/advertising					
TEAM					
CITY Events					
ROLLINS games/events					
Capital Maintenance					
Lease Payment (4):					
TEAM					
ROLLINS					
Stadium Use Fees:					
CITY Events (3)					
ROLLINS Events (3)					
Property Taxes					
Interest on NMTC loan					
Interest and Principal on CRA Loan					
Notes:					
(1)					
(2)					