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

Meeting Date:	February 27, 2024
Department:	Facilities Development & Operations

### I. EXECUTIVE BRIEF

Title: Animal Care and Control Renewal/Replacement project overview

Summary: On November 28, 2023, during a Board of County Commissioners' (Board) Workshop meeting regarding capital projects, Staff notified the Board of an increase in the implementation cost of various capital projects, including the Animal Care and Control Facility Renewal/Replacement project (Project). Staff was directed to bring back for consideration by the Board the proposed design for the Project before proceeding with any additional work. This workshop item builds on a Staff Report sent to the Board on February 1, 2024, seeks to fulfill Board direction while also requesting direction regarding if to proceed (or not) with Project implementation in its current version, or a variation thereof. (FDO Admin) <u>District 2/Countywide</u> (MWJ)

**Background & Policy Issues:** The evolution of the Project is better understood in the context of its historical development. Therefore, a succinct overview of material considerations related to the same follows.

#### Facility Overview and Early Board Direction

The existing Animal Care and Control (ACC) facility was designed in the 1980s, its construction was completed in 1992 and since then has remained in continuous operation. Considered at the time to be a state of the art facility, the primary building and its ancillary operations are now lagging behind current standards and best practices for the animal care field. In a 2006 Board Workshop meeting, Staff was directed to, among other operational, staffing and funding directives, move forward with a facility expansion project. In 2007-2008 the improvements required to meet the Board's overall objectives for the ACC were documented in a programming study, with an associated estimated cost of \$12M which was included in an out-year as part of the County's 5 Year Capital Improvements Program (CIP). The recession and its accompanying funding constraints halted all efforts on the project. In 2016, a complete project estimate was prepared as part of the process to document the backlogged renewal/replacement (R/R) work for the infrastructure sales tax (IST) funding, including the deferred renewal/replacement costs, renovation/expansion and expenses associated with continuity of operations during the construction phase. This effort resulted in \$21M budgeted under the IST approved project plan. In submitting the Project for inclusion in the project list to be funded with IST funds Staff provided the following description: "Renewal/replacement of the kennels, barn, clinic, lobby and adoption area at the ACC facility on Belvedere Road. The work will include renovations to increase functionality of key areas of the facility. The cost of this project includes the creation of temporary operating spaces to continue operations during the various phases of the work. This facility has been continuously operated on a 24/7 basis for approximately 23 years."

#### Continued on Page 3

#### Attachments:

- 1. Presentation
- 2. Project Milestones

Recommended By:	Some l. ayal- Calla	2/8/24
	Department Director	Date
Approved By:	County Administrator	2/16/25/ Date

### II. FISCAL IMPACT ANALYSIS

#### Five Year Summary of Fiscal Impact: А.

Fiscal Years	2024	2025	2026	2027	2028
Capital Expenditures Operating Costs External Revenues Program Income (County) In Kind Motch (County					
In-Kind Match (County NET FISCAL IMPACT # ADDITIONAL FTE	<u>N/A</u> N/A	<u>N/A</u> N/A	<u>N/A</u> N/A	<u>N/A</u> N/A	<u>N/A</u> N/A
POSITIONS (Cumulative) Is Item Included in Current Is this item using Federal F Is this item using State Fun	unds?		Yes Yes Yes	No No No	<u>X</u> <u>X</u> X
Budget Account No: F	Fund	Dept.	Ur	iit	Object

#### **Recommended Sources of Funds/Summary of Fiscal Impact:** В.

The fiscal impact of this item will be dependent on the outcome of the Workshop and a responsive final design.

С. **Departmental Fiscal Review** 

### **III. REVIEW COMMENTS**

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Contract Development and Contr

#### **OFMB Fiscal and/or Contract Development & Control Comments:** А.

2.

B. Legal Sufficiency: stant County Attorney Aśsi

С. **Other Department Review:** 

**Department Director** 

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

**Background & Policy Issues (cont'd):** In the summer of 2018, concerned parties requested to the Board that air conditioning (A/C) or another form of relief be provided to address the high, late summer temperatures in the existing dog kennels. As a result, the dog kennels were outfitted with seasonal air conditioning as a temporary relief measure. This temporary measure continues to be implemented annually as the summer season approaches. On September 4, 2018, during the FY19 budget adoption meeting, the Board directed Staff to: 1) explore the cost of modifying the \$21M IST project to provide for air conditioning of the dog kennels, and 2) conduct a workshop to brief the Board on the findings.

During its January 29, 2019 Workshop meeting, the Board received an update from Staff regarding options to address concerned parties' requests for the provision of air conditioning (or another form of relief) to the high, late summer temperatures in the dog kennels. Staff presented the BCC three options: 1) the base renewal/renovation/replacement (R/R/R) project then currently funded in the IST at \$21M which provided for significant building renovation but no air conditioned kennels; 2) Upgrade Option 1 which provided for the base-level R/R/R project plus one new air conditioned kennel and the renovation of the three existing kennels for seasonal A/C at an estimated cost of \$26M; and 3) Upgrade Option 2 which provided for the base-level R/R/R project plus operational costs for the three options ranged from \$197,000 to \$680,000. After comprehensive discussion, the Board instructed staff to retain consultant services in order to perform a Comparative Study to assess all possible options to address ACC's operational challenges, including the construction of a new facility.

### Comparative Study

On July 2, 2019, the Board retained PGAL, Inc. (PGAL) to provide professional architectural/engineering design, programming, permitting and construction administration services for the Project. On October 8, 2019, the Board retained Wharton-Smith, Inc. (WSI) to provide construction management at risk services.

PGAL brought as part of its team Animal Arts (AA), a Colorado-based architecture firm specializing in animal care facilities, and Humane Network (HN), a non-profit organization that provides consulting services in animal welfare. Public meetings to discuss the objectives and proposed methodology of the comparative study were held on July 24, 2019 and October 28, 2019. Charrettes with industry experts were held on September 24, 2019 and October 28, 2019. Through the charrettes, public meetings, prior design experience, existing best practices and statutory requirements, the design team identified the driving policies that set the framework for the design options included in the Comparative Study.

The results of the Comparative Study were presented to the Board during its May 19, 2020 Workshop meeting. Through the Comparative Study it was determined that the optimal program of spaces for the facility equaled 99,287sq.ft. That is a 2.37 times increase from the 41,732 sq.ft. current footprint. Four design options were identified:

- 1) Option 1 (renovation/addition) relied on the base (optimal) program of spaces (99,287 sq.ft.) and allowed for key building replacements by renovating the three existing kennels and the multipurpose classroom, and building new the primary building, sally port and three kennels.
- 2) Option 2 (new construction) relied on the base (optimal) program of spaces (99,287 sq.ft.) and provided for entirely new construction.
- 3) Option 3 (reduced scope) prioritized the reuse of buildings but relied on a reduced program of spaces (87,139 sq.ft.) as means of reducing construction cost. The reduction in the program of spaces was achieved by implementing dog cohousing and reducing several office spaces.
- 4) Option 4 (reduced scope + alternate) also prioritized the reuse of existing buildings but called for a significantly reduced program of spaces (71,265 sq.ft.), which was achieved by implementing dog cohousing and removing from the project's scope five (5) components that were in turn converted into alternates: 1) new barn, 2) new warehouse, 3) new adoption kennel, 4) new sally port, and 5) new parking.

In presenting the options to the Board, Staff and its consultants pointed out that Options 3 and 4 did not meet industry standards nor County's space standards due to dog cohousing and the reduction of office space.

After thorough discussion by the Board, Staff was directed to proceed with early design of Option 3 inclusive of A/C for the kennels, at an estimated project cost of \$48.3M. At the time the Board provided direction, the project budget remained at \$21M. Therefore, it was known that additional funding would be required and the Board directed the same to be programmed for the outer years as part of the CIP budget cycle.

On January 4, 2022, the Board approved a re-estimated IST project plan. As it relates to the Project, Staff incorporated direction provided by the Board. Total project cost was revised to \$48.3M, with construction appropriation under FY25.

On November 28, 2023, during a workshop meeting regarding capital projects, Staff notified the Board of an increase of the implementation cost of various capital projects. Included in FDO's presentation (i.e., a shortfall of \$132M) was an allocation of an additional \$21.4M for the ACC R/R project. The increase in implementation cost reflected the impacts of escalation experienced since the Comparative Study was presented to the Board in May 2020.

#### Design Process

The design effort for the ACC R/R project has reached 100% Design Development drawings (DDs). The same were completed following Board direction as provided during the May 19, 2020 Workshop meeting. At the time, the Board was provided a thorough overview of the recommendations that would need to be incorporated in the design as to address the findings of the Comparative Study. As previously stated, Staff was authorized to proceed with Option 3 based on the findings of the Comparative Study. As such, PGAL proceeded with design following the recommendations presented to, and approved by, the Board.

### Program of Spaces

The Comparative Study found the optimal program of spaces to be 99,287sq.ft. The current 100% DDs shows a total square footage 97,298 plus a plus an additional 3,970sq.ft. in "Optional Items" identified through the design process (i.e., new cage wash, new open truck wash, farm & wild animal pens, and a new barn). If all is considered, the square footage totals 101,268sq.ft, or roughly a 2% increase from that presented at the May 19, 2020 Workshop and approved by the Board. This slight increase is not unusual as design unfolds and spaces are reconciled.

#### Lack of Isolation Areas for Sick Animals

The scope of work under the 100% DDs provides for construction of a second floor to house administrative functions, which then frees up the existing first floor to be renovated and reconfigured to meet operational requirements; isolation areas for sick animals included.

#### Inadequate Space for Veterinary Services

The previously referenced addition of a second floor, allows for the first floor to be renovated and used solely to accommodate veterinary services and adoption services, following an operational layout in alignment with industry standards.

#### No Dedicated Space for Pubic Spay/Neuter Services

A dedicated space will be provided on the first floor, along with a dedicated lobby next to Adoption Services.

#### No Separation Between Intake and Adoptions

The areas have been separated by providing independent points of entry and separate lobby areas.

#### Need to Right-Size Public Reception

The public reception has been redesigned to meet visitor influx, optimize operational flow and address Staff's current security concerns.

#### Undersized Storage Areas

Multiple storage areas are provided throughout in order to accommodate the different operational needs (e.g., dry food storage, pharmaceuticals, paper goods).

<u>Too Many Dogs Housed in a Single Space</u> The three existing kennels are to be renovated and two new kennels are to be built.

Lack of Proper A/C in the Dog Kennels All kennels are to be provided with air conditioning.

It should also be noted that the 100% DDs provide an additional 10,016sq.ft. of new open yards to complement the existing 3,648sq.ft of covered yards, which will be renovated. On a general note, as it is customary for all major renovation and new construction, projects are designed to meet current code requirements and follow industry standards/best practices.

Recent discussion as to the scope of the project based on the renderings that Staff shared during the November 2023 Workshop meeting has led to questioning the need for including additional landscaping and upgraded finishes as part of the Project. Staff takes this opportunity to highlight that County projects are subject to exactly the same regulations that govern private development. As such, in designing the landscape work to be included as part of the ACC R/R project, PGAL was required to follow the County's Unified Land Development Code (ULDC). The level of improvements included in the 100% DDs is responsive to ULDC's requirements. As for finishes, the same are in alignment with the FDO's Policy and Procedures Manual for Design Professionals which calls for avoidance of facilities that give the appearance of "excess". Furthermore, the Manual goes on to state that Staff's intention is not to "win architectural awards or make an architectural statement'. As a result, County facilities are designed with the main objective of meeting operational needs. Therefore, the current design provides for a level of finishes in alignment with contemporary design standards and responsive to County operations.

### <u>Current Status</u>

As of this Workshop item, 100% DDs have been completed. It was Staff's intent to authorize PGAL to proceed with development of construction drawings. Given that under the approved CIP, funds are appropriated in FY25, Staff had intended to give PGAL a notice to proceed in January 2024. Said approach would have allowed for completion of design and permitting by PGAL, and development of a guaranteed maximum price (GMP) by WSI, in time for the same to be considered by the Board when the approved funds became available in FY25. Given direction by the Board during its November 28, 2023 Workshop meeting, Staff did not proceed as planned and through this item is seeking Board direction regarding Project implementation.

On January 23, 2024, Staff presented to the Board a funding plan to address the budget shortfall identified during the November 2023 Workshop meeting. The Board provided conceptual approval of the same. Included in the funding plan was an estimated \$21.4M to close the current funding gap for the Project. As previously stated, Staff notes that the current estimate is based on 100% DDs and that final pricing will be obtained when WSI bids the project and develops the associated guaranteed maximum price (GMP).

In considering the status of the design and the possibility of incorporating newly received feedback, it should be considered that, depending on the magnitude of the suggested changes, this could entail restarting the design process that commenced in 2020 and, as it stands, reflects the input received from industry experts and community participants.

### <u>Renewal/Replacement(R/R) Project Encumbrances/Expenses</u>

Encumbrances as of January 30, 2024 amount to \$21,190 and expenses to \$1,516,653.86 for a total of \$1,537,843.86.

### ATTACHMENT 1 Presentation

## Animal Care and Control Renewal/Replacement Project



Overview

7100 Belvedere Road

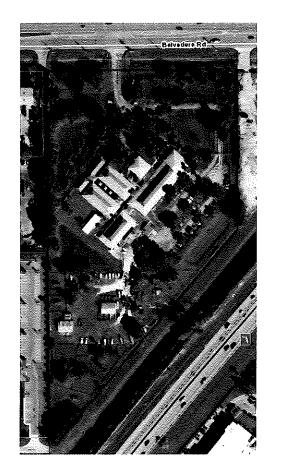
BCC Workshop February 27, 2024

### Background

- During its November 28, 2023 Workshop meeting the Board of County Commissioners (Board) directed Staff to bring back for its consideration the proposed design for the Animal Care and Control Facility (ACC) Renewal/Replacement project (Project) before proceeding with any additional work.
- This item fulfills Board's direction while also requesting direction regarding if to proceed (or not) with Project implementation in its current version, or a variation thereof.

## **Facility Overview**

- ACC was designed in the 1980s
- Opened for operations in 1992
- A *state of the art* facility at the time, it now lags behind current standards and best practices
- 41,732 total square footage



## **Historical Board Direction**

- 2006 BCC direction to expand facility
- 2007-2008 programming study concluded with \$12M of improvements
  - > \$12M was placeholder as there was no program or basis of design
  - > Did not include costs for continuity of operations
- 2008-2015 Suspended by funding constraints during recession
- 2016 Project estimate of \$21M for IST Plan
- 2018 BCC direction to evaluate options for providing air-conditioned kennels to address the high, late summer temperatures.

## Historical Board Direction (cont.)

- 2019 Staff presented three upgrade options for the facility
  - > Base renewal/renovation/replacement (R/R/R) project funded under IST at \$21M
  - > Upgrade Option 1 providing for base-level R/R/R plus one new kennel and the renovation of three existing kennels for seasonal A/C, at an estimated cost of \$26M
  - Upgrade Option 2 providing for base-level R/R/R/ plus four new air conditioned kennels, at an estimated cost of \$32M
  - > Additional operational costs for the three options ranged from \$197,000/year to \$680,000/year.
- Staff was instructed to retain consultant services in order to perform a Comparative Study to assess all possible options, including construction of a new facility.

### **Consultant Selection**

- In July 2019 PGAL, Inc. was retained to provide professional architectural/engineering design, programming, permitting and construction administration services for the ACC project.
- PGAL included as part of its team Animal Arts, a Colorado-based firm specializing in animal care facilities and Humane Network, a non-profit organization that provides consulting services regarding animal welfare.
- In October 2019, Wharton-Smith, Inc. (WSI) was retained to provide construction management t risk services.

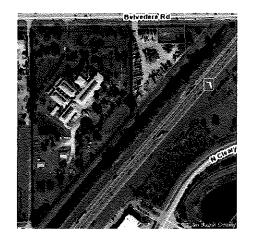
## **Comparative Study Development**

- Public meetings were held on July 24, 2019 and October 28, 2019.
- Meetings with industry experts were held on September 24, 2019 and October 28, 2019.

- > Peggy Adams Animal Rescue League
- > FL Association of Animal Welfare Organizations
- > University of Florida
- > Humane Society of Vero Beach and Indian River County
- > Coral Springs Animal Hospital
- > Miami Pet Adoption and Protection Center
- > Tri County Animal Shelter
- > Humane Society of the Treasure Coast
- > Orange County Animal Control Services
- > Coral Springs Animal Hospital

# May 2020 Workshop Meeting

- Critical facility issues identified through the Comparative Study
  - > Lack of isolation areas for sick animals
  - Inadequate space for veterinary services
  - > Primary traffic flow through the clinic
  - > No dedicated space for public spay/neuter services
  - No separation between intake and adoptions, need to right-size public reception
  - > Undersized storage areas
  - > Too many dogs housed in a single space
  - Lack of proper HVAC in the dog kennels, poor ventilation, no permanent A/C



	Driving Policies/Best Practices
Administrative and Clinical Space	Providing for: rightsizing of all areas, improving overall layout
Animal Housing (dogs)	Providing for: single, appropriately sized housing, indoor/outdoor access where possible
Animal Housing (cats)	Providing for: single, appropriately sized housing (adult cats)
Building Finishes	Providing for: durability and ease of maintenance
HVAC	Providing for: adequate humidity, ventilation and temperature
Interior Drainage	Providing for: well-drained housing units that facilitate cleaning
Interior lighting	Providing for: well-lit areas
Intake Rates	Providing for: existing with 10% growth capacity, peak-month seasonal intakes, and extended stays (regulatory requirements)
Sound Control/Noise Reduction	Providing for: noise attenuation

- Key study findings:
  - Base Program of Spaces needed for the ACC, taking into consideration current intakes and factoring future growth, is roughly **2.4** times the existing facility square footage.
  - Main infrastructure needs include the clinic, kennels, customer service, warehouse and isolation areas.
  - Primary cost drivers for all options
    - > HVAC: all interior space (i.e. human, support and animal) should be air conditioned
    - > Kennel Space: single housing design standards call for additional kennel space
    - Continuity of Operations: construction phasing required to ensure continued services

### • Options presented to the Board

	Option 1	Option 2	Option 3	Option 4
Description	Renovation/Addition	New Construction	Reduced Scope	Reduced Scope + Alt.
Program of Spaces	Base (Optimal)	Base (Optimal)	Reduced	Significantly reduced
Square Footage	99,287	99,287	87,139	71,265 (no alt.) 81,853 (all alt.)
Proposed sqft/Current sqft	2.37	2.37	2.1	1.71 (no alt.) 1.96 (all alt.)
Meets Industry Standards	Yes	Yes	No (cohousing)	No (cohousing)
Construction Cost	\$48,921,320	\$57,625,702	\$38,826,718	\$29,533,988 (no alt.) \$38,787,171 (all alt.)

	Option 1	Option 2	Option 3	Option 4
Description	Renovation/Addition	New Construction	Reduced Scope	Reduced Scope + Alt.
Construction Costs	\$48,921,320	\$57,625,702	\$38,826,718	\$29,533,988 (no alt.) \$38,787,171 (all alt.)
FFE	Σ	\$1,697,	,043	
Soft costs (20%)	\$9,784,264	\$11,525,140	\$7,765,343	\$5,906,797 (no alt.) \$7,757,434 (all alt).
Total Capital Costs	\$60,402,627	\$70,847,885	\$48,289,104	\$37,137,828 (no alt.) \$48,241,648 (all alt.)
Additional Staffing (annual)	\$1,200,00	\$1 <i>,</i> 200,000	\$800,000	\$333,333
Additional Utility Costs (annual)	\$181,111	\$179,066	\$151,013	\$125,108
Total Operational Costs (annual)	\$1,381,111	\$1,379,066	\$951,013	<b>\$458,441</b>

 The Board directed Staff to pursue implementation of Option 3, at the time the then Current funding for the ACC R/R project under IST was \$21M.

## **Design Development**

- At the May 2020 Workshop meeting, Staff was directed to proceed with design and address ACC's needs as identified through the Comparative Study.
  - Program of Spaces
  - Lack of isolation areas for sick animals
  - Inadequate space for veterinary services
  - Lack of dedicated pace for public spay/neuter services
  - Lack of separation between intake and adoptions
  - Need to right-size public reception
  - Undersized storage areas
  - Too many dogs housed in a single space
  - Lack of proper air conditioning in the dog kennels

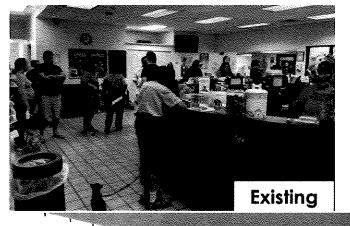
### Design Development (cont.)

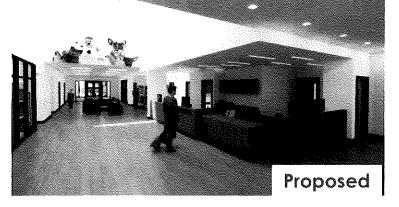


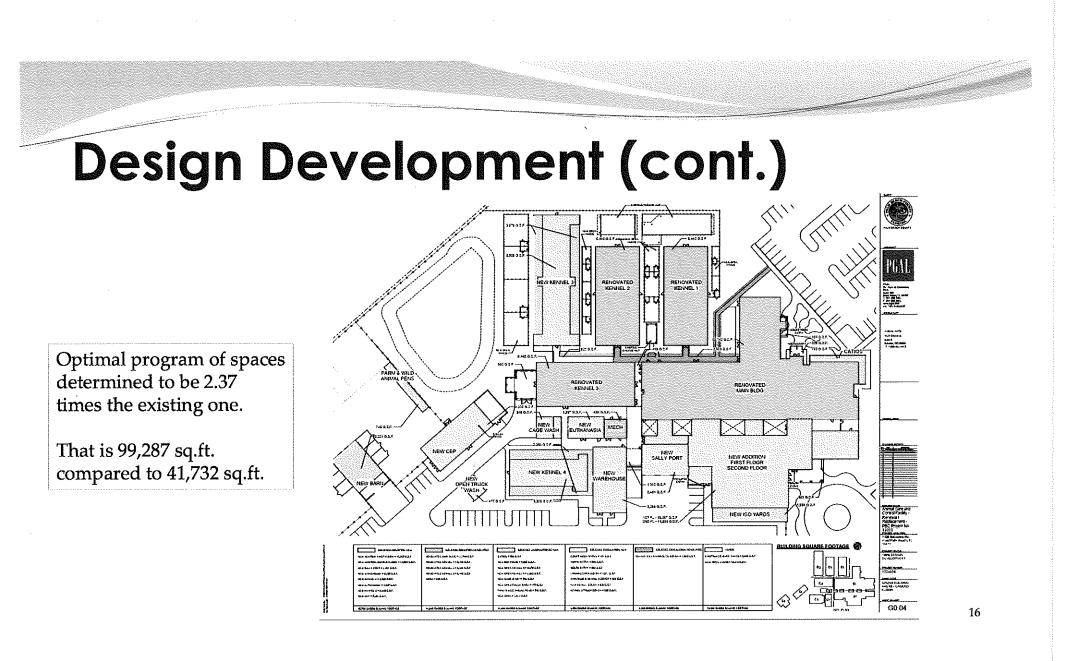


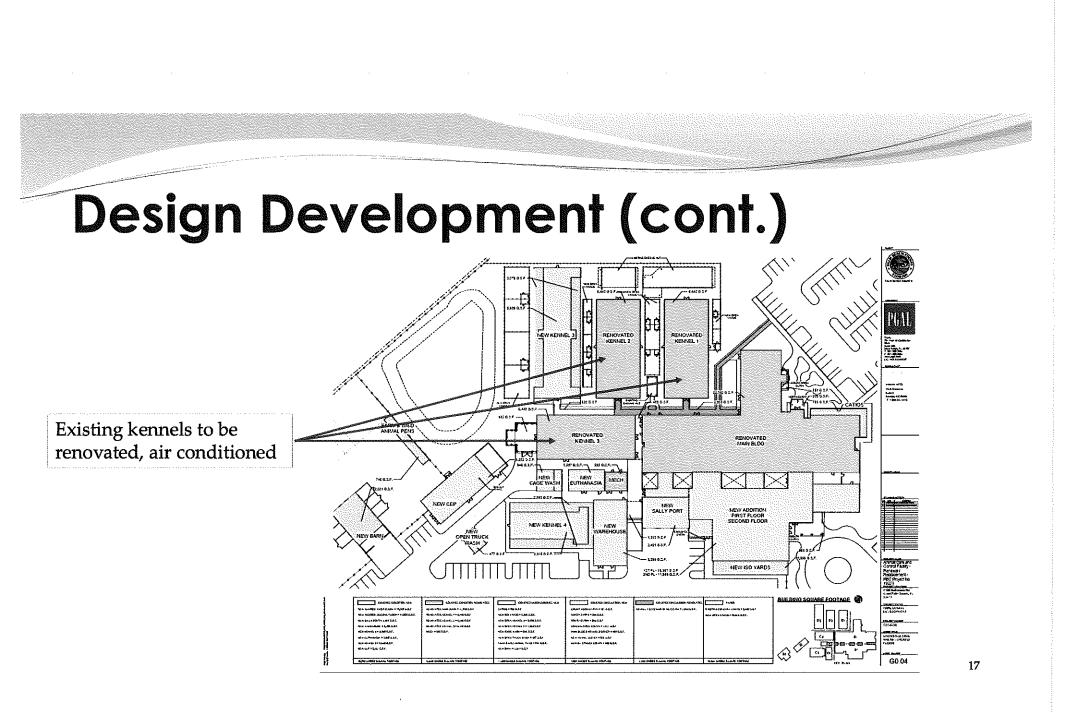
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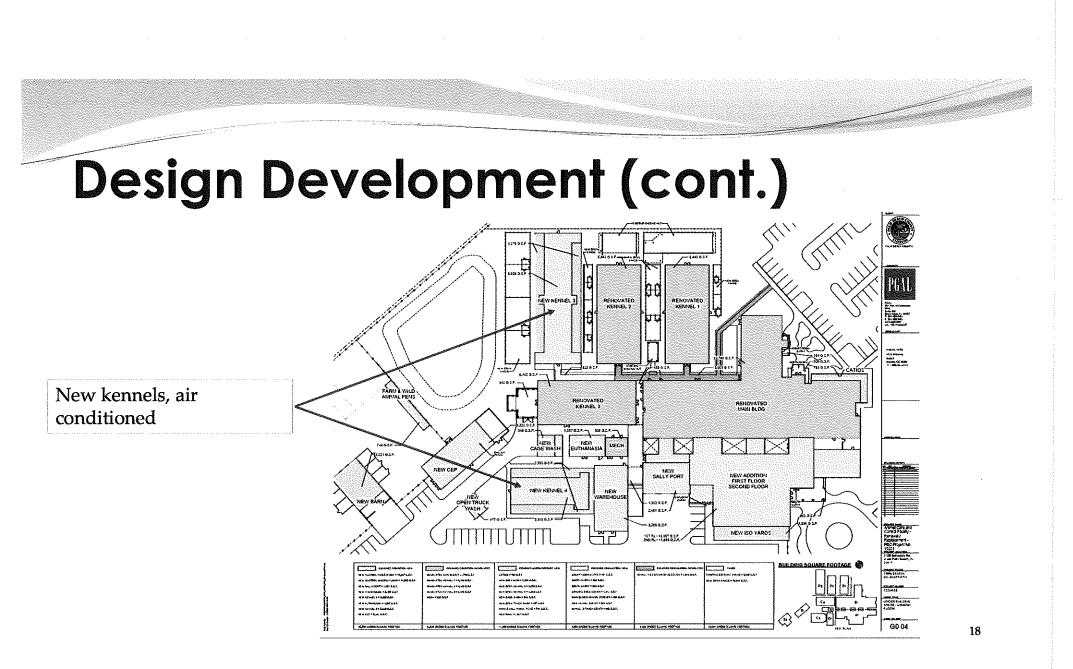


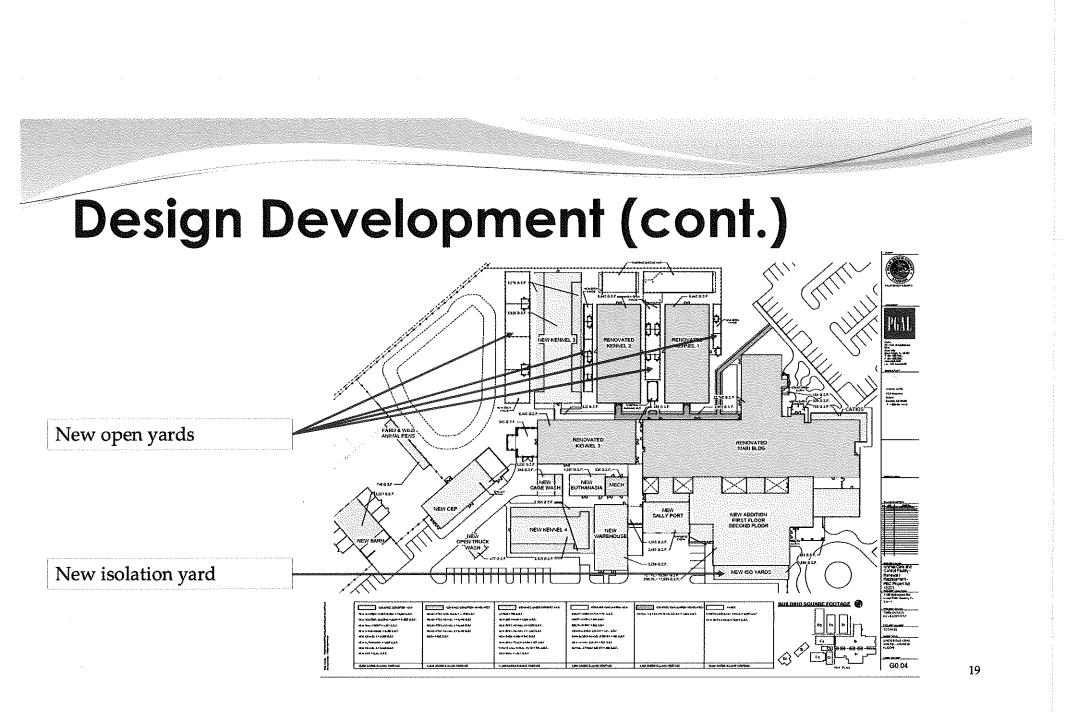


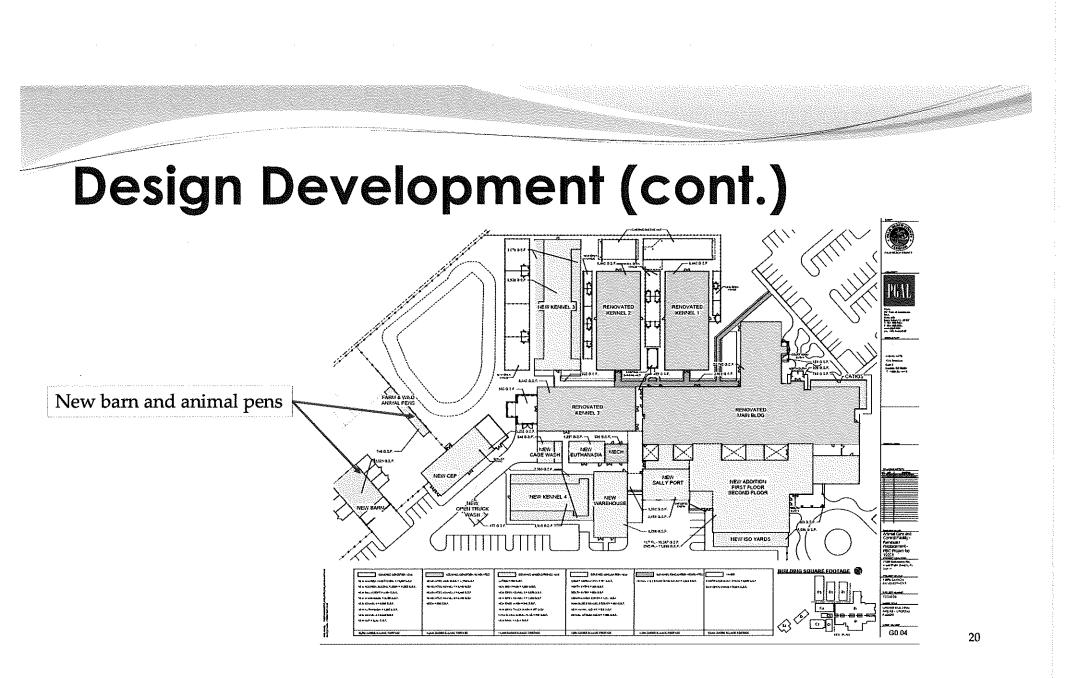


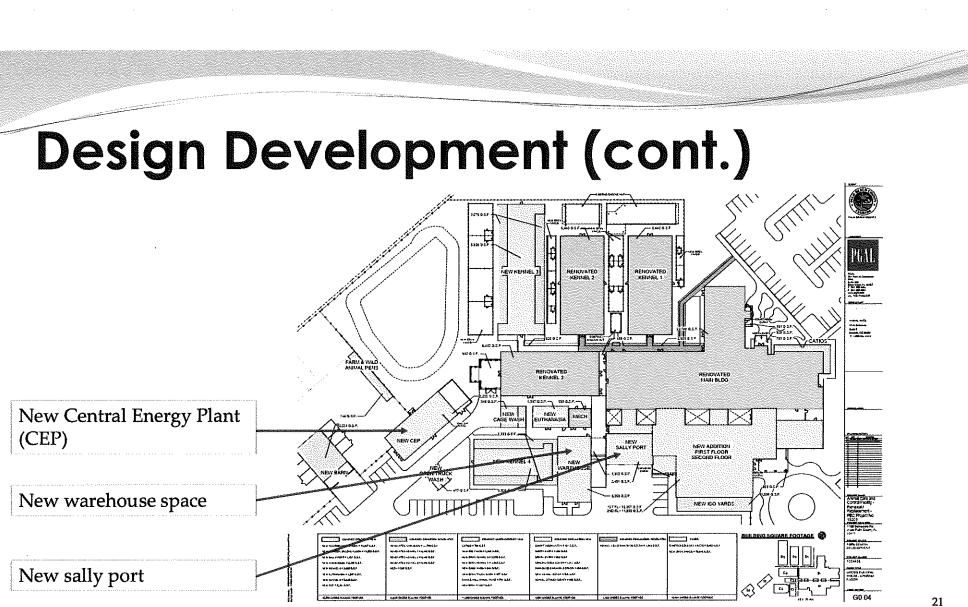


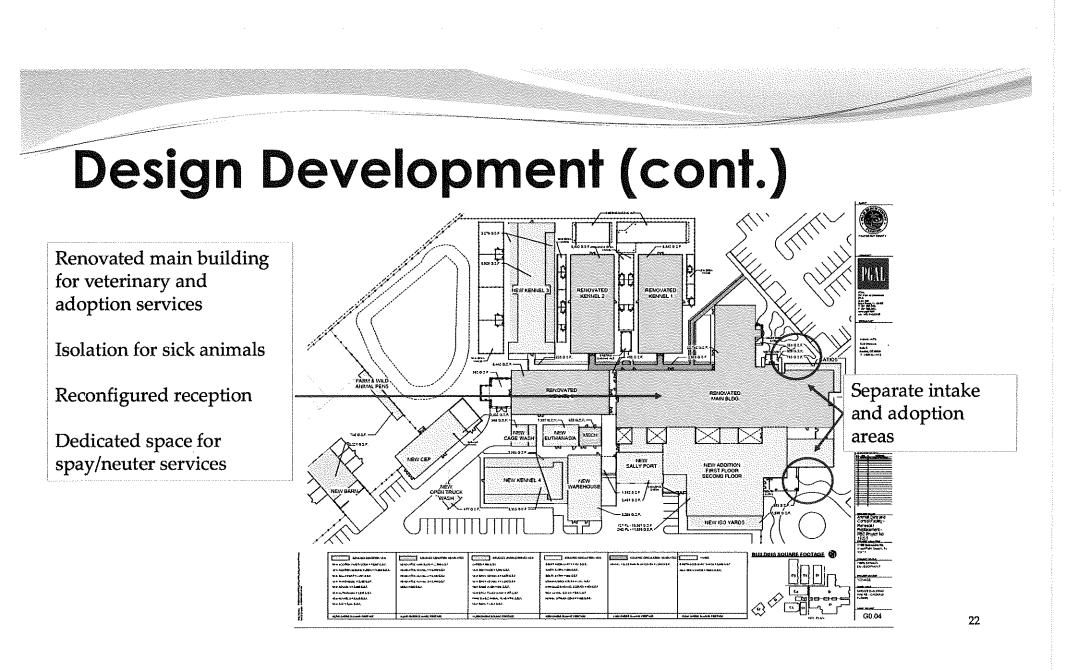


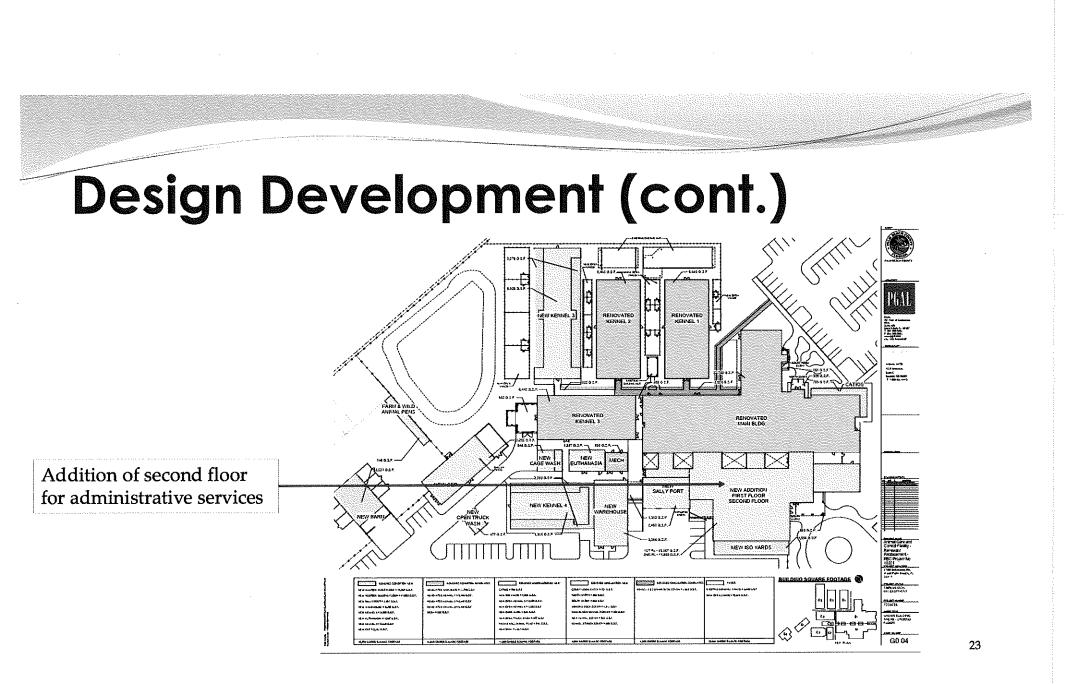












### **Current Status**

• Design Development drawings are 100% complete.

• Construction drawings (CDs) require 6 months to be developed.

• It was Staff's intention to authorize PGAL to proceed with CDs in January 2024 as to align with funds appropriation in FY25 (as per current approved Board approved IST Project Plan); given direction received by the Board, PGAL has not been authorized to proceed.

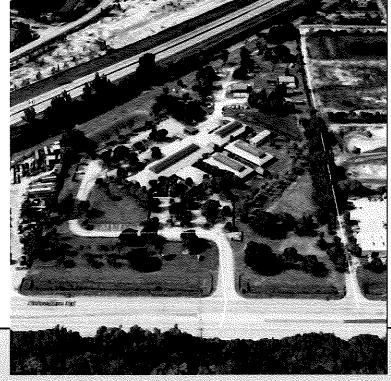
### **Expenditures To Date**

• Encumbrances as of January 30, 2024 amount to \$21,190 and expenses to \$1,516,653.86 for a total of \$1,537,843.86.

### **Request for Direction**

- Options for Consideration:
  - Continue with design as directed by the Board in May 2020 and in alignment with the results of the Comparative Study.
  - Revisit the project approach/design as per new Board direction to be provided.

### Animal Care and Control Renewal/Replacement Project Overview



7100 Belvedere Road

BCC Workshop February 27, 2024

### ATTACHMENT 2

Animal Care and Control Renewal/Replacement Project (CID Project No. 19-201)
Summary of Project Milestones

1992	ACC opens for operations.
2006	The Board of County Commissioners (Board) directs Staff to move forward with expansion of the ACC facility
2007/2008	Staff completes programming study for the expansion and identifies an associated project cost of \$12M.
2009-2015	ACC R/R project halted due to the impacts of the recession.
2016	Staff updates the project estimate to \$21M.
2017	The ACC R/R project is included in the Infrastructure Sales Tax (IST) project plan.
Summer 2018	The Board receives complaints from concerned parties requesting that air conditioning be provided in the existing dog kennels at the ACC. As a result, kennels are outfitted with seasonal air conditioning.
September 2018	The Board directs Staff to 1) explore the cost of modifying the \$21M IST project to provide for air conditioning of the dog kennels, and 2) conduct a workshop to brief the Board on the findings.
January 2019	Staff presents the Board with 3 options to address the concerned parties' requests. The Board directs Staff to retain consultant services to perform a Comparative Study.
July 2019	Consultant services are retained by the Board. First public meeting held to discuss the objectives and propose methodology of the Comparative Study.
September 2019	First charrette with industry experts as part of the Comparative Study.
October 2019	Construction management at risk services are retained by the Board. Second public meeting held to discuss the objectives and proposed methodology of the Comparative Study. Second charrette with industry experts as part of the Comparative Study.
May 2020	Staff presents the results of the Comparative Study to the Board and is directed to: 1) pursue early design of Option 3, and 2) plan for the additional funding required in the outer years as part of the CIP budget cycle.

January 2022	Staff recommends, and the Board approves, a re-estimated IST project plan. Funding for the ACC R/R project is increased to match the project cost authorized by the Board during its May 2020 Workshop.
August 2023	100% Design Development drawings completed.
November 2023	Staff provides the Board an update on capital projects, ACC R/R included, and reports an increase of \$21.4M in the project cost. The Board directs Staff to bring back for its consideration design drawings before further proceeding.