

10:30 AM

**PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS
WORKSHOP SUMMARY**

Meeting Date: April 27, 2021
Department: Facilities Development & Operations

I. EXECUTIVE BRIEF

Title: South County Administrative Complex Master Plan/Redevelopment

Summary: The South County Administrative Complex (Complex) consists of approximately 28 acres of County-owned real property located 1,000 feet south of West Atlantic Avenue on the east side of Congress Avenue in the City of Delray Beach (City). The underlying land was acquired from various parties and the structures were either existing at the time of purchase, constructed between 1968 to 1972, or added in the early 1990s. The property was developed without the benefit of an overall master plan that would have served as a guide for the expansion of buildings as necessary, a more efficient use of the land, and a more compact urban form of development. In 2006, the County and the City jointly funded a redevelopment plan for the existing and known future County uses with goals of replacing most buildings with new, in a form that enhanced the City's vision for Congress Avenue corridor, made access to transit easier, and resulted in about 5 acres of land that could be made surplus for transit oriented development and residential uses. The recession stopped the redevelopment from proceeding and the County's needs also changed (most notably the addition of driver's license services by the Tax Collector), requiring an update to the plan. The updated plan reflects the County's current and projected future needs and was supported by the Board at a June 23, 2020 Workshop. While the amount of surplus property for potential future disposal is approximately 4 acres upon completion of all redevelopment, and is not consolidated into a contiguous land area, the plan still accomplishes some of the original objectives contemplated by the County and the City. The Master Plan is a great tool against which the County can evaluate currently unforeseen funding and planning opportunities and proposals in real time. The total projected cost to redevelop the Complex is \$52,000,000, but no such funding is included in the 5 Year CIP or identified for IST funding. Instead, \$6,000,000 was included in the Board approved IST Project Plan for deferred renewal/replacement (R/R) projects as the buildings have been continuously occupied with only few material renovations over the 40+ years and much of the Complex is approaching or has reached the end of its useful life and is in need of certain R/R projects to be able to effectively maintain the Complex in a safe and reliable operating condition. Staff has identified two possible options for redevelopment. Option 1 entails approval of the conceptual master plan as presented, moving forward with only those R/R projects determined to be essential to continuity and safety of operations from the \$6,000,000 allocation in the IST Project Plan, and deferring efforts toward redevelopment of the site to a future date when appropriate time and funding can be committed. Option 2 proposes securing architectural/engineering consultant services by using those same proceeds in the IST Project Plan to design the new facilities with the goal of providing for all identified County needs, while minimizing the institutional footprint and maximizing surplus property for future development consistent with the Board's strategic priorities (e.g. affordable housing). Staff recommends proceeding with Option 1. **Staff is requesting direction about proceeding with any of the two options identified for the redevelopment of the Complex.**
FDO Admin (Districts 4, 5, and 7/District 7) MWJ

Background & Policy Issues: Staff has brought various redevelopment concepts for the property to the Board over the years. Given the significance of this County real property holding, in recent years Staff participated extensively in the Congress Avenue Task Force that was assembled by the City to envision and plan for the future of the Congress Avenue corridor. Aside from a single 6.28-acre parcel (civic pod of the Atlantic Commons PUD, aka Tuscany) at the northeast corner of Florida's Turnpike and Atlantic Avenue that is scheduled for conveyance to the County, the Complex is the only

Continued on Page 3

Attachments:

1. Location Map
2. Aerial Photograph
3. Existing Facilities and Occupancy Summary
4. Future Programmatic Projection
5. South County Civic Properties
6. Conceptual Master Plan
7. PowerPoint Presentation

Recommended By: *Ken Cassi L. ...* 4/12/21
 Department Director Date

Approved By: *W. Baker* 4/14/21
 County Administrator Date

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact:

Fiscal Years	2021	2022	2023	2024	2025
Capital Expenditures	<u>\$3M</u>	_____	_____	_____	_____
Operating Costs	_____	_____	_____	_____	_____
External Revenues	_____	_____	_____	_____	_____
Program Income (County)	_____	_____	_____	_____	_____
In-Kind Match (County)	_____	_____	_____	_____	_____
NET FISCAL IMPACT	<u>\$3M</u>	<u>N/A</u>	<u>N/A</u>	<u>N/A</u>	<u>N/A</u>
# ADDITIONAL FTE POSITIONS (Cumulative)	<u>N/A</u>	<u>N/A</u>	<u>N/A</u>	<u>N/A</u>	<u>N/A</u>

Is Item Included in Current Budget? Yes X No _____
 Does this item include use of federal funds? Yes _____ No X

Budget Account No: Fund 3950 Dept. 411 Unit Q010 Object 4907

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

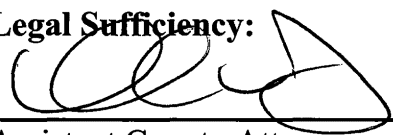
The Board approved IST Project Plan includes \$3M in both FY 2020 and FY2021, for a total of \$6M. The fiscal impact of this item, if any, is indeterminable at this time and will be dependent on the outcome of the workshop and any resulting planning initiatives or implications that follow.

C. Departmental Fiscal Review: 

III. REVIEW COMMENTS

A. OFMB Fiscal and/or Contract Development & Control Comments:

 4/12/21
 OFMB QA 4-12-21 ASD 4/12
 4/13/21
 Contract Development and Control 4-13-21 TW

B. Legal Sufficiency:
 4/13/21
 Assistant County Attorney

C. Other Department Review:

 Department Director

This summary is not to be used as a basis for payment.

Background & Policy Issues (Cont.):

County-owned real property located south of Lantana Road and lying between Florida's Turnpike to the west and the ocean to the east having any significant development/redevelopment opportunity to meet County facility needs in the south County region into the future. For that reason, and combined with the limited supply of remaining vacant land in south County, staff has always been incredibly protective of its ownership interest in the property and approaches all opportunities for disposal, reuse and/or accomplishing County needs and objectives on the property with extreme caution.

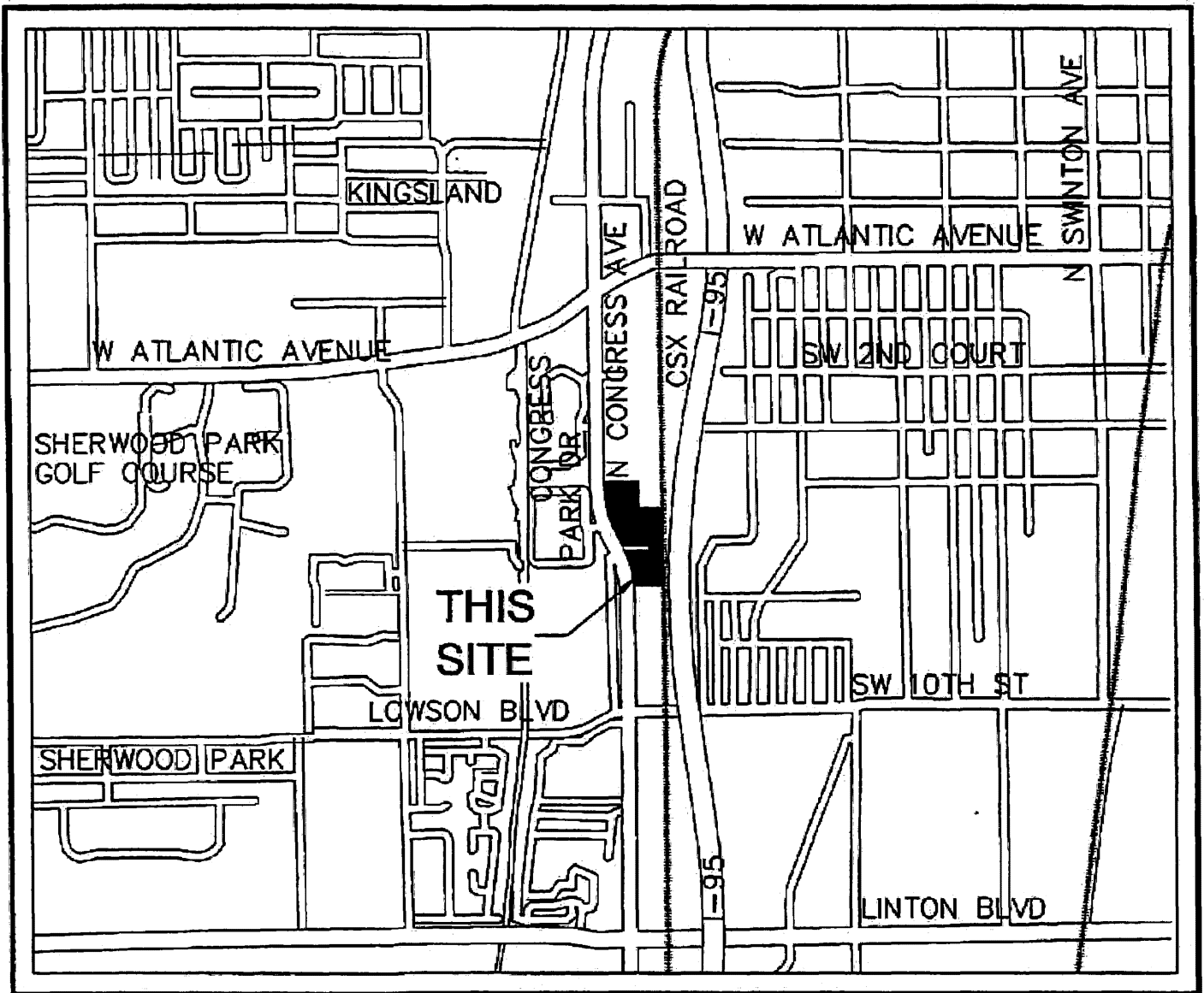
Redevelopment of the property for County programming was anticipated to cost approximately \$50,000,000 at time of a past planning initiative in 2006. Staff has no reason to believe that estimate would be significantly different at the present time, other than typical inflation. Proceeds from the sale of a portion of the property have long been identified to present an opportunity for covering a portion of the cost to redevelop the Complex. However, even the outstanding balance (previously estimated at \$32,000,000) was not a budget priority compared to the deferred R/R Countywide which provided the basis for the IST Program. As a result of that amount and other countywide needs and priorities for IST proceeds, \$3,000,000 in both FY 2020 and FY 2021 were allocated in the IST Project Plan to address backlogged renewals and replacements to the existing improvements at the Complex. Additionally, the master plan has reaffirmed that redevelopment of the property will require: 1) that any surplus property be retained to accommodate need during reconstruction, 2) a phased approach to site redevelopment, and 3) measures to minimize impacts to continuous facility operations. As a result, any revenue derived from the sale of surplus land will not be available to offset the cost of redevelopment until after County reconstruction initiatives are completed.

At the present time FD&O staff remains consumed by the volume of assignments and commitments collectively contained in the IST Project Plan, 5 Year CIP, contracts, agreements, and special projects, as well as daily work flow, planning, and organizational management. Further complications include the fact that: 1) the financial commitment to commence and fully accomplish the redevelopment has not been programmed within the 5 Year CIP, 2) the project has not been included within any work plan of the department and existing/future user departments and agencies, 3) the redevelopment has not been vetted against other capital priorities that are competing for the same staff attention and financial resources, and 4) operational constraints (both in the short and long term) would likely result from a joint venture(s) approach to redevelopment. Taking all of the foregoing into consideration, staff developed the Conceptual Master Plan to strike a balance between: (a) retaining sufficient real property to meet foreseeable County facility, programmatic and construction needs into the future while strategically accomplishing site redevelopment, and (b) allocating residual portions of the property for potential future disposal for delivery of affordable and/or workforce housing and perhaps consumer-oriented services on this major corridor. Although the Conceptual Master Plan was last approved by the Board in June 2020, staff was recently instructed to revisit the analysis and provide alternatives for the redevelopment of the Complex. Two possible options for redevelopment have been identified. Option 1 entails approval of the conceptual master plan as presented, moving forward with only those R/R projects determined to be essential to continuity and safety of operations from the \$6,000,000 allocation in the IST Project Plan, and deferring efforts toward redevelopment of the site to a future date when appropriate time and funding can be committed. Option 2 proposes securing architectural/engineering consultant services to design the new facilities with the goal of providing for all identified County needs, while minimizing the institutional footprint and maximizing surplus property for future development, consistent with the Board's strategic priorities (e.g. housing, economic development). This second option would require the Board to authorize Staff to allocate a portion of the available IST funding towards design services. If this second option were to be selected, Staff would then need to initiate the programming analysis and existing/future user coordination required prior to retaining consultant services. As previously stated, this project is not currently part of FDO's work plan and will therefore, result in reprioritization of ongoing initiatives. Staff estimates that a year will be required for programming efforts and procurement of consultant services, and an additional year for design. An estimated \$52,000,000 capital appropriation would be required for construction.

Staff recommends Option 1 and requests direction from the Board about proceeding with any of the two options identified for the redevelopment of the Complex. If the Board chooses Option 2, Staff is recommending that it continue to be authorized to address essential R/R needs in order to continue operations until the Complex is redeveloped.

ATTACHMENT 1

Location Map



LOCATION MAP
NOT TO SCALE

ATTACHMENT 2
Aerial Photograph



ATTACHMENT 3
Existing Facilities and Occupancy Summary

Administration Building	63,400 SQ FT <i>230 parking spaces</i>
Agricultural Extension	
Board of County Commissioners - Districts 4, 5 and 7	
FD&O Facilities Management South Region	
Palm Tran	
PZB Building Division	
Supervisor of Elections	
Youth Services	
Florida Department of Health PBC	34,300 SQ FT <i>150 parking spaces</i>
Tax Collector	12,050 SQ FT <i>190 parking spaces</i> <i>Driving Course</i>
Parks Maintenance	4,500 SQ FT <i>40 parking spaces</i>
PBSO Motor Pool	1,560 SQ FT
Intermodal Center	Tri-Rail Station Bus Loop w/ Boarding and Alighting Bays <i>174 parking spaces</i>
Fuel Island*	2 pumps / 4 positions
Communication Tower*	+/-300 FT

* Planned retention poses design constraints for future development/redevelopment

ATTACHMENT 4
Future Programmatic Projection

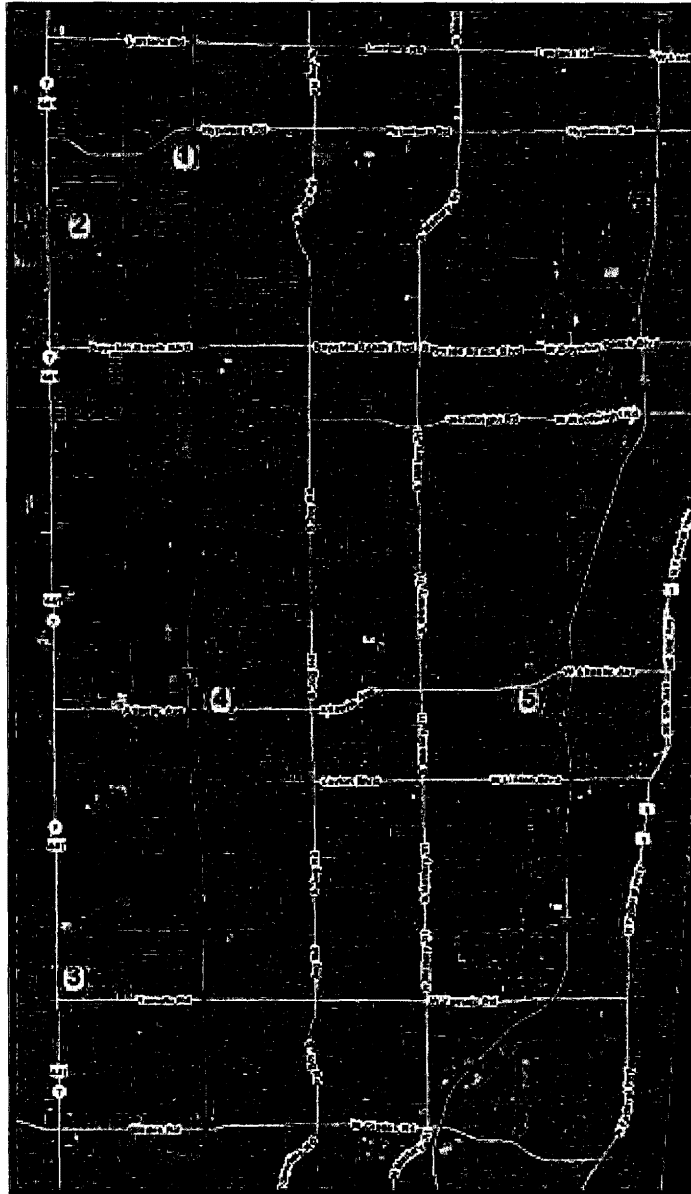
Florida Department of Health PBC	75,000 SQ FT (+40,700) <i>375 parking spaces (+225)</i>
Tax Collector	24,000 SQ FT (+12,000) <i>240 parking spaces (+50)</i> <i>Driving Course</i>
Planning, Zoning and Building*	10,000 SQ FT (+9,000) <i>50 parking spaces (+45)</i>
Property Appraiser	10,000 SQ FT <i>50 parking spaces</i>
Existing Admin. Bldg. Occupants*	16,000 SQ FT <i>100 parking spaces</i>
Facilities & Fleet Management^{^*}	20,000 SQ FT <i>200 parking spaces</i>
Parks Maintenance	4,500 SQ FT <i>40 parking spaces</i>
PBSO Motor Pool^{^*}	2,000 SQ FT (+500) <i>10 parking spaces (+5)</i>
Intermodal Center	Tri-Rail Station Bus Loop w/ Boarding and Alighting Bays <i>174 parking spaces</i>
Fuel Island	2 pumps / 4 positions
Communication Tower	+/-300 FT
Other/Growth	Unknown / TBD

[^] Requires co-located fueling facilities

* Greatest potential for siting at Atlantic Commons (Tuscany) civic pod

ATTACHMENT 5

South County Civic Properties



PCN	TYPE	ADRES	NAME	DOC
(1) 00-42-45-08-00-003-0000	IV	33.63	Village of Windsor Civic Site / FR 48	PR / FR
(2) 00-42-45-18-01-001-0000	V	8.47	Merage Park Civic Site	GG
(3) 00-41-47-01-01-050-0010	IV	20.62	West Boca Branch Library	LI / GG
(4) 00-42-48-17-11-001-0000	F	8.38	Atlantic Commerce PUD	GG
(5) 12-43-46-18-00-000-5190	V	0.87	SE County Complex (Vacant)	GG
12-43-46-18-00-000-5200	I	0.88	South County Governmental Center	GG
12-43-46-18-00-000-5240	I	13.41	SE County Administrative Complex	GG
12-43-46-19-00-000-1020	I	1.46	Facilities Stockroom / Parks Maintenance	GG
12-43-46-19-00-000-1021	I	1.34	PZB Building Division - South County	GG
12-44-46-19-00-000-1022	I	2.05	Tri-Rail Station Parking Lot / Palm Train	GG
12-43-46-19-00-000-1100	I	4.60	Tax Collector - South	GG

LEGEND:

TYPE

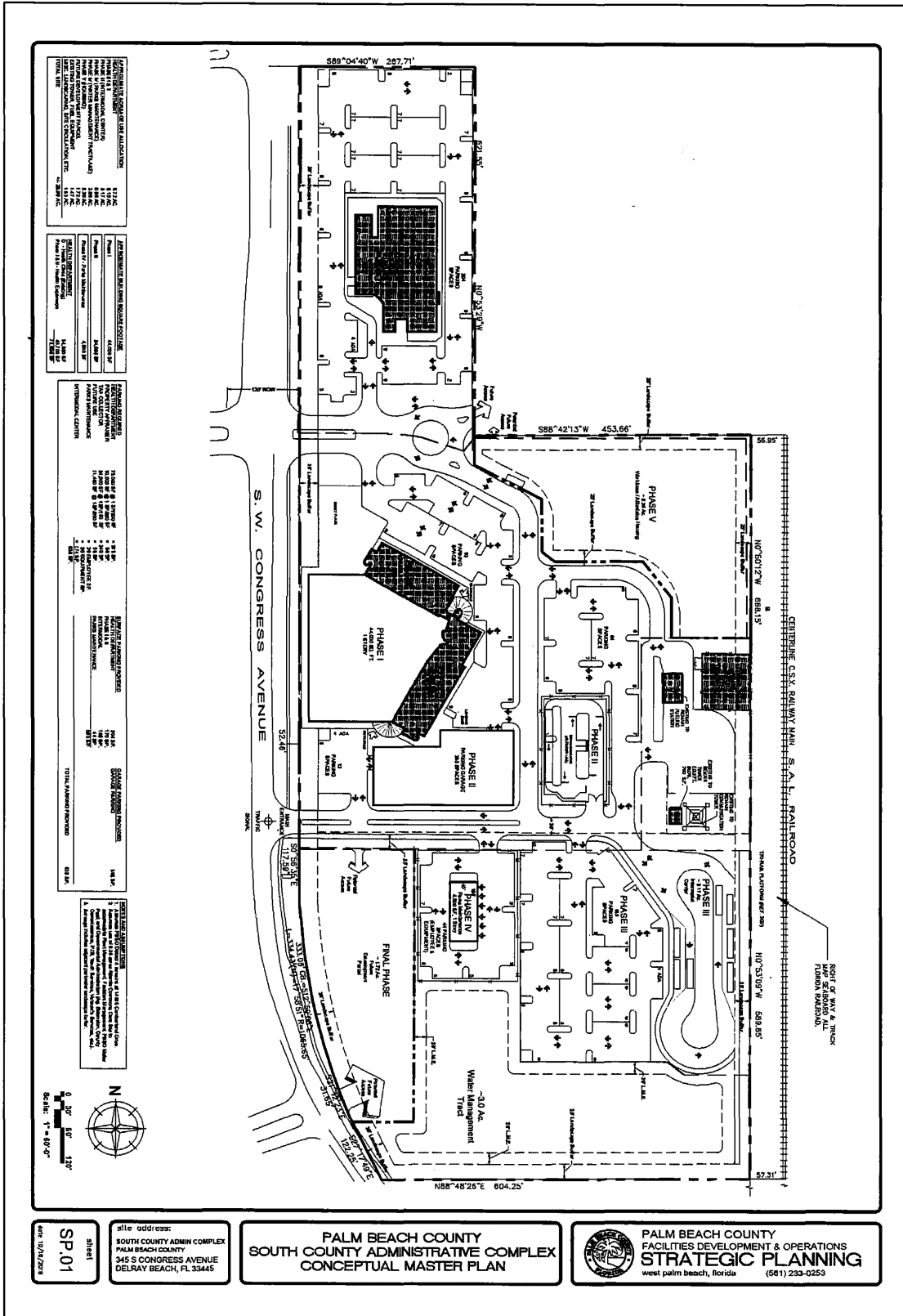
- F - Future
- I - Improved
- V - Vacant

DEPT OF CONTROL

- FR - Fire Rescue
- GG - General Government
- LI - Library
- PR - Parks & Recreation

ATTACHMENT 6

Conceptual Master Plan



South County Administrative Complex Master Plan / Redevelopment



BCC Workshop
April 27, 2021
11:00 AM

VICINITY



SITE



PROPERTY OVERVIEW

- County-owned
- ~28 Acres
- ~112,500 Building SQ FT
- ~800 Parking Spaces
- Service Delivery and Support Functions

EXISTING OPERATIONS

FEATURE	SIZE	ACREAGE	EMPLOYEES	PARKING	MISC.
FL Dept. of Health PBC	34,300 SQ FT	+/- 4.25	+/- 60	+/- 150 Spaces	N/A
PBC Admin.	63,400 SQ FT	+/- 8.0	+/- 90	+/- 230 spaces	N/A
Tax Collector	12,050 SQ FT	+/- 6.0	+/- 40	189 Spaces	Driver Course
Parks Maintenance	4,500 SQ FT	+/- 2.5	5 -20	+/- 40 Spaces	N/A
PBSO Motor Pool	1,560 SQ FT	+/- 1.5	Minimal	+/- 5 Spaces	Fuel Island*
Intermodal Center	N/A	+/- 2.0	Minimal	174 Spaces	N/A
Communication Tower*	+/- 300 FT	+/- 0.25	None	None	N/A
Undeveloped	N/A	+/- 4.5	N/A	N/A	N/A

* Existing uses presenting design constraints for future development/redevelopment

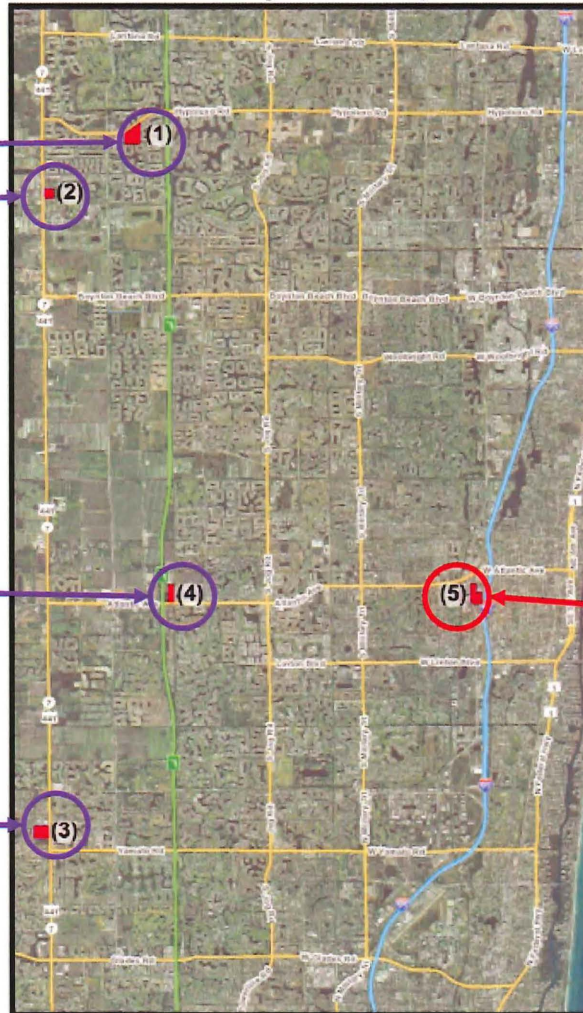
OPPORTUNITIES

- PBC and Delray Beach are longstanding partners
- Future ability to surplus real estate
- Adjacent property to northeast has City approval to convert the existing industrial park to a new residential development
- 6.28-acre civic site at northeast corner of Atlantic Avenue and Florida's Turnpike can accommodate some facility needs
- Tax Collector facility expansion
- Building Division interest in expanded satellite service center
- Potential for reuse of exterior building system

CHALLENGES

- Phasing is essential to:
 - ✓ continuity of operations
 - ✓ strategically budget for redevelopment
- Assigning highest priority to future County needs / facilities
- Accommodating those facilities / operations that are optimally located will remain key
- Uses requiring interior height clearance and vehicular circulation area
- Storm water management
- Retain some flexibility to accommodate future County needs

South County Civic Properties



Villages of Windsor Civic Site

Melrose Park Civic Site

Atlantic Commons Civic Site

West Boca Library

South County
Admin. Complex

PCN	TYPE	ACRES	NAME	DOC
(1) 00-42-45-08-003-0000	IV	33.63	Villages of Windsor Civic Site / FR 48	PR / FR
(2) 00-42-45-18-01-001-0000	V	9.47	Melrose Park Civic Site	GG
(3) 00-41-47-01-01-050-0010	IV	20.62	West Boca Branch Library	LI / GG
(4) 00-42-46-17-11-001-0000	F	6.28	Atlantic Commons PUD	CC
(5) 12-43-46-18-00-000-5160	V	0.87	SE County Complex (Vacant)	GG
12-43-46-18-00-000-5200	I	0.88	South County Governmental Center	GG
12-43-46-18-00-000-5240	I	13.41	SE County Administrative Complex	GG
12-43-46-19-00-000-1020	I	1.46	Facilities Stockroom / Parks Maintenance	GG
12-43-46-19-00-000-1021	I	1.34	PZB Building Division - South County	GG
12-43-46-19-00-000-1022	I	2.05	In-Hall Station Parking Lot / Palm Tran	GG
12-43-46-19-00-000-1100	I	4.60	Tax Collector - South	GG

LEGEND:

TYPE

- F - Future
- I - Improved
- V - Vacant

DEPT OF CONTROL

- FR - Fire Rescue
- GG - General Government
- LI - Library
- PR - Parks & Recreation

FUTURE OPERATIONS / USES

FEATURE	SIZE	CHANGE	PARKING	CHANGE
FL Dept. of Health PBC	75,000 SQ FT	+ 40,700	375 Spaces	+ 225
Tax Collector	24,000 SQ FT	+ 12,000	240 Spaces	+50
Planning, Zoning & Building*	10,000 SQ FT	+9,000	50 Spaces	+ 45
Property Appraiser	10,000 SQ FT	None	50 Spaces	None
Admin. Building Occupants*	16,000 SQ FT	None	100 Spaces	None
Facilities & Fleet Management*^	18,000 SQ FT	+ 15,000	180 Spaces	+ 165

* Uses having greatest potential for siting at Civic Site (W. Atlantic Ave. and Florida's Turnpike)

^ Requires co-located fueling facilities

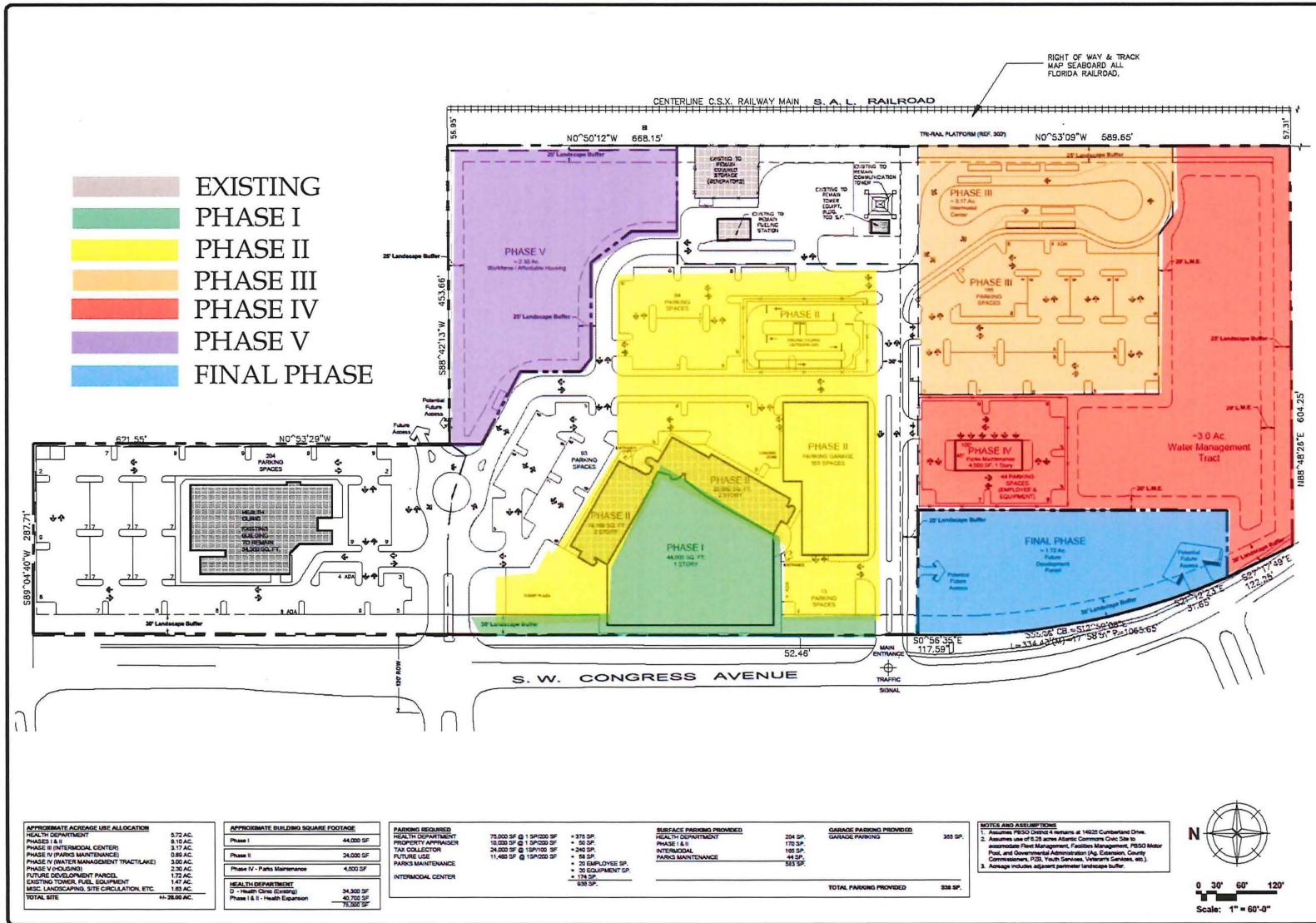
FUTURE OPERATIONS / USES (Cont.)

FEATURE	SIZE	CHANGE	PARKING	CHANGE
Parks Maintenance	4,500 SQ FT	None	40 Spaces	None
PBSO Motor Pool*^	2,000 SQ FT	+ 500	10 Spaces	+ 5
Intermodal Center	N/A	None	174 Spaces	None
Communication Tower	+/- 300 FT	None	None	None
Other Needs	Unknown	N/A	Unknown	N/A

* Uses having greatest potential for siting at Civic Site (W. Atlantic Ave. and Florida's Turnpike)

^ Requires co-located fueling facilities

CONCEPTUAL MASTER PLAN



PALM BEACH COUNTY
FACILITIES DEVELOPMENT & OPERATIONS
STRATEGIC PLANNING
west palm beach, florida (661) 238-0283

PALM BEACH COUNTY
SOUTH COUNTY ADMINISTRATIVE COMPLEX
CONCEPTUAL MASTER PLAN

site address:
SOUTH COUNTY ADMIN COMPLEX
PALM BEACH COUNTY
SOUTH COUNTY ADMINISTRATIVE COMPLEX
DELRAY BEACH, FL 33446

sheet
SP.01
date 10/18/2019

CONCEPTUAL MASTER PLAN

Aerial Overlay



- PHASE I
- PHASE II
- PHASE III
- PHASE IV
- PHASE V
- FINAL PHASE

CONSTRUCTION COST ESTIMATES

➤ South County Admin. Complex

- Phase I (Office): \$18M
- Phase II (Renovation and Garage): \$26.5M
- Phase III(Intermodal): \$2.75M
- Phase IV (Park Maintenance): \$4.75M
- *TOTAL: ~\$52M*

➤ 6.28-acre Civic Site (West Atlantic Ave. and Florida's Turnpike)

- Admin. Building: \$13M
- Facilities Mgt.: \$3.5M
- Fleet Mgt.: \$6M
- PBSO Motor Pool: \$1.5M
- Fueling Station: \$1.1M
- Bridge: \$900K
- *TOTAL: ~\$25M*

CURRENT CONSIDERATIONS

- Neither the South County Admin. Complex Redevelopment nor the 6.28-acre Civic Site have capital funding
- Surplus land cannot be disposed to generate revenue, without potential unintended consequences, until all County construction is completed
- Roadmap needed to review pop-up opportunities against long-term vision

OPTIONS FOR REDEVELOPMENT

➤ Option # 1

- Approval of the updated conceptual master plan,
- Deferring efforts toward redevelopment of the site to a future date when appropriate time and funding can be committed, and
- Only those R/R projects that are essential to safe, healthy and continuous operations be undertaken at the Complex with no more than the \$6M IST Project Plan allocation.

OPTIONS FOR REDEVELOPMENT (CONT.)

➤ Option # 2

- Securing A/E Consultant services to design the new facilities as well as the construction phasing plan
- Minimize institutional footprint, maximize surplus property for future development in alignment with the Board's strategic priorities
- Requires approval of IST funding allocation for design services
- Capital appropriation will be required for construction

REQUEST FOR DIRECTION

- Staff requests direction about proceeding with any of the two redevelopment options

South County Administrative Complex Master Plan / Redevelopment



BCC Workshop
April 27, 2021
11:00 AM