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

Meeting Date: August 29, 2023
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 25 acres of County-owned developed real property located approximately 1,000 feet south of West Atlantic Avenue on the east side of Congress Avenue in the City of Delray Beach (City). Workshops have been conducted with the Board of County Commissioners (Board) on October 29, 2019; June 23, 2020; April 27, 2021; and April 26, 2022, toward arriving at a Master Plan for the future redevelopment of the Complex. The last workshop concluded with conceptual adoption by the Board of a set of *guiding policies* for redevelopment and direction for staff to proceed under Option 1 as detailed under the agenda item for the April 22, 2022 Board workshop meeting. That is, to retain consultant services for development of a Master Plan that would allow redevelopment of the property to its highest and best use by maximizing the portion of the property that can be redeveloped for workforce housing and other private improvements, while ensuring that adequate accommodations remain in place to support General Government operations. On December 6, 2022, the Board approved a contract with Zyscovich, LLC (R2022-1443, Consultant) to provide professional master site planning, programming, investigations, design, interior space planning, engineering, permitting and construction administration services. While the procurement effort to select a design consultant was underway, staff commissioned a *Tower Impact Assessment Report* (prepared by Omnicom Consulting Group; August 2022) to address potential scenarios for the replacement of the existing communication tower. The purpose of this item is to: 1) present the results the programming effort, 2) present preliminary master planning options to accomplish site redevelopment, and 3) obtain Board direction on the conceptual master plan option to be further developed and subsequently implemented. **(FDO ADMIN) Districts 4, 5 and 7** (MWJ)

Background & Policy Issues: Staff has presented background information on the subject property, projected public facility needs into the future, and site redevelopment concepts to the Board on several occasions in recent years. Due to the limited supply of County-owned real property in south County to fulfill County facility needs into the future, together with existing and ongoing operations at the Complex, the market value of the property and private sector interest in potential development opportunities at this prime location, a delicate balance must be struck in arriving at a Master Plan for redevelopment of the property. The *guiding policies* (see Attachment 3) presented to, and conceptually approved by, the Board during its April 26, 2022 workshop meeting remain essential to the ongoing success of County operations and public services, and were used to direct the programming effort and the development of the options detailed in this item. An analysis of key variables to be considering when evaluating the conceptual master plan options follows.

Continued on Page 3

Attachments:

1. Location Map
2. Aerial Photograph
3. Policies to Guide Site Redevelopment
4. Workshop Presentation

Recommended By:		8/10/23
	Department Director	Date
Approved By:		8/20/23
	County Administrator	Date

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact:

Fiscal Years	2023	2024	2025	2026	2027
Capital Expenditures	_____	_____	_____	_____	_____
Operating Costs	_____	_____	_____	_____	_____
External Revenues	_____	_____	_____	_____	_____
Program Income (County)	_____	_____	_____	_____	_____
In-Kind Match (County)	_____	_____	_____	_____	_____
NET FISCAL IMPACT	<u>N/A</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 _____ No X
 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 of County Commissioners (Board) approved Infrastructure Sales Tax (IST) Project Plan included \$3M in both FY 2020 and FY2021, for a total of \$6M, to accomplish renewal and replacement needs to sustain current site operations. During its workshop meeting on February 28, 2023 the Board conceptually approved issuance of a NAV bond in the amount of \$80M to fund redevelopment of the Complex. The fiscal impact of this item will be dependent on the outcome of the Workshop, the redevelopment option chosen by the Board, other policy decisions reached in arriving at a final redevelopment program for the Complex, and final design.

C. Departmental Fiscal Review: _____

III. REVIEW COMMENTS

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

[Signature] 8/14/23
 OFMB 9A 8/14 ESW 8-14-23
[Signature] 8/15/23
 Contract Development and Control
 700 8/15/23

B. Legal Sufficiency:

[Signature] 8/16/23
 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.):

Tower Impact Assessment Report

The Complex houses a communication tower that is part of the County's Public Safety Radio System (PSRS) and which operation is essential to ensure adequate coverage for communications in the South County area. During the April 2022 workshop meeting, staff was tasked with further assessing the development constraints that permanence of the communication tower on the Complex would carry, as well as the potential options for relocating the same. Omnicom Consulting Group (Omnicom) was retained to perform the necessary analysis. Information related to public safety communication systems is treated as exempt and confidential under Florida Statutes; therefore, this item will only provide a high-level summary of Omnicom's findings.

Omnicom evaluated four possible scenarios: 1) elimination of the communication tower; 2) construction of a replacement communication tower on a nearby property; 3) replacement of the communication tower with two smaller towers (one to the west and one to the east of the existing tower location); and 4) construction of a new tower on top of a building to be constructed on the Complex. The key findings of the analysis performed by Omnicom are summarized as follows:

- The communication tower sited at the Complex is a critical component of the County's PSRS and its elimination is not recommended as it would create a significant gap in radio coverage, hindering users' ability to communicate.
- Constructing a new 325-foot tall tower at the Complex would provide some additional coverage over the current tower with no loss of coverage in any other service area.
- There is potential for relocating the tower from its current optimal location, or as an alternative, constructing two smaller towers in the service area. Sites within 0.5 miles of the Complex will not require significant adjustments to the PSRS; sites located 0.5 to 1.5 miles will require moderate changes; and sites over 1.5 miles will require significant changes and will impact other towers within the PSRS to achieve the same or greater radio system coverage. There are no viable County-owned real estate holdings other than the Complex within the study area (0.5-1.5 miles radius). Omnicom considered four government-owned properties and six vacant privately-owned properties in the study area that could potentially serve to site a replacement tower.
- Construction of a new tower on top of an 85-foot tall building (maximum height permitted by City regulations) at the Complex, that meets local building code while reaching the required 325-foot tower height to ensure effective operation of the PSRS, would require significant structural engineering study.
- Construction of a new 325-foot tall tower at any of the replacement sites, the Complex included, could accommodate construction of a 90-foot tall building without interference to communication pathways, such that the communication tower is of no consequence to achieving the permitted building height on the Complex or surrounding same.

Omnicom's study was shared with the Consultant and taken into consideration in the development of the conceptual master plan options. All options contemplate keeping the communication tower on the Complex as said location is the only option under County ownership or control, proved optimal for the operation of the PSRS, and if replaced with a 325-foot tower, would impose no limitations to redevelopment of the site at the maximum height allowed by City regulations (i.e., 85 feet).

Market Feasibility Study

The Consultant (with Lambert Advisory as sub-consultant) performed a market feasibility study to determine the property's highest and best use. The study considered the following uses for the private-market redevelopment: multifamily residential, office, retail, industrial, and hotel. The key findings of said study, considering opportunity and demand by use during a 5 to 7 year projection timeframe, are summarized as follows.

- The Multifamily Rental market is strong and produces the greatest market potential in terms of density, with an estimated demand for 700-750 units at the Complex.
- There is a solid market demand for Retail, especially at the ground floor level and with visibility to Congress Avenue. Retail is considered a supporting use to new residential development onsite and in the surrounding area. This use is estimated to demand a range of 20,000 to 40,000 sq.ft.
- There is opportunity for Office space due to the proximity to the transit station and I-95, as well as compatible governmental uses. The maximum recommended allocation for this use is 80,000 sq.ft.
- The Complex's strategic location with access and visibility to I-95 has the potential to serve business and leisure travelers. A 100 to 125 room hotel might likely be supported in the outer 5-year timeframe.
- Industrial use, although in demand and well located at the Complex, is not recommended for the site due

to lower resulting residential density and the difficulties associated with site planning for a combined industrial/residential program.

Programming Efforts

The Complex currently houses the following general government and constitutional officers' operations: Tax Collector Office (TCO), Supervisor of Elections, Palm Beach County Sheriff's Office (PBSO) Motor Pool, Florida Department of Health (DOH), various County departments/offices (Facilities Development & Operations (FDO)/Facilities Management Division (FMD); Parks and Recreation; FDO/Electronic Services & Security Division (ESS); Youth Services; Planning, Zoning and Building; Palm Tran; Community Services), a fueling facility, communication tower, and South Florida Regional Transportation Authority (SFRTA)/Tri-Rail. Prior to authorizing the Consultant to proceed with the programming effort, staff completed a comprehensive survey to ensure all present and future uses were adequately captured. The survey included all County departments and constitutional officers in addition to the government partner agencies with current operations at the Complex. As a result, the Property Appraiser's Office (to be relocated from its current facility on Cumberland Drive, Delray Beach) and FDO/Fleet Management Services (to be relocated from its current facility at Jog Road, Delray Beach) were added to the list of stakeholders to be relocated to the Complex for full accounting of future needs. Consistent with representations made during the April 2022 workshop, TCO confirmed that it intends to relocate from the Complex into a new facility off-site that it will secure on its own and as such, it was removed from the stakeholder list. That is, Tax Collector's space needs were not considered in the programming effort.

The Consultant met individually with all stakeholders to gather information and understand their respective operations. Each stakeholder was asked to complete programming surveys detailing its current and projected personnel complements as well as operational needs. Aggregation and analysis of all responses received led to a current net square footage of approximately 110,530; a year 2025 net square footage need of approximately 208,212; and a projected year 2050 net square footage need of approximately 222,790. The year 2050 growth projection was included to ensure that the Complex will remain able to serve the community into the future, thereby protecting and preserving the County's capital investment and meaningfully informing the highest and best use for the entirety of the Complex.

Conceptual Master Plan Options

The information gathered and analysis completed during the programming phase allowed the Consultant to produce three fundamental options for consideration, all of which demonstrate the result of direction provided by the Board to minimize the government facility footprint at the Complex. In all options, the communication tower remains onsite although replacement location varies. The core differences amongst the three options are: 1) total acreage to be disposed for redevelopment by a private development partner; 2) extent of government programming to be kept on site; and 3) collocation (or not) of County administrative programming with DOH within the same building. Although each option is very preliminary, limited to depictions of massing and will inevitably change as refinements are made during design, a summary of each follows:

- *Option #1* – Provides for the County to retain 14.2 acres for governmental uses (i.e., dispose or otherwise commit 10.4 acres for private development). All governmental uses are kept onsite, aligned on the south and southeast portions of the Complex. The north and northeast portions of the Complex, fronting Congress Avenue, are allocated for private development. The DOH and General Government uses are intentionally located in separate office towers; a 2-story facility for DOH and a 4-story facility for General Government. Shop operations (i.e., Parks & Recreation and FDO) are located in a one-story facility with connectivity to an adjacent parking structure (1,652 total spaces, 5 levels), exterior circulation route and exterior yard. PBSO and County Fleet Management services each are in a one-story facility as well, and provided accommodations for an 8-bay operation to replace existing facilities nearing end of life, to account for projected growth, and to alleviate capacity constraints at the respective primary service facilities in West Palm Beach. Due to the nature of their respective operations, PBSO and County Fleet Management are provided separate access points to the parking structure to facilitate asset separation. The fueling facility is situated with proximity and access to all Shop and Fleet operations. The estimated construction hard cost is approximately \$164M inclusive of escalation, 40,000 square feet of General Government shell space for future programming and 200 parking spaces for SFRTA/Tri-Rail, and excludes any soft costs (design, permitting, owners contingency, staff costs, furnishings, etc.). The cost to replace the communication tower is not included as it has a separate and dedicated funding source, but the same is estimated at \$2.5M.
- *Option #2A* – Provides for the County to retain 14.9 acres for governmental uses (i.e., dispose or otherwise commit 9.7 acres for private development). All governmental uses are kept onsite and split on the south and north portions of the Complex, with private development taking place in separate areas in the center and southwest portions of the Complex, each fronting Congress Avenue. DOH and General Government

uses are collocated in a single six-story office tower; two stories assigned to DOH, and four stories assigned to General Government. Parking accommodations are split into two parking structures of approximately 460 and 1,200 spaces each. The 460-space parking garage (3 levels) would support a one-story facility at grade level housing County and PBSO Fleet Management services, Shop operations and the fueling facility. The 1,200-space parking garage (7 levels) would support the collocated General Government/DOH office tower and SFRTA/Tri-Rail parking. The estimated hard construction cost is approximately \$159 M inclusive of escalation, 20,000 square feet of General Government shell space for future program and 200 parking spaces for SFRTA/Tri-Rail, and excluding any soft costs (design, permitting, owners contingency, staff costs, furnishings, etc.). The cost to replace the communication tower is not included as it has a separate and dedicated funding source, but the same is estimated at \$2.5M.

- *Option #2B* – Provides for the County to retain 10.1 acres for governmental uses (i.e., dispose or otherwise commit 14.5 acres for private development). Requires placement of the Shop operations, County and PBSO Fleet Management services and the fueling facility, which are best collocated to fulfill shared operational needs and achieve efficiencies, at an off-site location to be determined; thereby making the northernmost land area available for private development as compared to Option #2A. DOH and General Government uses are again collocated in a single six-story office tower; two stories assigned to DOH, and four stories assigned to General Government. Parking accommodations are provided by means of the same 7-level parking structure with approximately 1,200 spaces. The estimated hard construction cost is approximately \$132M inclusive of escalation, 20,000 square feet of General Government shell space for future program and 200 parking spaces for SFRTA/Tri-Rail, and excluding any soft costs (design, permitting, owners contingency, staff costs, furnishings, etc.). The cost to replace the communication tower is not included as it has a separate and dedicated funding source, but the same is estimated at \$2.5M. Option #2B also does not include any costs associated with delivery of the Shop operations, County and PBSO Fleet Management, and the fueling facility at the off-site location to be determined.

Regardless of the option chosen (if any), soft costs (i.e., design fees, permit fees, FFE, staff charges, insurance, etc.) are estimated at approximately \$55M. Combined with the estimated hard construction costs any public facility solution will therefore demand investment at an estimated magnitude of \$200M.

A formal phasing plan will be developed upon selection by the Board of the conceptual Master Plan Option to be further developed. All three options presented allow for construction to proceed without impacting existing government operations, which was a key requirement to consider in preparing a redevelopment Master Plan. However, all three options require that TCO relocates in order for construction to commence, which also explains the southerly placement of government programming in all three of the conceptual options. As previously stated, TCO expects to obtain ownership of its new site by the end of calendar year 2023 and to relocate two years thereafter. Given existing construction industry market conditions, regulatory reviews and other considerations, staff estimates that said time could extend an additional six months to 2.5 years. Therefore, once a Master Plan Option is selected by the Board, staff can proceed with design, permitting, issuance of a Request for Proposals (RFP) to select a private redevelopment partner for the balance of the Complex, and issuance of an RFP to select a construction manager at risk (CMR) to build the public improvements. The time staff will require to complete said steps will most probably align with the time that TCO will require to relocate its operations. However, if TCO is delayed in relocating off the Complex, construction of the new public facilities on the Complex would equally become delayed as well.

Stakeholder Feedback

In preparing this workshop agenda item, staff met with key stakeholders to provide them a brief overview of the programming and conceptual master plan development efforts. The main takeaways from said meetings is summarized as follows.

TCO

The Tax Collector confirmed that it will relocate its office out of the Complex onto a non-County site. It reported that it is currently in negotiations to acquire the property where it will site its future facility and that it expects to obtain ownership later this calendar year. As to a potential date for moving out of the Complex, TCO expects it will take it two years after closing on the property for permitting, construction and to relocate operations.

DOH

The meeting between staff and DOH's representatives was centered on discussing the advantages and disadvantages of having separate or collocated DOH/General Government operations. DOH representatives expressed preference for the stand-alone option in consideration of the services offered (e.g., communicable diseases), accessibility, and population served.

SFRTA

The meeting between staff and SFRTA representatives was centered on future parking availability for commuters (i.e., SFRTA has requested 200 spaces be provided) and overall site circulation/accessibility. Upon initial review, SFRTA representatives did not identify any fatal flaws with the three options provided. However, they requested the opportunity to further review County staff's workshop item in order to provide feedback prior to the Board workshop meeting. In addressing County staff's questions as to potential funding contributions, SFRTA representatives indicated that grant opportunities could be explored by the agency.

Treasure Coast Regional Planning Council (TCRPC)

The representative from TCRPC commended the work done by County staff and its Consultant in rationalizing the site towards a transit-oriented development and recommended micro-mobility options be incorporated into the final design. A preference to locate Shop and Fleet operations elsewhere than the Complex was conveyed. County staff shared that, although at a theoretical level it could agree with that position, practical considerations based on efficiencies from collocation and lack of alternate County-owned property in the area, supported the recommendation to keep both uses on site.

City of Delray Beach

Upon initial review, no fatal flaws were identified by City representatives for any of the three options presented. City representatives were particularly interested in ensuring pedestrian connectivity/mobility toward attaining a human (rather than vehicular) environment. Frontage to and aesthetics from Congress Avenue was a point of attention as well. County staff inquired as to the possibility of requesting a modification to the parking requirements in order to avoid overbuilding parking facilities. City representatives indicated that such a request could and would be considered by the City as long as the same was fully justified/supported.

Funding Approach

On February 28, 2023, during a Board workshop meeting, staff presented an overview of the County's Capital Budget and the Proposed Bond projections. At the time, the Board conceptually approved the eventual issuance of an \$80M Non-Ad Valorem Capital Improvement Program (CIP) bond to fund the redevelopment of the Complex. Bond proceeds along with any proceeds derived from the disposition or other commitment of a portion of the site for private redevelopment can be used toward funding the project. Staff notes that the estimates provided include all redevelopment hard costs including those associated with the DOH and SFRTA facilities. Past practice as it relates to funding of DOH facilities has been for the County to carry the burden of the capital costs while DOH provides operational funds. This same approach is understood to be conventional practice across the state. SFRTA/Tri-Rail parking facilities at the Complex have in the past been accommodated absent any rent for utilization of parking spaces, but at SFRTA's sole cost and expense for delivery of capital improvements and prorata cost share for repairs and maintenance of the parking spaces and internal vehicular drive aisles servicing same.

Regarding the County communication tower, funding for replacement is accomplished using proceeds from the 800 MHz System Renewal, Replacement and Improvement Fund (3801), which are collected from all system users. Funding in the amount of \$2.5M was allocated in the FY2022 Capital Improvement Program (CIP) and remains available in full. Should the Master Plan Option selected by the Board require relocation of the communication tower, need for additional funding will be highly likely in order to deliver replacement supportive infrastructure to fully deliver an operable communication tower in a new location.

Staff's Recommendation

For the reasons that follow, staff recommends that conceptual Master Plan Option #1 be the approach and focus of further development to prepare for site redevelopment:

- It strikes the best balance between private opportunity and public operations and services into the future, with neither one being too constrained. It allows some additional future room for growth for public operations, if need for same arises in response to unknown circumstances today.
- All government uses are onsite, providing for operational and construction cost efficiencies while leaving remaining County-owned real estate holdings in the South County area (e.g., Atlantic Commons civic site) available to support other community needs.
- The provision of separate office towers for DOH and General Government is in better alignment with operational needs, provides higher resiliency during emergency scenarios (e.g., pandemics; communicable disease related services) and allows for easy repurposing if one or the other were not needed in the future. Collocated DOH and General Government uses (as shown in Options 2A and 2B) would require engineering controls to ensure that no cross-contamination is to occur; separate entrances would likely be required to ensure services are not mutually disruptive; and is not the service delivery model advocated

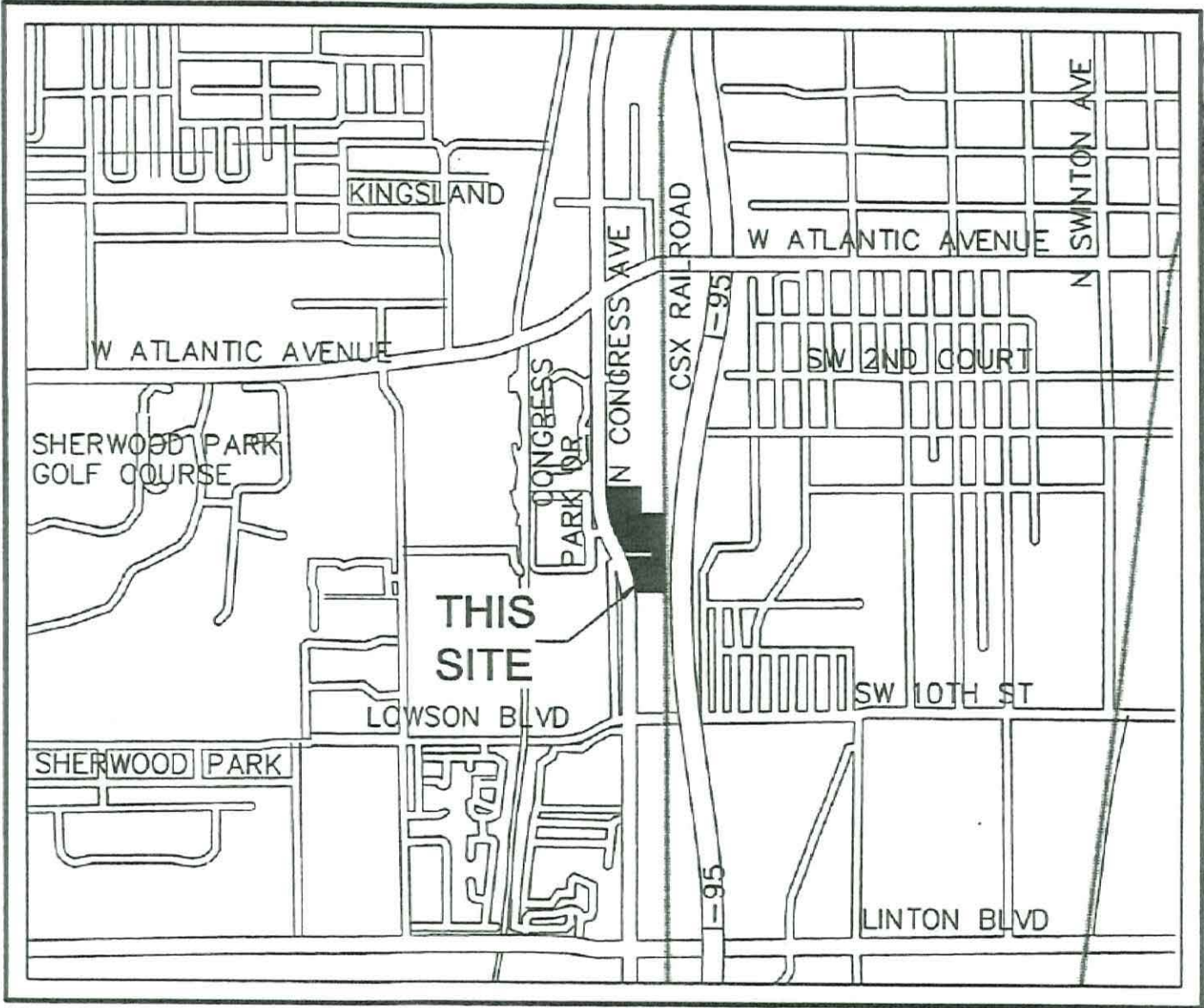
by DOH or professional health practitioners and design professionals.

- There is clear demarcation between public and private uses, which provides for more streamlined regulatory proceedings leading to a portion of the Complex being dedicated for private redevelopment. Similarly, it allows clear demarcation of necessary site infrastructure, thereby minimizing the potential for future liabilities and conflicts regarding the assignment of maintenance responsibilities (both performance and financially) and operational costs throughout the course of future operations.
- Circulation patterns for all uses are clear, separated, and minimize disruption amongst collocated public and private improvements.
- Private development is allocated a proportionate share of the site frontage on Congress Avenue; thereby giving residential and commercial uses an advantageous placement that is conducive to economic development, and in alignment with the City's view for redevelopment of the Congress Avenue corridor. At the same time, public uses also retain visibility from Congress Avenue to ensure adequate presence and ease of identification for the general public to support the County's mission for public service availability and delivery.

Regardless of the Master Plan Option selected by the Board, staff requires confirmation as to the Board's intent to continue past practice and provide land area at no cost and fund the design, permitting and construction of the facility for DOH, construction of which alone is preliminary estimated at approximately \$40M for the office building and approximately \$10.5M for its proportionate share of structured parking. Similarly, staff requires Board direction as to if it is to initiate (or not) negotiations with SFRTA to secure a land lease with or without rent and financial contribution towards the design, permitting and construction of capital improvements and/or operation/maintenance, construction alone of which is preliminarily estimated at an approximately \$7M proportionate share for the 200 parking spaces requested by SFRTA/Tri-Rail.

ATTACHMENT 1

Location Map



LOCATION MAP
NOT TO SCALE

ATTACHMENT 2
Aerial Photograph



ATTACHMENT 3

Policies to Guide Site Redevelopment

GOVERNMENT INTERESTS

1. Continuity of
Public Operations

2. Retention of
Communication
Tower

3. No Impact on
Public Operations
or Services

4. Supply of
Workforce Housing

5. Private Sector
Involvement

6. Transit Oriented
Development (TOD)

7. Interconnectivity

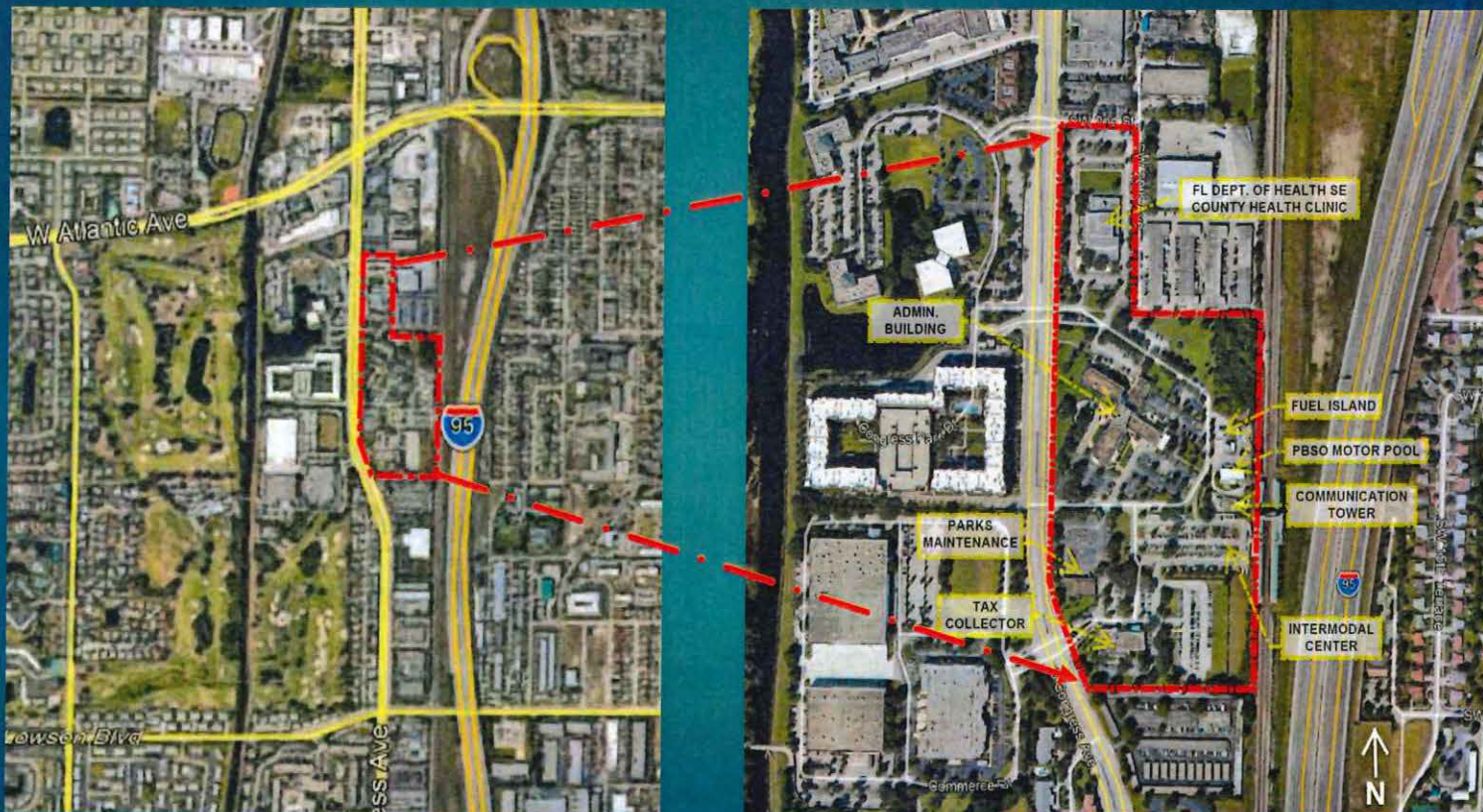
8. Economic
Development

9. Congress Avenue
Streetscape

PRIVATE INTERESTS

South County Administrative Complex Master Plan / Redevelopment

1



BCC Workshop
August 29, 2023

RECAP

2

- **April 26, 2022 BCC Workshop Meeting**
 - Guiding Policies presented to the Board of County Commissioners (BCC)
 - Staff directed to retain consultant services for development of a Master Plan that would allow redevelopment to its highest and best use by maximizing the portion of the property to be redeveloped for workforce housing and other private improvements while ensuring that adequate accommodations remain in place to support General Government operations

GUIDING POLICIES

3

GOVERNMENT INTERESTS



PRIVATE INTERESTS

KEYS TO SITE REDEVELOPMENT

4

- Tax Collector vacating existing facility
- Willingness of County and/or partners to fund improvements
- Long-range planning perspective
- Siting decisions for all programs/facilities

BACKGROUND

5

➤ August 2022

- Staff receives *Tower Impact Assessment Report* prepared by Omnicom Consulting Group

➤ December 6, 2022

- BCC approves a contract with Zyscovich, LLC to provide professional master site planning, programming, investigations, design, interior space planning, engineering, permitting and construction administration services

TOWER STUDY

6

➤ **Four scenarios considered**

- ❑ Elimination of the communication tower
- ❑ Construction of a replacement communication tower on a nearby property
- ❑ Replacement of the communication tower with two smaller towers (one to the west and one to the east of the existing tower location)
- ❑ Construction of new tower on top of a building to be constructed on the Complex

TOWER STUDY (CONT.)

➤ Findings

- ❑ The communication tower sited at the Complex is a critical component of the County's PSRS and its elimination is not recommended as it would create a significant gap in radio coverage hindering the ability of the users to communicate.

- ❑ Constructing a new 325-foot tall tower at the Complex would provide some additional coverage over the current tower with no loss of coverage in any other service area.

TOWER STUDY (CONT.)

➤ Findings (cont.)

- ❑ There is potential for relocating the tower from its current optimal location or constructing two sites. There are no viable County-owned real estate holdings other than the Complex within the study area (0.5-1.5 miles radius).
- ❑ Construction of a new tower on top of an 85-foot tall building (maximum height permitted by City regulations) at the Complex that meets local building code while reaching the required 325-foot tower height to ensure effective operation of the PSRS, would require significant structural engineering study.

TOWER STUDY (CONT.)

9

➤ Findings (cont.)

- ❑ Construction of a new 325-foot tower at any of the replacement sites, the Complex included, could accommodate at least a 90-foot building along the signal path. The closer the building is to the tower, the taller the building that can be accommodated.
- ❖ Availability and regulatory implications of replacement sites not addressed

MARKET FEASIBILITY STUDY

10

➤ Lambert Advisory

- ❑ Uses considered for the private-market redevelopment: multifamily residential, office, retail, industrial, and hotel
- ❑ Opportunity and demand by use during a 5 to 7 year projection timeframe

Use	Estimated Demand/Recommended Program
Multifamily	700+/- Units
Office	40,000 – 80,000 sq.ft.
Retail	20,000 – 40,000 sq.ft.
Hotel	100 – 125 rooms

STAKEHOLDERS

11

Existing	
Tax Collector Office	Supervisor of Elections
PBSO Motor Pool	Florida Department of Health
FDO/Facilities Management	Palm Tran
Community Services Dept.	Youth Services Dept.
SFRTA/Tri-Rail	Planning, Zoning & Building Dept.
Communication Tower	Parks & Recreation
Fueling Facility	

Added	
Property Appraiser's Office	FDO/Fleet Management
FDO/Electronic Services and Security (Radio)	

PROGRAMMING EFFORTS

C. Programming Process

DISCOVERY ACTIVITIES

2050 PROGRAMMATIC NEEDS SUMMARY
INCLUDING GROWTH

DEPARTMENT NAME	Current Net SF	2025 Net SF	2050 Net SF
1 Property Appraisers	6,969	9,039	9,972
2 Tax Collector	0	0	0
3 Supervisor of Elections	3,453	5,181	5,770
4 PBC Facilities Management	16,887	17,967	19,125
5 PBC - Fleet Management	0	16,200	20,693
6 PBC - ESS/Radio	0	0	336
7 PBC - Parks and Recreation	5,326	7,666	10,284
8 PBC - Youth Services	3,702	7,216	8,602
9 PBC - PZB	1,715	3,059	3,059
10 PBSO - Fleet	3,572	23,676	23,858
11 SFRTA	0	0	0
12 Palm Tran	0	0	0
13 Florida Department of Health	54,382	70,340	70,340
14 PBC - Community Services	5,394	9,432	11,946
15 BoCC - Administration	4,931	5,771	6,140
Main Lobby-Support	4,200	9,310	9,310
Shared Amenities	0	8,596	8,596
Total Core	0	14,760	14,760
TOTAL PROGRAM	110,530	208,212	222,790

NOTE:
MAIN LOBBY, SHARED AMENITIES AND CORE SQUARE FOOTAGE ONLY APPLY TO OFFICE BUILDING

PROGRAMMING EFFORTS (CONT)

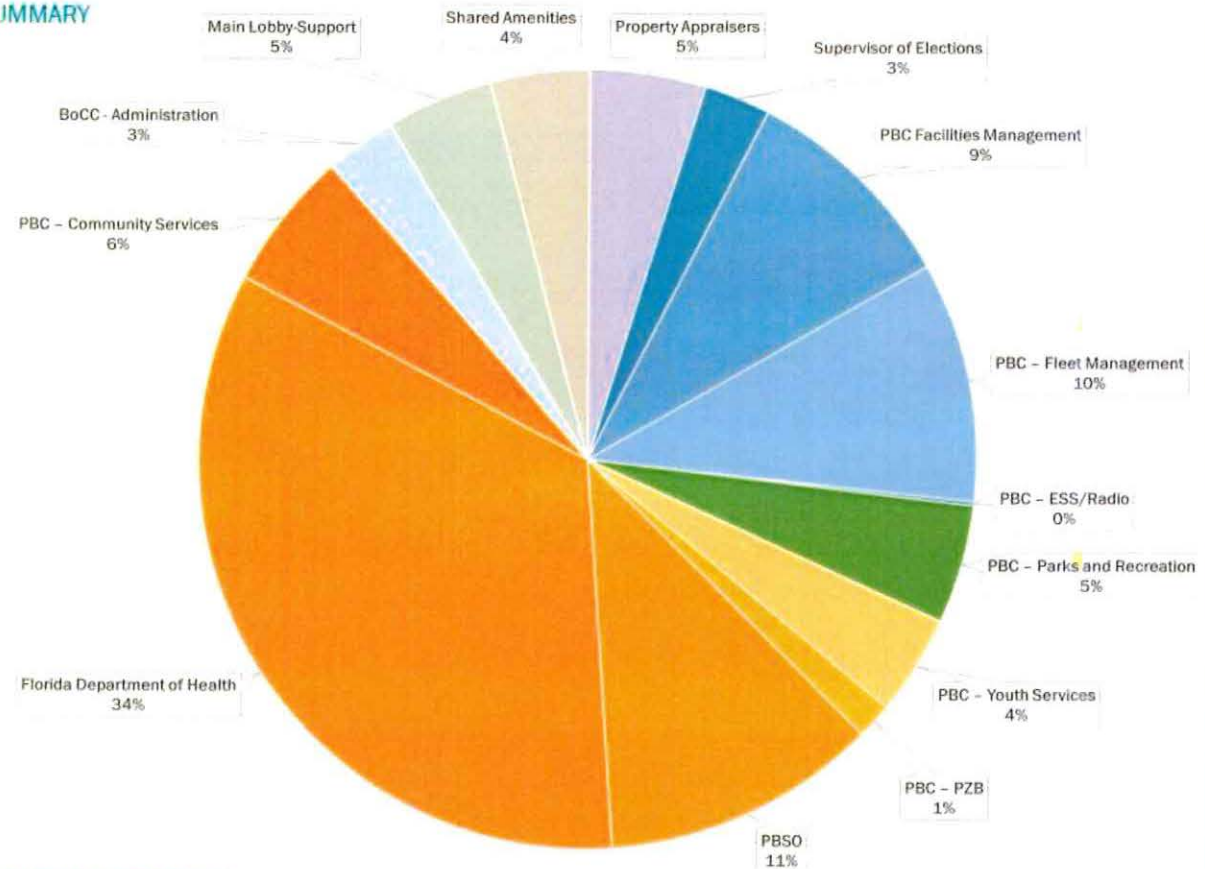
C. Programming Process

DISCOVERY ACTIVITIES

2050 PROGRAMMATIC NEEDS SUMMARY INCLUDING GROWTH

Excludes:

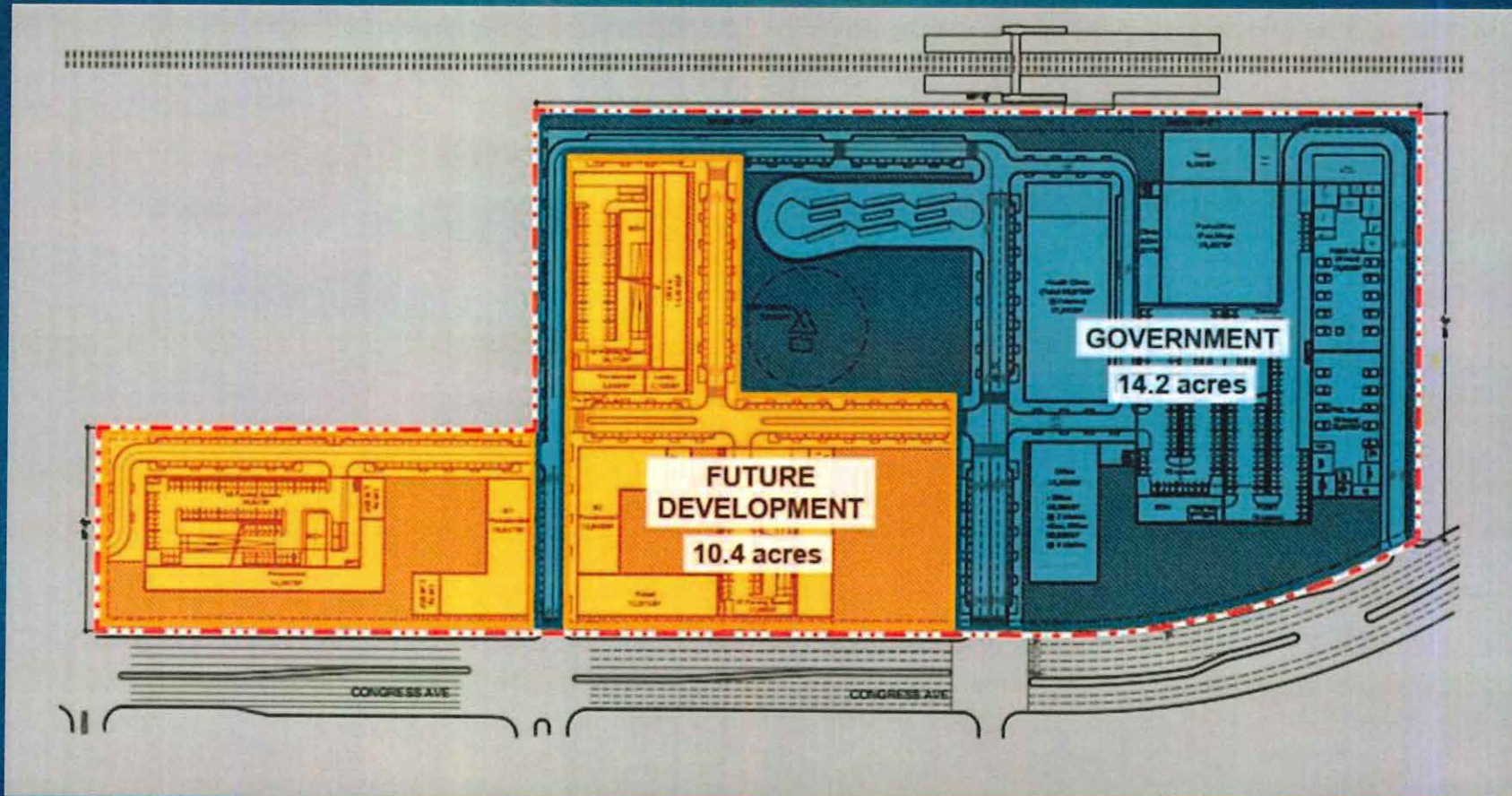
- TAX COLLECTOR
- SFRTA
- PALM TRAN



NOTE:
MAIN LOBBY, SHARED AMENITIES AND CORE SQUARE FOOTAGE ONLY APPLY TO OFFICE BUILDING

MASTER PLAN – OPTION #1

14



MASTER PLAN – OPTION #1

15



PBC South County Admin Complex

Palm Beach, Florida

Ground Floor Plan

Scale: 1"=150'

July 14, 2023

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ZYSCOVICH ARCHITECTS

100 N. Biscayne Blvd. 27th Fl.
Miami, FL 33132-2904
1 305 572 5022 | 1 305 572 4021

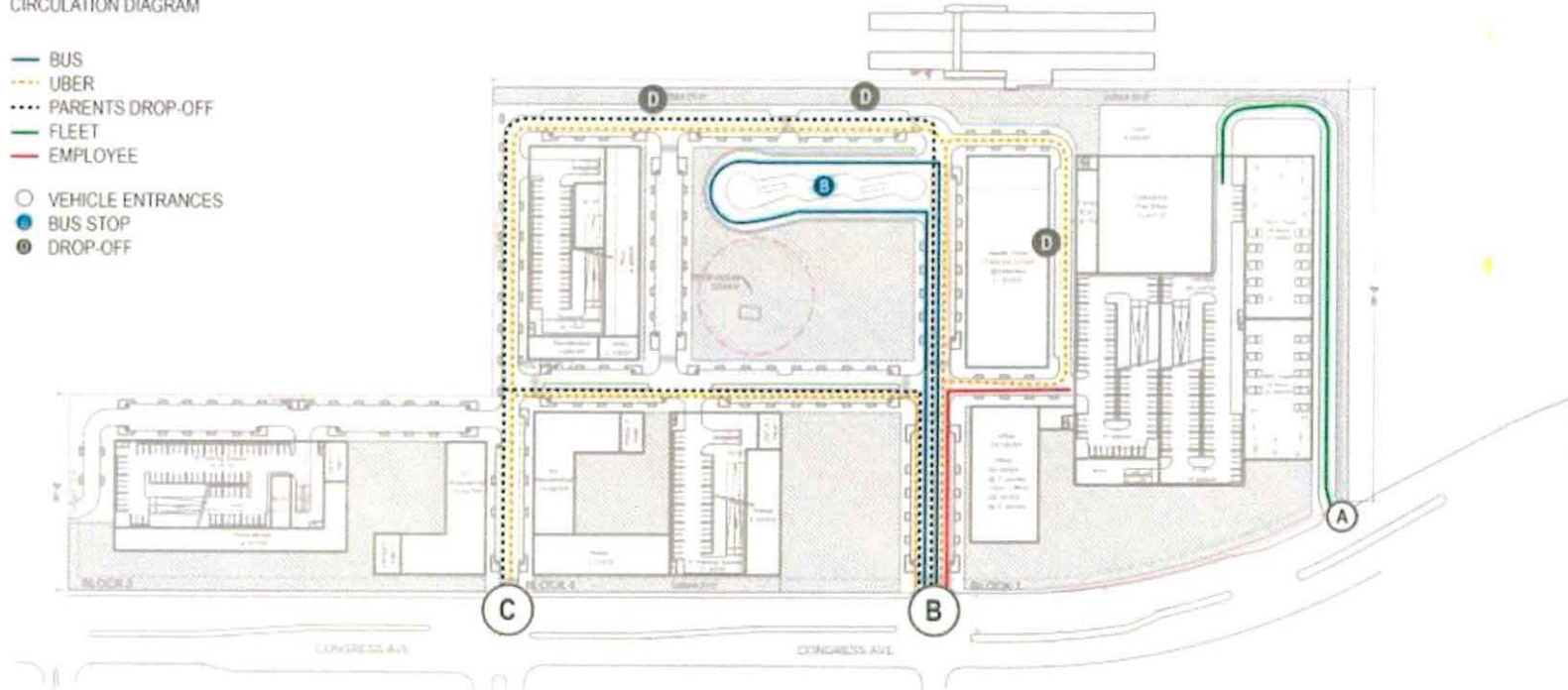
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MASTER PLAN – OPTION #1

OPTION 1

PALM BEACH COUNTY:
CIRCULATION DIAGRAM

- BUS
- - - UBER
- ⋯ PARENTS DROP-OFF
- FLEET
- EMPLOYEE
- VEHICLE ENTRANCES
- BUS STOP
- DROP-OFF



PBC South County Admin Complex

Palm Beach, Florida

Circulation Diagram

Scale: 1"=150'

July 14, 2023

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MASTER PLAN – OPTION #1

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OPTION 1



PBC South County Admin Complex

Palm Beach, Florida

Massing

July 14, 2023

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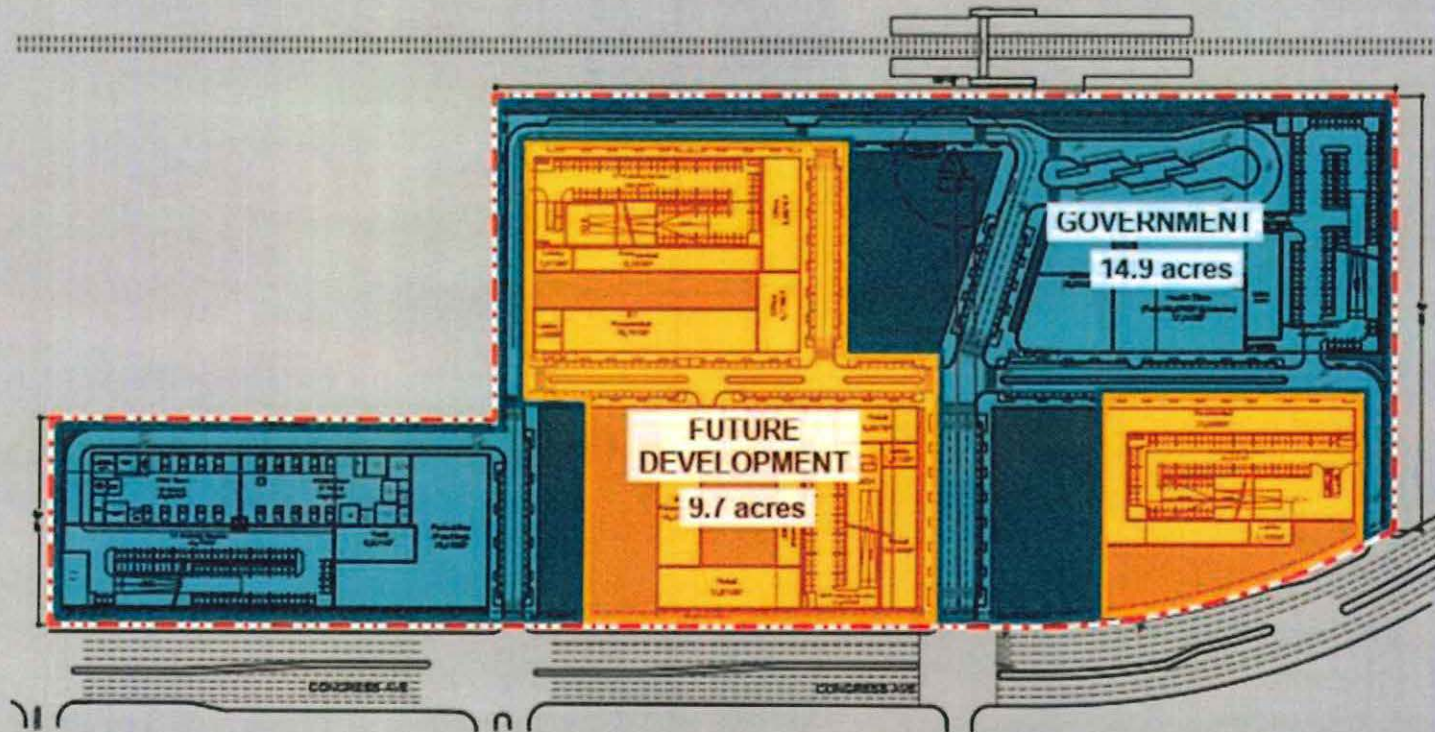
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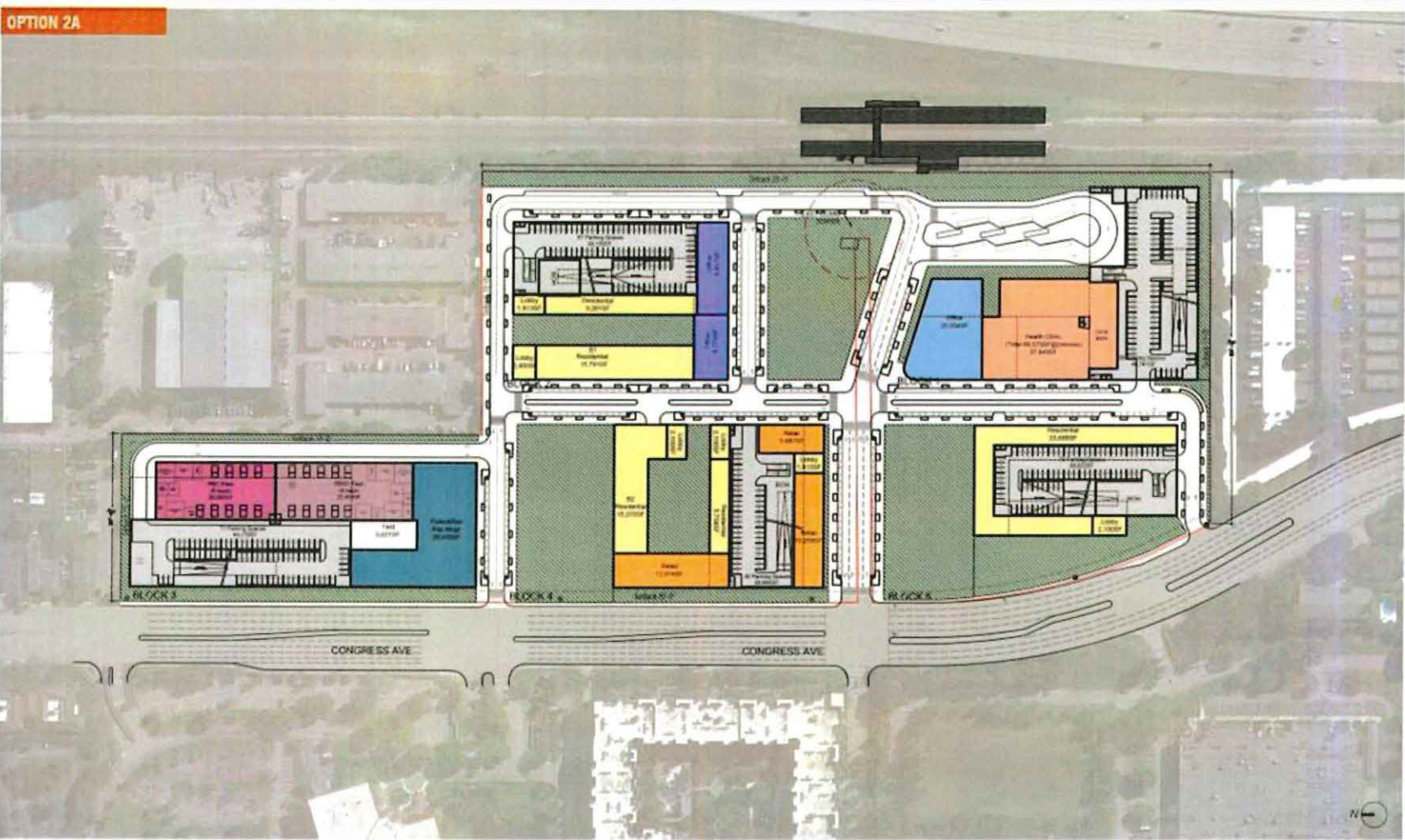
MASTER PLAN – OPTION #2A

18



MASTER PLAN – OPTION #2A

OPTION 2A



PBC South County Admin Complex

Palm Beach, Florida

Ground Floor Plan

Scale: 1"=150'

July 14, 2023

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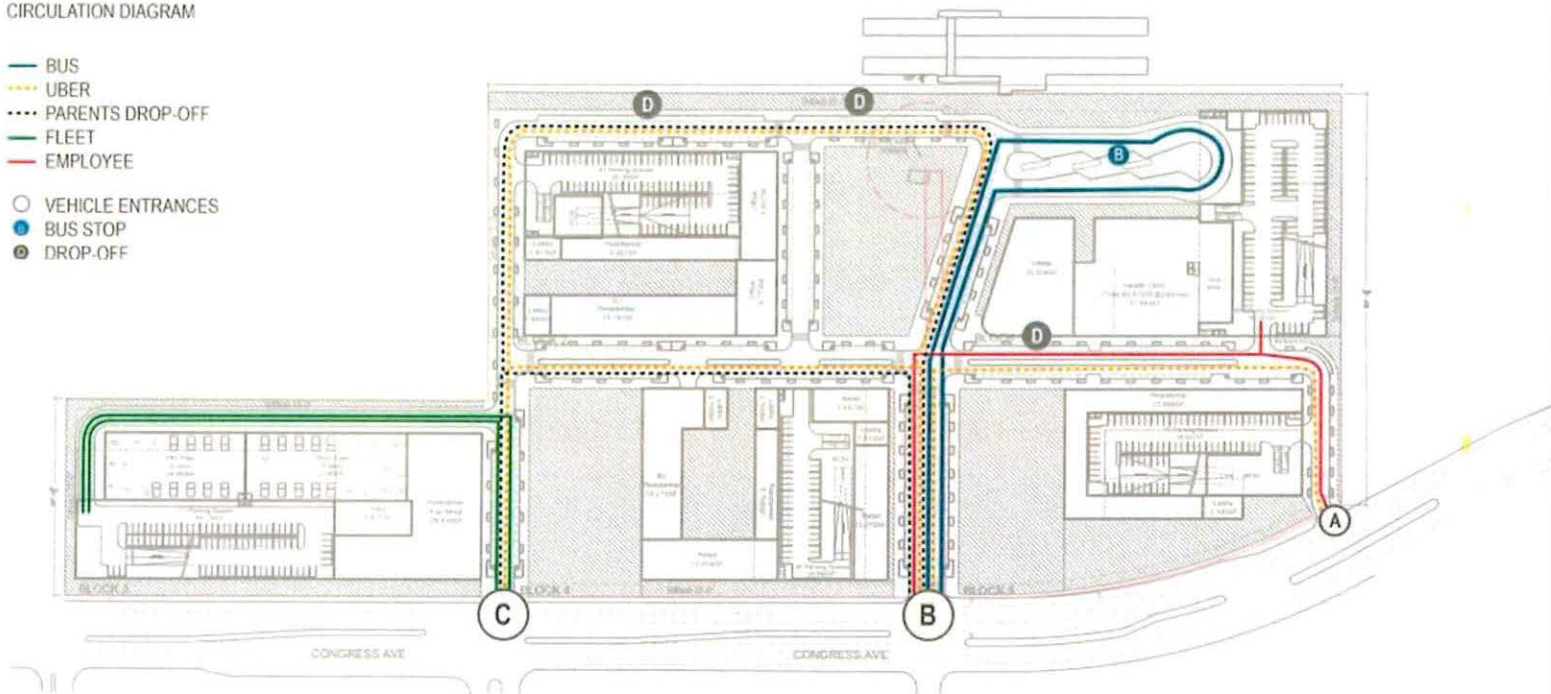
MASTER PLAN – OPTION #2A

20

OPTION 2A

PALM BEACH COUNTY:
CIRCULATION DIAGRAM

- BUS
- UBER
- PARENTS DROP-OFF
- FLEET
- EMPLOYEE
- VEHICLE ENTRANCES
- BUS STOP
- ⊙ DROP-OFF



PBC South County Admin Complex

Palm Beach, Florida

Circulation Diagram

Scale: 1"=150'

July 14, 2023

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MASTER PLAN – OPTION #2A

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OPTION 2A



PBC South County Admin Complex

Palm Beach, Florida

Massing

July 14, 2023

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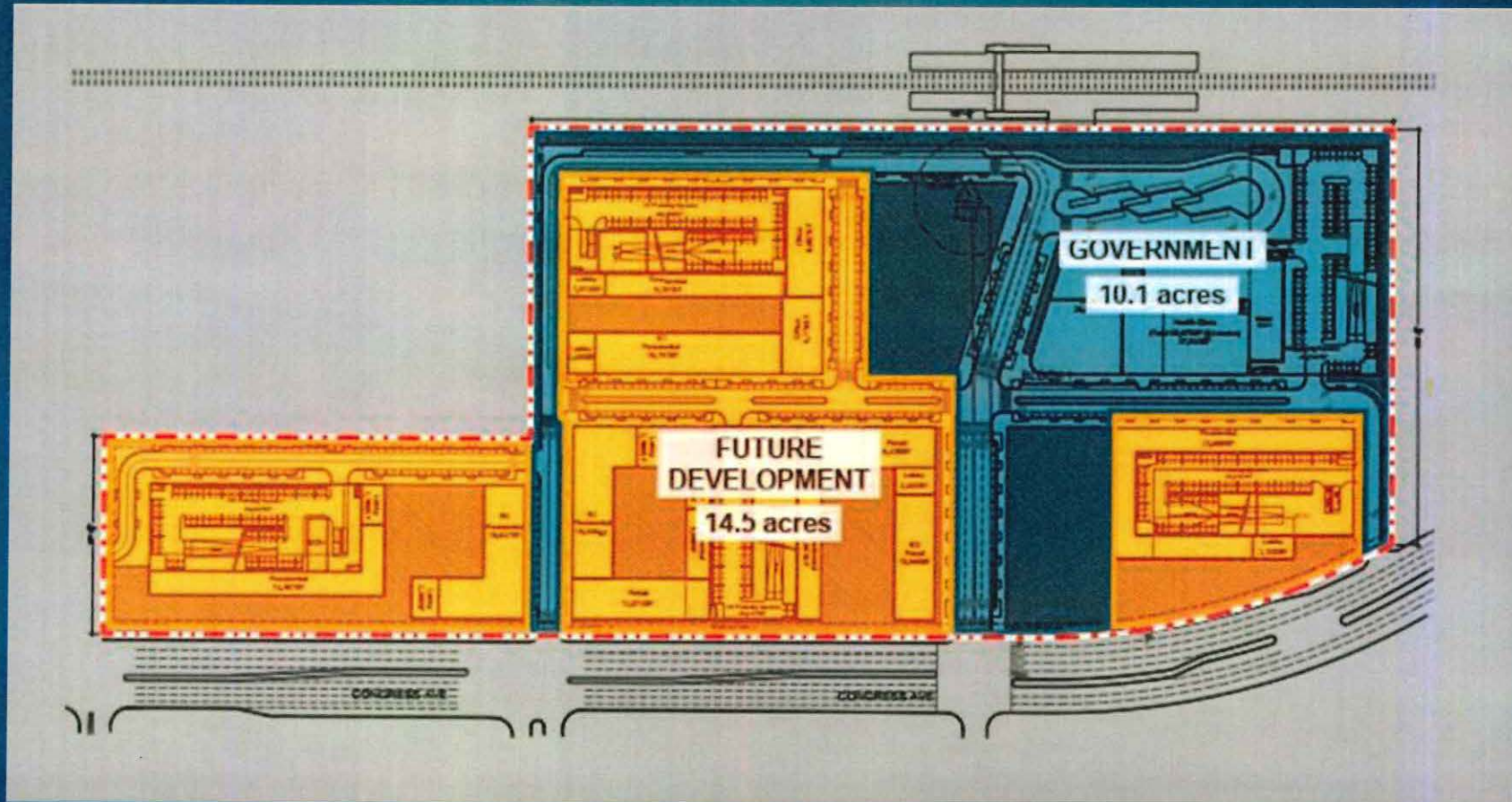
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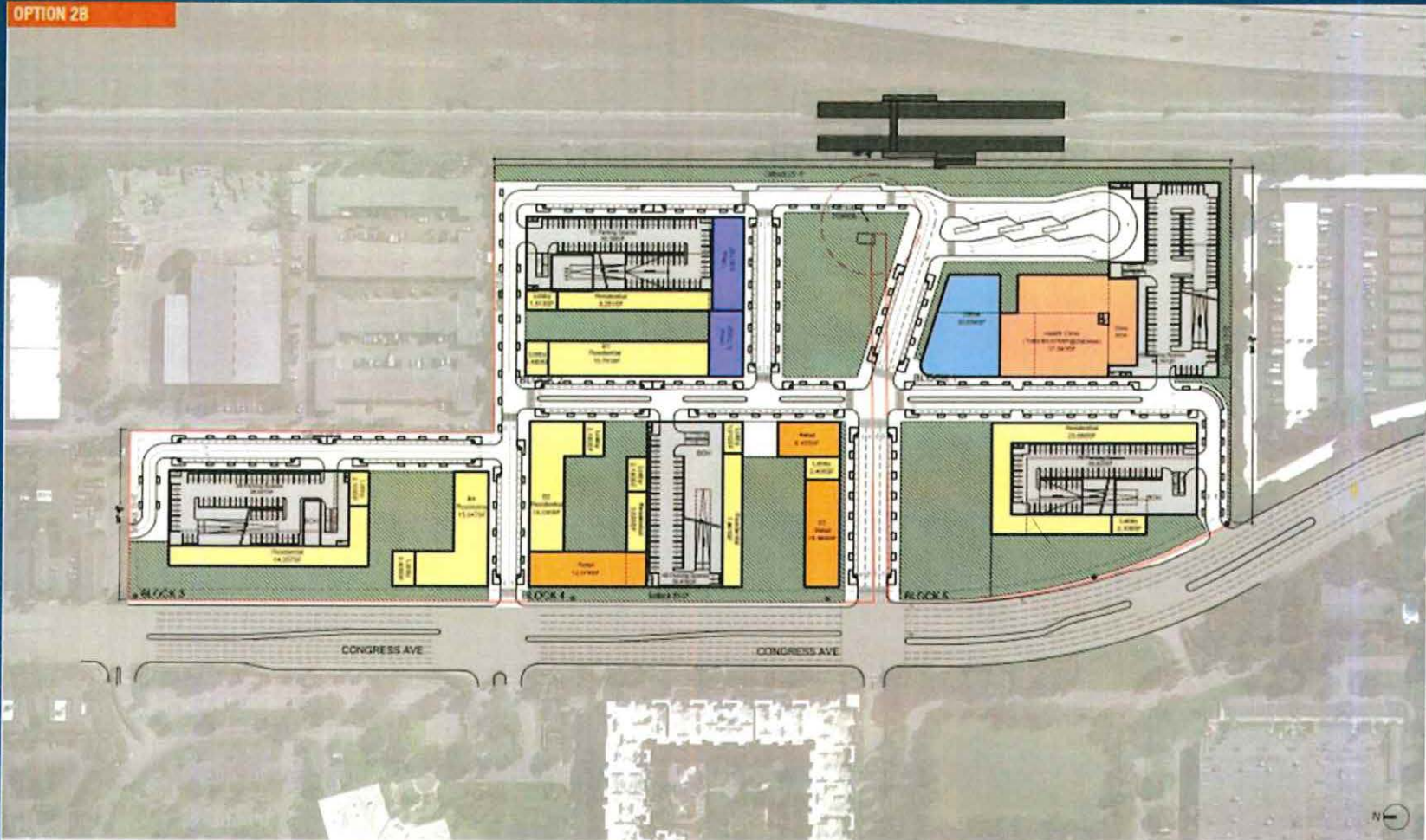
MASTER PLAN – OPTION #2B

22



MASTER PLAN – OPTION #2B

23



PBC South County Admin Complex

Palm Beach, Florida

Ground Floor Plan

Scale: 1"=150'

July 14, 2023

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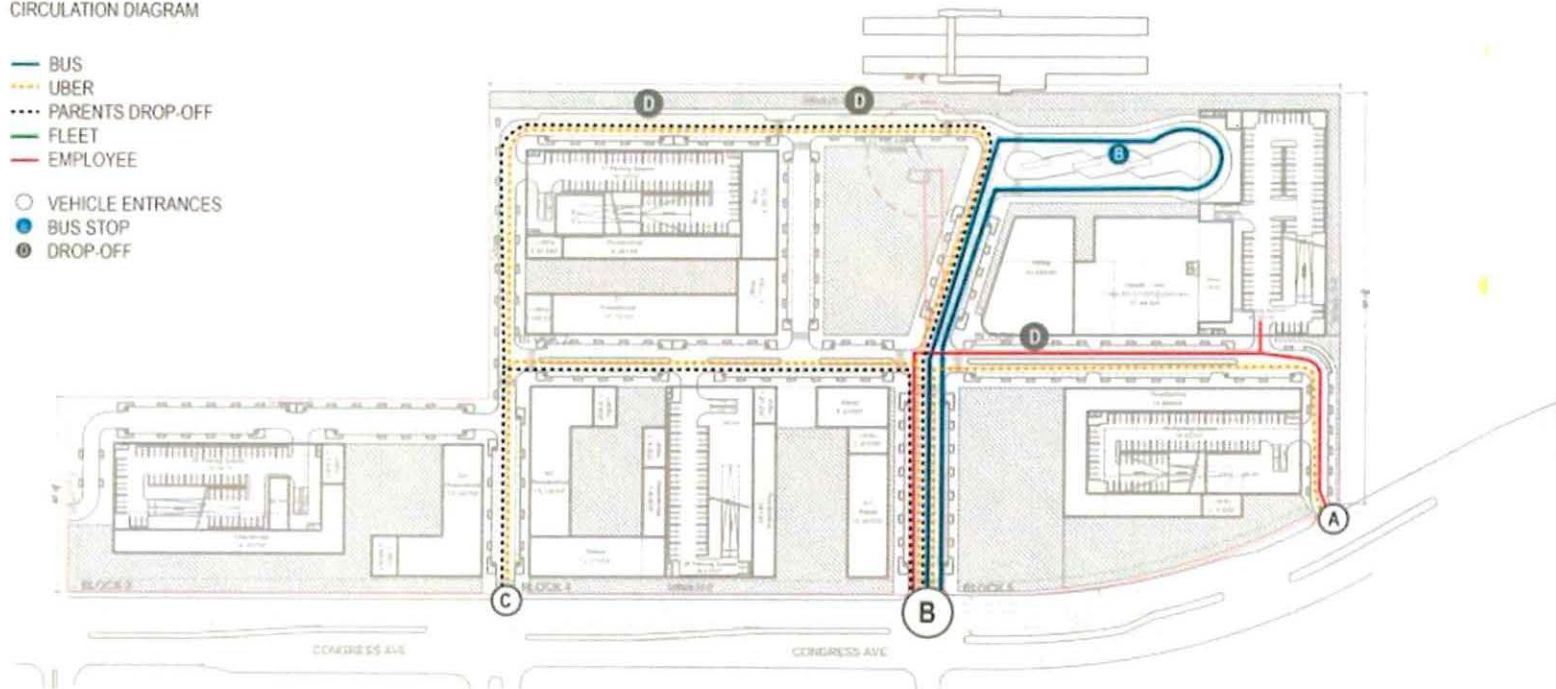
MASTER PLAN – OPTION #2B

24

OPTION 2B

PALM BEACH COUNTY:
CIRCULATION DIAGRAM

- BUS
- UBER
- ⋯ PARENTS DROP-OFF
- FLEET
- EMPLOYEE
- VEHICLE ENTRANCES
- BUS STOP
- ⊙ DROP-OFF



PBC South County Admin Complex

Palm Beach, Florida

Circulation Diagram

Scale: 1"=150'

July 14, 2023

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MASTER PLAN – OPTION #2B

25



PBC South County Admin Complex

Palm Beach, Florida

Massing

July 14, 2023

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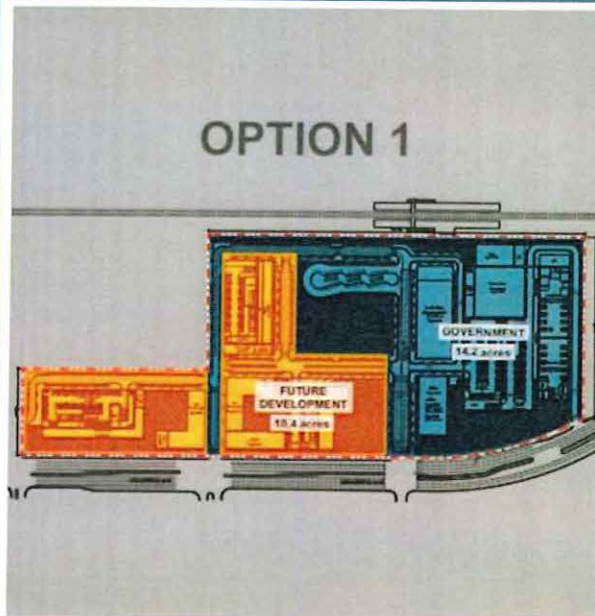
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MASTER PLAN OPTIONS

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OPTION 1

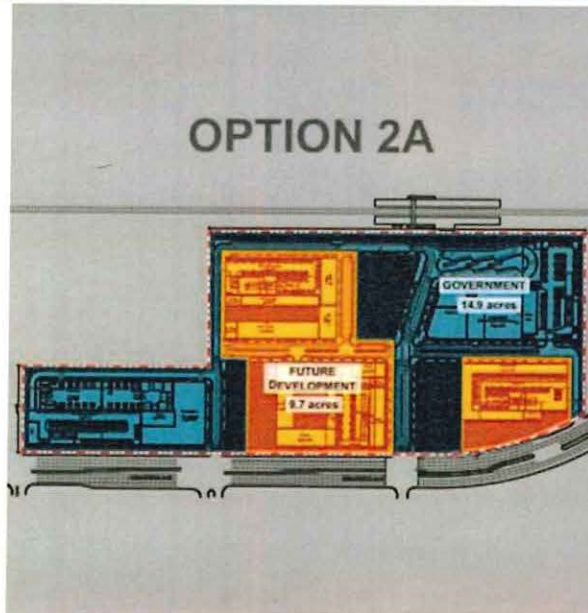
Option 1 | PROGRAM SUMMARY

Total PBC-owned Land Area = 24.6 acres
 Land Area for SCAC Uses = 14.2 acres
 Future Development Area = 10.4 acres

Office Admin = 80,000 GSF
 Office Shell Space = 40,000 GSF
 FDoH Health Clinic = 69,575 GSF

PB Fleet = 20,693 GSF
 PBSO Fleet = 23,858 SF
 Parks & Rec = 10,284 GSF
 Facilities Management = 19,125 GSF
TOTAL Building Area = 263,535 GSF

(a) Office and Health Clinic are two separate / standalone buildings
 (b) Communication Tower to remain onsite.



OPTION 2A

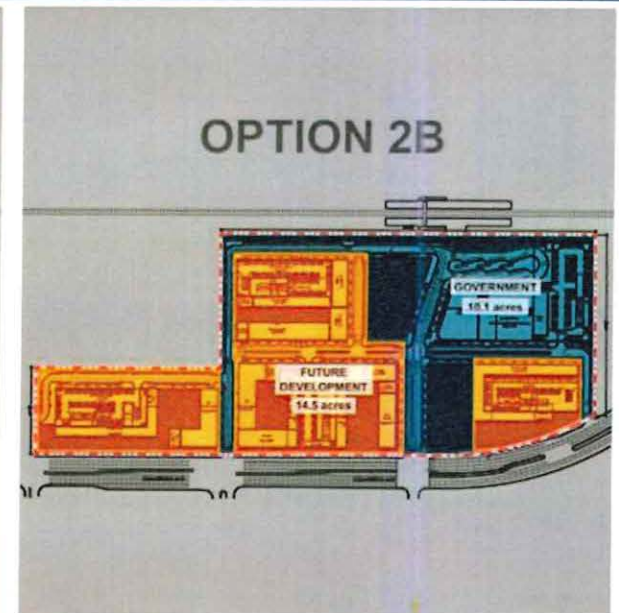
Option 2A | PROGRAM SUMMARY

Total PBC-owned Land Area = 24.6 acres
 Land Area for SCAC Uses = 14.9 acres
 Future Development Area = 9.7 acres

Office Admin = 80,000 GSF
 Office Shell Space = 20,000 GSF
 FDoH Health Clinic = 69,575 GSF

PB Fleet = 20,693 GSF
 PBSO Fleet = 23,858 SF
 Parks & Rec = 10,284 GSF
 Facilities Management = 19,125 GSF
TOTAL Building Area = 243,535 GSF

(a) Office and Health Clinic in one-building.
 (b) Communication Tower to remain onsite.



OPTION 2B

Option 2B | PROGRAM SUMMARY

Total PBC-owned Land Area = 24.6 acres
 Land Area for SCAC Uses = 10.1 acres
 Future Development Area = 14.5 acres

Office Admin = 80,000 GSF
 Office Shell Space = 20,000 GSF
 FDoH Health Clinic = 69,575 GSF

TOTAL Building Area = 169,575 GSF (a)(b)

(a) Same as Option 2A. Office and Health Clinic in one-building.
 (b) Communication Tower to remain onsite.
 (c) PB Fleet, PBSO Fleet, Parks & Rec and Facilities Management to be located Offsite.

For ALL Options, Refer to PBC SCAC Development Data Tables for details.

STAKEHOLDER INPUT

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➤ DOH

- ❑ Preference for a stand alone facility in consideration of type of services being offered, accessibility and community being served.

➤ TCO

- ❑ Confirmed it intends to relocate from the Complex
- ❑ Expects to acquire property by the end of 2023 and relocate in 2 years thereafter

FUNDING APPROACH

31

➤ **Non-Ad Valorem (NAV) Capital Improvement Program (CIP) bond**

- ❑ On February 28, 2023, the Board endorsed issuance of a NAV CIP bond in the amount of \$80M to fund the redevelopment of the Complex

➤ **Property Disposition**

- ❑ Profits from the portion of the Complex to be disposed (via sale or ground lease) could be used to supplement

FUNDING APPROACH (CONT.)

32

➤ For consideration

- ❑ Consistent with past practice, the funding approach assumes that the County will carry the development costs for the DOH facility
- ❑ The funding approach assumes that the County will carry the development cost for transit-related facilities however, engagement with SFRTA is recommended to explore joint funding options towards development and/or potential monetary contribution for operations

CONSTRUCTION PHASING

33

- A formal phasing plan will be developed upon selection of the conceptual master plan option to be implemented
- All three options presented allow for construction to proceed without impacting existing operations
- All three options **require the Tax Collector Office to relocate** before construction can commence

CONCLUSION

34

➤ **Staff recommends Master Plan Option #1**

- Separate and distinct operations for DOH and General Government uses
- All governmental uses onsite, optimizes efficiency and realizes certainty
- Leaves room for future growth, could accommodate shell space in the office tower
- Good circulation patterns
- Public and private development fronting Congress Avenue
- Clear north/south demarcation between public and private uses will facilitate design and long-term management of site infrastructure

CONCLUSION (cont.)

35

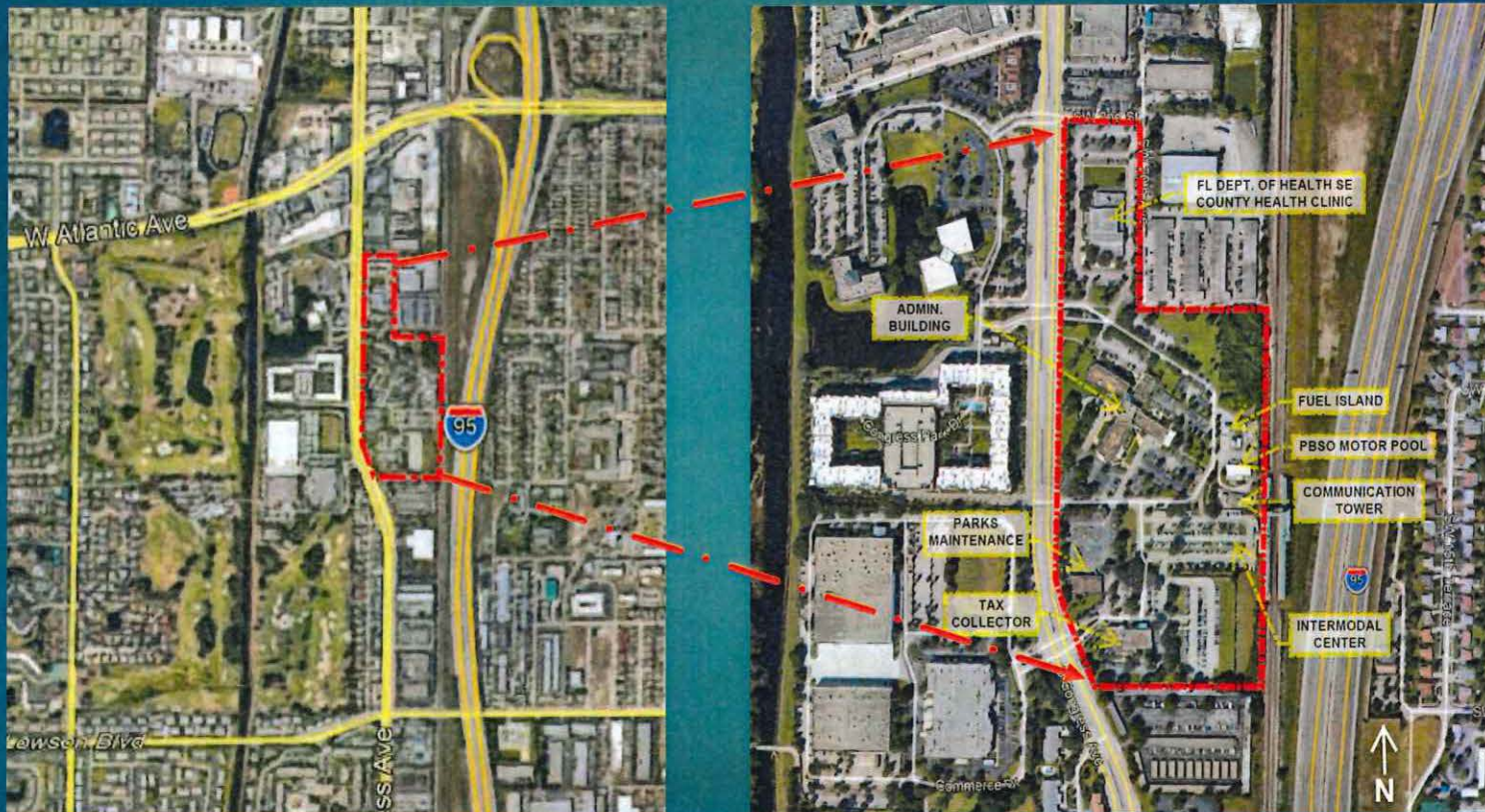
➤ **Funding Considerations**

- Staff requires direction on engagement with SFRTA to discuss contribution towards parking infrastructure construction and/or operation

➤ **Staff recommends issuance of an RFP to Select Private Development Partner**

- Centered on workforce/affordable housing
- Supporting uses: retail, office and hotel
- Include ground lease and purchase/sale options

South County Administrative Complex Master Plan / Redevelopment



BCC Workshop
August 29, 2023