



**II. FISCAL IMPACT ANALYSIS**

**A. Five Year Summary of Fiscal Impact:**

Fiscal Years	2006	2007	2008	2009	2010
Capital Expenditures	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
Operating Costs	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
External Revenues	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
Program Income (County)	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
In-Kind Match (County)	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
<b>NET FISCAL IMPACT</b>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
<b># ADDITIONAL FTE POSITIONS (Cumulative)</b>					

Is Item Included in Current Budget? Yes  No

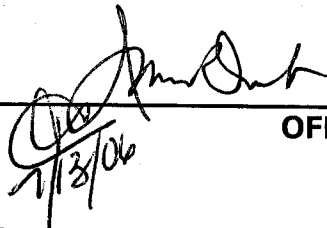
Budget Account No: Fund \_\_\_\_\_ Department \_\_\_\_\_ Unit \_\_\_\_\_ Object \_\_\_\_\_  
Reporting Category \_\_\_\_\_

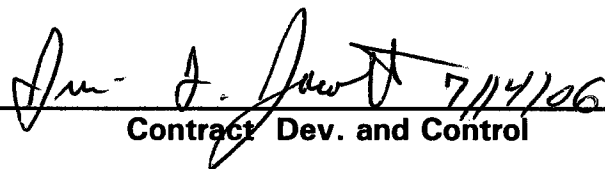
**B. Recommended Sources of Funds/Summary of Fiscal Impact:**

**C. Departmental Fiscal Review:** \_\_\_\_\_

**III. REVIEW COMMENTS:**

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

  
OFMB  
7-13-06  
AM  
7-13-06

  
Contract Dev. and Control  
7/14/06

**B. Legal Sufficiency:**

N/A

Assistant County Attorney

**C. Other Department Review:**

\_\_\_\_\_



***Downtown Master Plan,  
Government Hill Master Plan, and  
East Central Regional Service Center Master Plan  
Updates - Projected Space Needs Through 2025 +***

In the 1980's, the Board of Commissioners made three significant decisions impacting its facilities future with its decision to; 1) construct the Governmental Center in downtown West Palm Beach ("Downtown"), 2) locate the Main Courthouse in the Downtown, and 3) locate the hub of countywide general government services at the East Central Regional Services Center ("Airport Center", see Map 1 for all properties). While Downtown is commonly known as the county seat, another County-owned property in downtown West Palm Beach plays a role in the future master plan for the County and that is known as the Government Hill property. For the purposes of this report, the Downtown and Government Hill properties are collectively referred to as the "County Center." With the significant facilities growth during the last 20+ years which included the creation and expansion of branch and satellite services, the decisions that; 1) the Downtown would be the home of the main offices of the Board of County Commissioners, the constitutional officers and the court system, and 2) that Airport Center would be the home of general government services, have together been the most basic and overriding factor in all facilities planning decisions.

In a series of workshops in 1994, the Board updated the three Master Plans which are the subject of this report (Downtown, East Central Regional Service Center, and Government Hill, collectively known as "Master Plans" in this report) and created four additional for the various multi-tenant campuses. Since that time, the Board has been implementing the acquisitions and dispositions necessary to implement the Master Plans. The only Master Plan that was required to be re-visited in the future was the Government Hill Master Plan pending the finalization of siting, funding and relocation of the State/Department of Health from the County's Government Hill property. While the agreement between the County and the State for the funding and relocation of the Health Department from Government Hill was executed in 2001, the date and actual new location for the Health Department was not known until recently. As a result, Staff is bringing this report to the Board at this time to update the Government Hill Master Plan. In order to update the Government Hill Master Plan, the Downtown Master Plan as well as that of the East Central Regional Service Center must also be updated simultaneously.

This report projects the overall space and facility needs for the entities that currently have their main offices in the Downtown, East Central Regional Service Center and Government Hill Properties through the Year 2025 and beyond, provide general information about development potential and property valuation for the purposes of determining whether the Master Plans need an update or modification and as such set forth the necessary actions required to continue implementation of the master plans.

It is important to note that implementation of the County's Property Master Plans have been successful in identifying and preserving land necessary for long term growth and being able to accommodate changes in the service delivery patterns throughout the County. Only once in the last 20 years has the County made a significant modification of its plans and that is with move of various uses from Section 6 to Vista Center. While that move is generally considered successful from various perspectives, it can not be compared to the magnitude of a decision which would change the three Master Plans discussed herein. In the case of the County Center, there is a historic presence in the current location, the current location is perceived as geographic center of coastal Palm Beach County and acts to recognize the County's role in both the unincorporated and municipalities, and the unavailability of properties with significant amounts of non-residential development potential; all of which lead to much narrower siting criteria and high risk associated with a modification to the Master Plans.

## ***1.0 Background Information***

### ***1.1 Property Information***

#### ***1.11 Downtown Property***

The Downtown Property consist of five blocks of various sizes; 1) Judicial Center Parking Garage Block, 2) Judicial Center Block, 3) Criminal Justice Building Block, 4) Block D, and 5) Government Center Block. These properties are shown on Map 2.

**1.111 Judicial Center Parking Garage Block.** This 6.21 acre block is bounded by Baynan Blvd on the south, Rosemary Ave on the west, 3<sup>rd</sup> Street on the north and the FEC Railroad on the east. There is an elevated pedestrian bridge connecting this Block to the Judicial Center Block. Substantial portions of this Block were donated to the County by the West Palm Beach CRA in 1991-1995 for the purpose of constructing a parking garage to service the Judicial Center. Currently there are a total of 1223 parking spaces on the block; 1066 in a four story structured parking garage and 157 in surface parking. The planned expansion of 600 cars will increase the parking structure to six stories and is anticipated to accommodate the build-out of the 8<sup>th</sup> and 7<sup>th</sup> floors of the Courthouse.

This Block is currently zoned for a Building Type III and identified as an eligible 8 story receiving site with the transfer of development rights. The use of development rights could be used toward accomplishing a stand alone building on the current surface lot. However, based on the intense parking operation which occurs on this property, expansion of the parking structure over the surface lot was determined not to be cost effective as an alternative to vertical expansion of the garage. In addition, the construction of an occupied building/garage combination structure on the surface lot was also reviewed in detail prior to commencing design on the parking garage expansion and was determined not to be feasible due to; 1) the interim and permanent operational impacts on the parking operations, and 2) the inability to find a court use to occupy the building due to security and operational inefficiencies.

Therefore, while some additional office development potential exists on this property, it will likely remain unused due to operational considerations. As such, this block is not considered to have any future County development potential from an operational perspective.

- 1.112 Judicial Center Block.** This 4.96 acre block is bounded by Banyan Blvd on the south, Quardille on the west, 3<sup>rd</sup> Street on the north and Dixie Highway on the east. This Property was assembled by the County for the purpose of constructing the Main Courthouse. The Main Courthouse is a 700,000 sf building of 11 stories. Two stories remain as shell and are programmed for build-out within the next five years. This block has no further development potential.
- 1.113 Criminal Justice Block.** This 2.68 acre block is bounded by 3<sup>rd</sup> Street on the south, Quadrille on the west, 4<sup>th</sup> Street on the north and Dixie Highway on the east. The property was assembled by the County with partial funding assistance by the City in 1991. The purpose of constructing the Criminal Justice Building of 165,000 sf to house the State Attorney and Public Defender offices as well as the Central Energy Plant. There is a small surface parking lot for both disabled public parking and some employee parking that has limited development potential. However, this parking area is not generally considered to be cost or operationally effective to expand upon due to; 1) the need for disabled surface parking in proximity of the Courthouse, and 2) the amount and type of underground utilities and central plant infrastructure which would have to be relocated. As such, this Block is considered to have no further development potential.
- 1.114 Block D.** This 3 acre block is bounded by 3<sup>rd</sup> Street on the south, Dixie Highway on the west, 4<sup>th</sup> Street on the north and Olive Avenue on the east. The property was purchased between 1991-1993 by the County at a cost of approximately \$6.8 million for the purposes of future expansion to the Courts. Currently there is a 325 car surface parking lot (225 for Government Center and 100 for Courts) and a 3,000 sf building slated for demolition upon completion of the 1916 Courthouse restoration. When this property is redeveloped, these existing parking spaces will have to be incorporated into a new garage structure as part of the new construction on Block D.
- 1.115 Governmental Center Block.** This 4.51 acre block is bounded by the 1<sup>st</sup> St/ 2<sup>nd</sup> St alley on the south, Dixie Highway on the west, 3<sup>rd</sup> Street on the north and Olive Ave on the east. A large part of this Block was the site of the original County Courthouse and general government offices. The remainder of the block was purchased in the 1980's for the Government Center and Government Center Parking Garage.

Currently the following improvements occupy the Government Center Block; 1) 36,000 sf 1916 Courthouse, 2) a 302,000 sf Governmental Center, and 3) a 640 car structured parking garage. The 1916 Courthouse site has development potential, but restrictions associated with the acceptance of State grant money for the restoration severely restrict and/or eliminate the re-development potential of this site. However, there is an estimated 359,842 in development rights that could be transferred to another County property in the Downtown Master Plan or sold under current City Ordinances. Beyond the transfer or sale of approximately 359,000 sf of development rights, this block has no further development potential.

### **1.12 Government Hill Property**

The Government Hill properties consist of two properties (see Map 3) for a total of 6.68 acres on both sides of Evernia Street. The north property (4.46 acres ) is generally located between Datura and Evernia Streets and Tamarind and Sapodilla although both the east and west ends of the block are privately held. The south property (2.22 acres) is generally the north ½ of the block between Evernia and Fern Street, again with privately held parcels at the east and west end. This property and the building currently occupied by the Community Services Department on Datura Street was the previous location of general government uses initially moved from the County Courthouse/Government Center. The block immediately to the north (between Datura and Clematis) is owned by the State of Florida and is known as the Dimmick Block. The block immediately to the north of that (between Clematis and Banyan) is owned by the Federal Government and is slated for a new Federal District Courthouse.

In addition to the Community Services Building on Datura, there are four buildings on both sides of Evernia that are occupied by the State of Florida/Department of Health that have exceeded their useful life and are to be vacated by the DOH as soon as replacement space is constructed. Pursuant to an agreement with the State and DOH, the buildings will be vacated and returned to the County where they are slated for demolition.

Despite numerous offers and approaches by governmental and private parties over the years, the disposition of the property was last formally addressed by the Board of County Commissioners in 1994 at which time the direction was to not consider alternate uses until such time that the timing of the relocation of the Health Department was known and then to determine whether the land was required for County use or whether it could be sold and the proceeds used to purchase land in another location.

The County also owns approximately 5 acres of property immediately west of Government Hill and the CSX Railroad (see Map 3A), generally known as the Wedge property due to its unique shape. This property was purchased in 1992 with 80% FTA , 10% FDOT, 5% County and 5% City funding for the purpose of creating an Intermodal Transfer Station including parking for the Tri-Rail (a minimum of 250 spaces) and transit related private development. Because of its unique shape and the specific operating characteristics of the transit users, County development at the intensities required to meet the County's need as a replacement for the Government Hill properties is not feasible. This was confirmed by the proposal that was submitted by CSX (the previous owner) to the County's RFP for the East Central Regional Service Center (which resulted in the purchase of Airport Center). The CSX proposal responded to a need that was of lesser intensity than that required for a replacement property for Government Hill. While not suitable for County development and hence not considered a part of the County's Government Hill Master Plan, the property remains available and viable for private transit related and supporting development by private parties. This property is also an eligible receive site for a maximum of 20 stories pursuant to the Downtown Master Plan through the transfer of development rights.

### **1.13 East Central Regional Service Center (Airport Center)**

The 19 acre (of which about 6 acres are undeveloped) Airport Center Property (see Map 4) was purchased in 1992 after an RFP was conducted for properties suitable for the East Central Regional Service Center to house countywide general government services. The property is located at the northwest corner of the intersection of I-95 and Southern Blvd and is accessed from both Southern Blvd and Australian Avenue. Currently, two 62,000 sf buildings exists as well as a 16,000 sf building which will be sold back to the Hotel

as part of a Settlement Agreement. A scheduled capital improvement project to; 1) construct a central energy plant to serve the two existing buildings and the planned future office building and 2) undertake major building systems renovations/upgrades to the two existing buildings, are both planned for 2007. These improvements will also vest the remaining 175,000 sf of development potential on the property. At the completion of the central energy plant and renovations, the existing buildings will be loaded with countywide general government users.

### **1.2 Tenant List and Space Requirements**

The following tenants are listed by functional group and are currently located in the County Center.

**Table 1**  
**Current County Center Tenant List**

<b><i>Board of County Commissioners</i></b>	<b><i>Constitutional Officers</i></b>	<b><i>General Government</i></b>	<b><i>Court and Court Related</i></b>
County Administration	Clerk & Comptroller	Community Services	15 <sup>th</sup> Judicial Circuit & County Court
County Attorney Office	Property Appraiser		Clerk & Comptroller
County Commissioners	Tax Collector		Justice Services
County Engineer			Public Defender
Criminal Justice Commission			Sheriff (Court Services Bureau including Civil Warrants)
Finance (Clerk & Comptroller)			State Attorney
Financial Management and Budget			
Information Systems and Services			
Legislative Delegation			
Municipal League			
Public Affairs			

This list demonstrates the overriding facilities trends of the last twenty years; 1) that general government services have been moved (with one exception) from the County Center to the East Central Regional Service Center, and 2) that constitutional offices have either relocated from the County Center or shifted substantial portion of operations to the branches; leaving only the direct Board of County Commission functions, the central offices for the Constitutional officers, and the Court functions in the Downtown.

Policy Decision: Is there any further decentralization or relocation which can occur within a functional group?

The space needs are based on historical growth information projected forward. For the purposes of this report, Staff was very sensitive to not overstate the needs, however this approach may result in fewer options in meeting its future governmental program and service objectives/requirements if decisions are made which reduce or eliminate the County's future flexibility.

***Table 2***  
***Current and Future Space Requirements by Functional Group***

<b><i>Functional Group</i></b>	<b><i>Current Space</i></b>	<b><i>Future Space Need<sup>1</sup></i></b>	<b><i>Total Space Need</i></b>
Board of County Commissioners & Constitutional Officers	302,000 sf & 865 parking spaces  19,000 sf (1916 Courthouse)	200,000 sf & 800 parking spaces.	502,000 sf & 2000 parking spaces.
General Government	27,000 sf and 150 spaces	30,000 sf & 120 parking spaces.	57,000 sf and 270 parking spaces
Court	865,000 sf and 1953 parking spaces	500,000 sf <sup>2</sup> & 2000 parking spaces <sup>3</sup>	1,365,000 sf & 3953 parking spaces
Total	1,213,000 and 2368 parking spaces	730,000 sf & 2920 parking spaces	1,924,000 sf & 6223 parking spaces

- 1 These projected needs do not take into account the addition of any new programs or the County assuming any additional programs from the State or Federal government.
- 2 Any space intensive operational changes to increase the effectiveness of the court are not considered in this number but will be known at the conclusion of the Judicial Facilities Master Plan Study in late 2006.
- 3 These needs are in addition to the 800 car garage expansion planned for 2006/2007 which are included in existing total. It also reduces the ratio of parking from 5/1000 to 4/1000.

The largest and most complex component of the projections are those for the Courts. The study is underway and is projected to be completed within the next 3-4 months in advance of the design and build-out of the 8<sup>th</sup> Floor of the Courthouse. While the gross future requirements are projected at this time, the operational details are not, and it should be re-stated that preserving flexibility is critical as any space intensive operational changes to increase the effectiveness of the court system are not considered in this number.

## **2.0 Property Master Plan**

### **2.1 2025 Master Plan Assignments**

In making the siting and space assignments, a series of site and space specific assumptions are required. The following siting assumptions were used in the existing and proposed updates to the Master Plans.

- 2.11 The base of court functions will remain in Downtown and court programs/services can not be split between two locations or campuses.
- 2.12 All Clerk & Comptroller functions will ultimately be housed with the Court function, but for Finance.
- 2.13 Space for the constitutional officers and the BCC departments currently located downtown, must remain either at the County Center or East Central Regional Service Center.
- 2.14 Services will continue to be provided based on general the same model/ratio of centralized to decentralized services.
- 2.15 The Master Plans should be based on only the level of density and intensity of development that is currently allowed by applicable codes, although changes that are being considered have been noted in the text.
- 2.16 The Master Plans should be based on the greatest projected space requirement and as a result the numbers identified in this report have eliminated the previously reported ranges and reflect the maximum projected space requirement.

### **2.2 Downtown Property**

The growth needs of the Court as identified in Table 2 is 500,000 sf and 2000 spaces. The key assumptions are; 1) that all Court and court related functions must be located Downtown, 2) that the parking demand will be reduced from 5 spaces per 1000 sf to 4 spaces for 1000 sf, and 3) that 325 existing parking spaces will have to be made up as part of the new construction of Block D. The timing of the need for this space is likely to be 2012-2017.

As previously discussed, some development potential exists on the surface parking lot at the Judicial Center Parking Garage, but it is operationally and financially undesirable. In addition, development potential exists on the 1916 Courthouse portion of the Government Center block, but as previously discussed its only use/value is as development rights for transfer or sale. As such, the focus of the future development of the Downtown Properties is on Block D.

Block D is zoned by the City's Downtown Master Plan as a Building Type III which permits development up to five stories. The parcel is identified as an eligible 10 story receiving site on the TDR Map, meaning that Block D may be developed up to 10 stories with the transfer of development rights.

The actual design of the building and parking on Block D is dictated by the parking and security requirements for the Courts. Parking would not be feasible in any fashion within the building structure itself requiring the parking to be in an immediately adjacent structure. Due to the proximity of the parking to the Court building, parking will only be available to employees but would not provide for crossovers and multiple points of entry to the building. It has been assumed that in this particular case a 8 story parking deck (as compared to the maximum six story parking dek for mixed use garages) would be acceptable from an operational perspective as timing of ingress/egress and space allocation could be managed more closely than in a public lot. The parking demand and operational constraints associated with security will likely not allow for additional development beyond the 10 stories on Block D. For the same reasons listed above (security and limited parking), residential or other non-Court uses are not feasible on this block.

The most intense design option is a 10 story, 25,000 square ft/floor building with an eight story parking structure for a total of 1336 parking spaces (1000 needed for the new building + 325 replacement). This design option requires a minimum of 2.772 acres of this 3.0 acre property. Depending on the land development regulations in place at the time of development (buffers, setbacks, water retention, etc) it may be possible to increase the footprint of the parking garage to provide for 1864 spaces, allowing for about 375,000 sf of space and 11-12 stories of office building. The City of West Palm Beach has already directed its planning consultant to evaluate increasing the height allowed by code to 15 stories.

Policy Decision: Should the County request that the City amend its Master Plan to allow for 12 stories of development on Block D without the use of the development rights?

Therefore, in order to fulfill the Courts long term needs, there is a requirement for an additional 250,000 sf in Court expansion space which can only be met through the use of the Government Center Block. While the Government Center Building is 302,000 sf , by assuming that the Clerk & Comptroller, except for Finance, will remain Downtown; the entire building is accounted for.

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The following table summarizes the Courts' space needs and master plan in the Downtown.

**Table 3**  
**Downtown**  
**Space Allocation and Projections 2025 +**

<i>Use</i>	<i>Location</i>	<i>Square Footage &amp; Parking</i>
Court	Judicial Center Block & Judicial Center Parking Garage	700,000 sf and 1953 parking spaces
Court Related and Support	Criminal Justice Block	165,000 sf (pkg included above)
Court Related and Support	Block D	250,000 sf and 1336 parking spaces
Court Related and Support	Government Center Block	302,000 sf and 640 parking spaces
Total		1,417,000 sf and 3929 parking spaces

**2.3 Airport Center Property**

The constitutional officers, a couple departments providing countywide general government services and Community Services would be accommodated by a new tower and parking garage at Airport Center. As previously indicated, the County has capacity for 175,000 sf and associated parking to accommodate expansion of existing Building 1 and 2 users as well as the new users. The relocation of the constitutional officers would not impact the designation of West Palm Beach as the county seat, as the Board has the ability to amend, by resolution of the BCC the boundaries of the county seat beyond the municipal limits of West Palm Beach.

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Table 4 indicates the projected tenant list and space assignments for Airport Center. The timing for this construction is between 2012-2017.

***Table 4***  
***East Central Regional Service Center (Airport Center)***  
***Tenant List and Space Projections 2025+***

<b>Tenants - Existing</b>	<b>Future Space Requirements</b>
Facilities Management	12,500 sf
Housing and Community Development	18,000 sf
Human Resources	22,000 sf
Internal Auditor	6,000 sf
Public Safety, Consumer Affairs, Victim Services & Youth Affairs	20,000 sf
Purchasing	18,000 sf
Risk Management	24,000 sf
SBE Offices	5,000 sf
<b>Tenants - New</b>	
Community Services	48,500 sf
Property Appraiser	66,000 sf
Tax Collector	59,000 sf
Total	299,000 sf & 1200 parking spaces

#### **2.4 Government Hill Property**

The remainder of the County's long term space needs (350,000 sf and 1400 parking spaces) would be accomplished at the Government Hill property. The development potential and the location is highly desirable and hence the interest by other governmental entities and private parties throughout the years. The Government Hill Property has been included in various master planning efforts by the City and a private transit oriented development proposal put forth in 2005.

The location of this property (both adjacency to transit and adjacency to key governmental buildings and City Place) is a key reason for the interest. This property and surrounding two blocks are the only remaining large undeveloped or redevelopable parcels in the urban downtown. As a result, it is anticipated that the value of this property will continue to increase and at a much faster rate than other parcels and even undeveloped parcels in other existing and/or emerging downtowns or urban centers.

Using the 350,000 sf and 1400 parking space requirement, the following design options exist. It needs to be kept in mind, that development on this site is not likely to be required until after 2020 and likely after 2025.

The Government Hill Properties are eligible for building heights of up to 8-10 stories (it varies through the property) with the transfer of the development rights to the site. If the County were to construct to the existing Building Type III height limitation of 5 stories, it would just barely be able to meet its future space and parking needs as projects using all Government Hill holdings. The City of West Palm Beach is already considered amendments to the Downtown Master Plan and other initiatives that would increase the height restrictions on the Government Hill Property.

Policy Decision: Should the County request that the City amend its Master Plan to allow for 15 stories of development on the Government Hill property north of Evernia Street with or without the use of the development rights?

Assuming that building heights of 10 stories over the entire Government Hill property north of Evernia Street could be achieved (with a Downtown Master Plan change and the transfer of development rights), the County would require the entire Government Hill property north of Evernia Street to accomplish its projected space and parking needs.

Taking that one step further to try accommodate the County's needs for 350,000 sf and 1400 spaces and to minimize the County's land requirement at Government Hill; the following options could be implemented.

Design Option A	a 14 story, 25,000 sf ft/floor with 1400 spaces, 6 story garage = 3.38 acres
Design Option B	a 13 story, 26,923 sf ft/floor with 1400 spaces, 6 story garage = 3.42 acres
Design Option C	a 12 story, 29,167 sf ft/floor with 1400 spaces, 6 story garage = 3.48 acres

Staff recommends Option A be used for planning purposes and when considering changes to the Government Hill Master Plan.

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Table 5 summarizes the tenant list and spaces assignments for Government Hill.

**Table 5**  
**Government Hill**  
**Tenant List and Space Projections 2025+**

<b><i>Board of County Commissioners</i></b>	<b><i>Future Space Requirements</i></b>
County Administration	15,000 sf
County Attorney Office	35,000 sf
County Commissioners	20,000 sf
County Engineer	2,000 sf
Criminal Justice Commission	8,500 sf
Finance (Clerk & Comptroller)	40,000 sf
Financial Management and Budget	15,000 sf
Information Systems and Services	90,000 sf
Legislative Delegation	2,000 sf
Municipal League	1,000 sf
Public Affairs	40,000 sf
Contingency <sup>1</sup>	81,500 sf
<b>Total Square Footage</b>	<b>350,000 sf</b>

1 This square footage accounts for the total range of projected space requirements as well as contingency for new or modified requirements.

With the implementation of the above master plans, the following space assignments would exist. The agencies that have changed locations are shown in italics.

**Table 6**  
**County Center and East Central Regional Service Center 2025+**  
**Tenant List**

<i>Downtown</i>	<i>Airport Center</i>	<i>Government Hill</i>
<i>Courts</i>	<i>General Government</i>	<i>Board of County Commissioners</i>
<i>15<sup>th</sup> Judicial Circuit &amp; County Court</i>	<i>Community Services</i>	<i>County Administration</i>
<i>Clerk &amp; Comptroller - Executive &amp; Court Services</i>	<i>Criminal Justice Commission</i>	<i>County Attorney Office</i>
<i>Justice Services</i>	<i>Property Appraiser</i>	<i>County Commissioners</i>
<i>Public Defender</i>	<i>Tax Collector</i>	<i>County Engineer</i>
<i>Sheriff (Court Services Bureau including Civil Warrants)</i>		<i>Criminal Justice</i>
<i>State Attorney</i>		<i>Finance (Clerk &amp; Comptroller)</i>
		<i>Financial Management and Budget</i>
		<i>Information Systems and Services</i>
		<i>Legislative Delegation</i>
		<i>Municipal League</i>
		<i>Public Affairs</i>

**2.5 Alternates to Government Hill**

In studying this tenant list two policy decisions are raised; 1) does the Board of County Commissioners need to located either near the Court and/or general government functional groups, and 2) should other locations (other than Government Hill) be considered for the location of the Board of County Commissioners?

Policy Decision: Does the Board of County Commissioners need to be located either near the Court and/or general government functional groups?

There are several properties that have, in the past have been considered, or can be considered for alternate locations for the Government Hill functions. These include; 1) the  $\pm 15$  acre County-owned parcel at Belvedere Rd, 2) the  $\pm 19$  acre PBIA Entrance Parcel, 3) the  $\pm 7$  acre Armory parcel at the southwest corner of Congress and Southern Blvd, and 4) the Mangonia Park Park TOD. The location of all of these sites is shown on Map 5.

Policy Decision: Should other locations be considered for the future home of the Board of County Commissioners?

- 2.51 **Belvedere Road 50X Complex.** This approximately 15 acre parcel is currently County-owned and has good visibility and access. However, it is immediately adjacent to residential community and is a critical parcel in the Airports Master Plan. The County is currently negotiating an exchange of this property for the Airport owned Cherry Road facility (fka Kings Academy) to achieve the Airports long term airport related development goals as well as meet the County's long term needs for very low intensity warehouse and industrial uses.
- 2.52 **PBIA Entrance Parcel - SW corner of Belvedere and Australian.** This approximate 19 acre parcel is currently Airport owned and is planned for the development of airport related mixed used development.
- 2.53 **Armory Parcel.** This approximately 7 acre parcel is currently Airport owned and is included in the Airport Master Plan. While the visibility appears to be good at the SW corner of the intersection of Congress and Southern, there is no access from Southern Blvd, the Congress flyover eliminates access from Congress Ave, and the curve on Gun Club Rd may limit egress to right out only. For these reasons, this parcel can not practically support a high intensity use.
- 2.54 **Mangonia Park TOD.** The general location of this site is outside of what is considered to be the geographic center of the County, is without the visibility appropriate for these countywide functions, and because of the lack of related uses and businesses, would result in many additional vehicular trips which do not currently exist. The separation from both the functions housed Downtown and at the East Central Regional Service Center is problematic for the same reasons. Also, the County has been sensitive in the past to Riviera Beach's and Mangonia Park's formal and informal requests to limit/eliminate County land purchases within the municipal boundaries so as to maximize property tax revenues.

### **3.0 Modifications to the Master Plan**

In addition to making a decision to confirm the existing master plans or consider changes based solely on perception or historical factors, development potential to meet future needs and preserving the financial value of County's real estate; it is also necessary to take a second look at the assumptions that have been made and evaluate the other risks that may influence the ultimate outcome.

#### **3.1 Siting Assumptions**

Throughout this report, the following assumptions have been made and Staff believes them to be reasonable and appropriately conservative.

- 3.11 The base of court functions will remain in Downtown and court programs/services can not be split between two locations or campuses.
- 3.12 All Clerk & Comptroller functions will ultimately be housed with the Court function, but for Finance.
- 3.13 Space for the constitutional officers and the BCC departments currently located downtown, must remain either at the County Center or East Central Regional Service Center.
- 3.14 Services will continue to be provided based on general the same model/ratio of centralized to decentralized services.
- 3.15 The Master Plans should be based on only the level of density and intensity of development that is currently allowed by applicable codes.
- 3.16 The Master Plans should be based on the greatest projected space requirement and as a result the numbers identified in this report have eliminated the previously reported ranges and reflect the maximum projected space requirement. This approach should also provide for some contingency for changes in policy and service delivery over time.

#### **3.2 Risk Assumptions**

In addition to the specific assumptions that have been made, the following general risks exist and need to be monitored on an on-going basis to ensure that reality is tracking the projections so that interim course corrections can be made to adjust for deviations.

- 3.21 The projections are based on the actual parking demand for governmental offices reducing over time from 5 spaces per 1000 sf to 4 parking spaces per 1000 sf general government offices. Due to our large requirement, this could mean a difference of almost 1000 spaces. There is insufficient development potential in the County Center to support this parking need (unless provided off-site). Previous attempts (including substantial road construction, lack of parking, high fuel costs and incentives for transit use) to reduce parking needs in the Downtown have been less than successful.

- 3.22 No area wide traffic studies have been conducted to determine whether the downtown West Palm Beach roadway network can support this level of County development as well as the projected development and redevelopment of others. Since the County is projecting that it will not develop the Government Hill Property (or replacement property) until approximately 2025, the County will be last to develop and may be required (either operationally or from a regulatory perspective) to; 1) either limit its development to the available capacity, 2) make costly roadway infrastructure improvements, and/or 3) be required to make significant financial contributions to transit operations.
- 3.23 Land development regulations and ordinances will be modified and enacted over time. Those modifications and new regulations may further limit the development capability of a property (as opposed to define design of same). The risk is greater in municipalities where there is a separate governing body responsible for those codes. An example of this is the City of West Palm Beach's TDR Ordinance and Downtown Master Plan which could be modified or repealed and dramatically impact the development potential of the downtown properties.

### **3.3 *Policy Issues and Recommendations***

The following summarizes the key policy issues associated with the County Center and East Central Regional Service Center Master Plans and staff recommendations on each.

- 3.31 **Is there any further decentralization which can occur within functional groups?** Staff recommends that no further decentralization, beyond that already identified, occur within functional groups.
- 3.32 **Do the Board of County Commissioners and Constitutional Office functional groups need to be located adjacent to each other?** Staff recommends that the Board make this decision based on its opinion of the requirements, perception and convenience but that at a minimum, the County Commissioner and Constitutional functional groups be located either adjacent to each other, or at a combination of the County Center and Airport Center, but not any further distances.
- 3.33 **Should the County request that the City of West Palm Beach amend its Master Plan to allow for 12 stories of development on Block D without the use of the development rights?** Staff recommends that the Board authorize Staff to formally request an amendment to the Downtown Master Plan allowing for the development of 12-15 stories on Block D without transferring development rights. Staff believes this appropriate to ensure that the planned development on the block can be realized in support of the County's long term development plans. It also eliminates the risk that TDR Ordinance is amended in a way that precludes the transfer.
- 3.34 **Should the County request that the City amend its Master Plan to allow for 15 stories of development on the Government Hill property north of Evernia Street with or without the use of the development rights?** Staff recommends that the Board authorize Staff to request an amendment to the Downtown Master Plan allowing for the development of 15 stories on the Government Hill property north of Evernia Street with or without the transfer of development rights. Staff believes that this is appropriate to ensure that the planned development on Government Hill can be realized in support of the County's long term development plans as well as to facilitate other redevelopment objectives of the City. It also eliminates the risk that the TDR Ordinance is amended in a way that precludes the transfer.

3.35 **Is there any other acceptable location for the Board of County Commission functions besides for Government Hill?** For the primary reasons of; 1) adjacency to other key functional groups, 2) for maintaining the historic as well as perceived County Center, 3) and for the adjacency to key State and Federal governmental holdings, and 4) for strictly financial land holding reasons; Staff does not recommend that the Board of County Commissioner functional group be relocated from Government Hill.

However, Staff can recommend a partial disposition of the Government Hill holdings as follows (see Map 6).

- 3.351 Staff recommends the sale of the Government Hill property south of Evernia Street (GH - A), a total of 2.26 acres, upon the vacation of the property by the State/Health Department.
- 3.352 Staff recommends the sale of a .16 acre parcel (GH - B) subject to; 1) the owner agreeing to a certain number of attainable housing units, 2) County employees be given preference on sale/lease, and 3) only if and after the height restrictions on the Government Hill property north of Evernia is increased to 15 stories and the City releases/abandons all remaining interests in the Block, such as alleys, easement, etc. .
- 3.353 Staff recommends that a 50' strip of land at the south end of the Evernia/Datura Block be reserved for either right-of way or incompatibility buffer (GH-C), a total of .32 acres only after; 1) the City releases/abandons all remaining interests in the block such as alleys, easements, etc and 2) the height restrictions on the Government Hill property, north of Evernia Street, is increased to 15 stories. If the ROW is ultimately needed, the ROW would be conveyed to the City. If the ROW is not required, the property would be retained by the County for ingress/egress for the parcel and an incompatibility buffer.
- 3.36 **Should the County consider meeting its need for four (4) acres on Government Hill in a different location within the City's proposed Transit Oriented Development District in order to facilitate the transit oriented development and workforce housing?** Staff can accommodate the County's requirements with the remaining four (4) acres between Datura/Evernia and would only recommend considering an exchange of this property for a site within the State Block for the office building with frontage on Tamarind and Clematis. A portion of the County's parking needs would be met through parking off the Dimmick Block. A concept similar to this was previously considered and was the only one that met the County's siting objectives in terms of visibility and access. Other operational benefits would also exist to the County (as well as the State) for co-locating adjacent to the Federal property.

It should be noted that unless the State were to immediately agree to this approach involving the ultimate disposition of a part of Dimmick, pursuing this County relocation strategy would delay the construction of the Health Department's replacement buildings which is inconsistent with the County's position that the buildings need to be constructed as soon as possible.

3.37 **What is should be done to facilitate the development of the Wedge site for the private transit oriented development?** Staff continues to recommend that it proceed with the development of the Wedge Site by completing the creation of the PalmTran Transfer Station and then either; 1)

authorize the site to be included in the Transit Oriented Development District subject to the PalmTran uses and 250 parking spaces for Tri-Rail and direct Staff to participate in such discussions on behalf of the County, or 2) prepare a separate RFP to offer the property (subject to PalmTran uses and Tri-Rail parking requirements) for transit oriented private development which would incorporate the 250 parking spaces for Tri-Rail. Staff is recommending that its interest in this land be conveyed with no compensation to the County.

### **List of Maps**

Map 1	Current County Master Plan Locations
Map 2	Downtown Properties
Map 3	Government Hill Properties
Map 3A	Wedge Parcel
Map 4	Airport Center Property
Map 5	Location Map for Government Hill Alternate Properties
Map 6	Recommended Dispositions at Government Hill
Map 6A	Government Hill Property After Recommended Dispositions



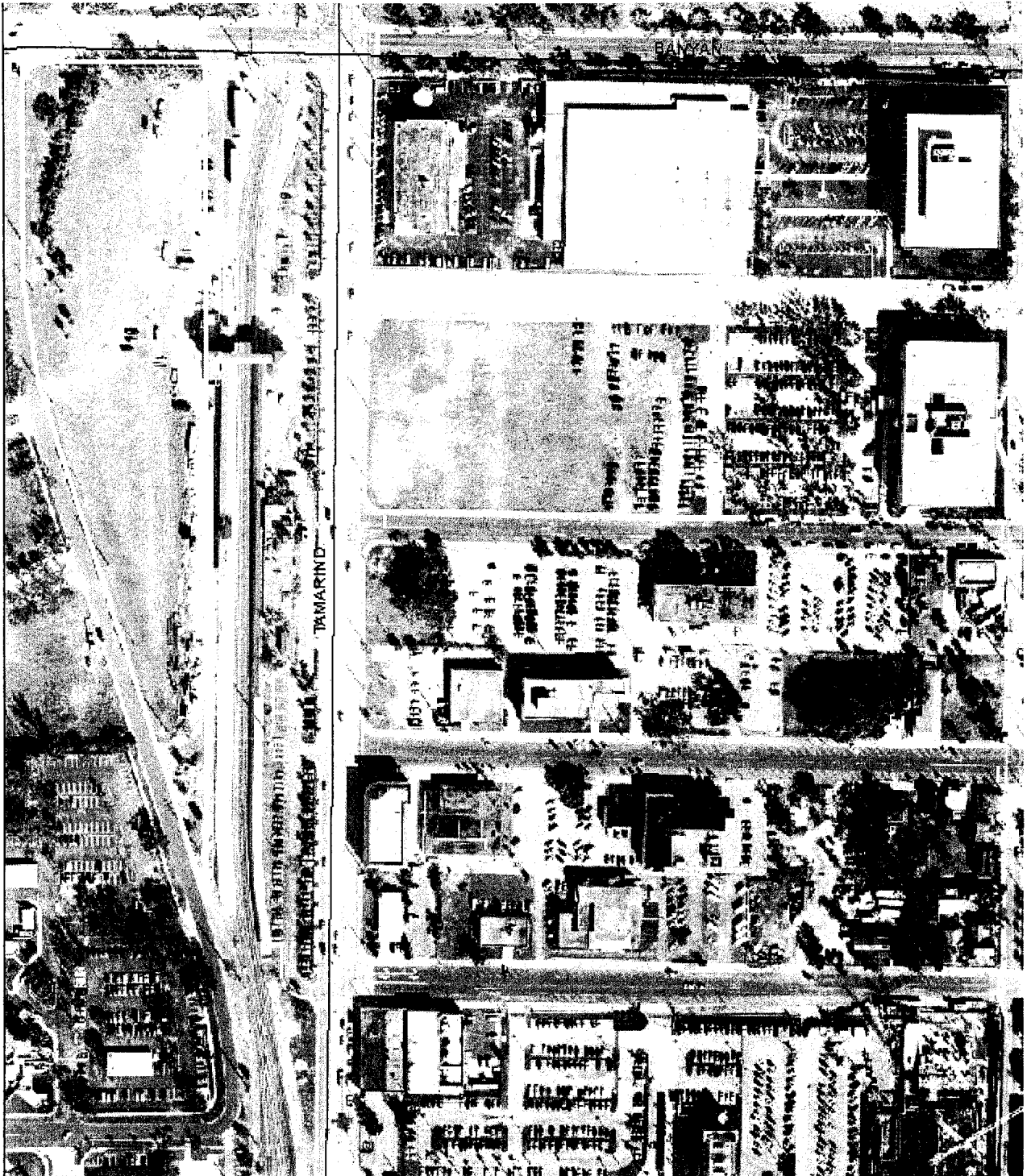
**Map 1 - Current Master Plan Locations**



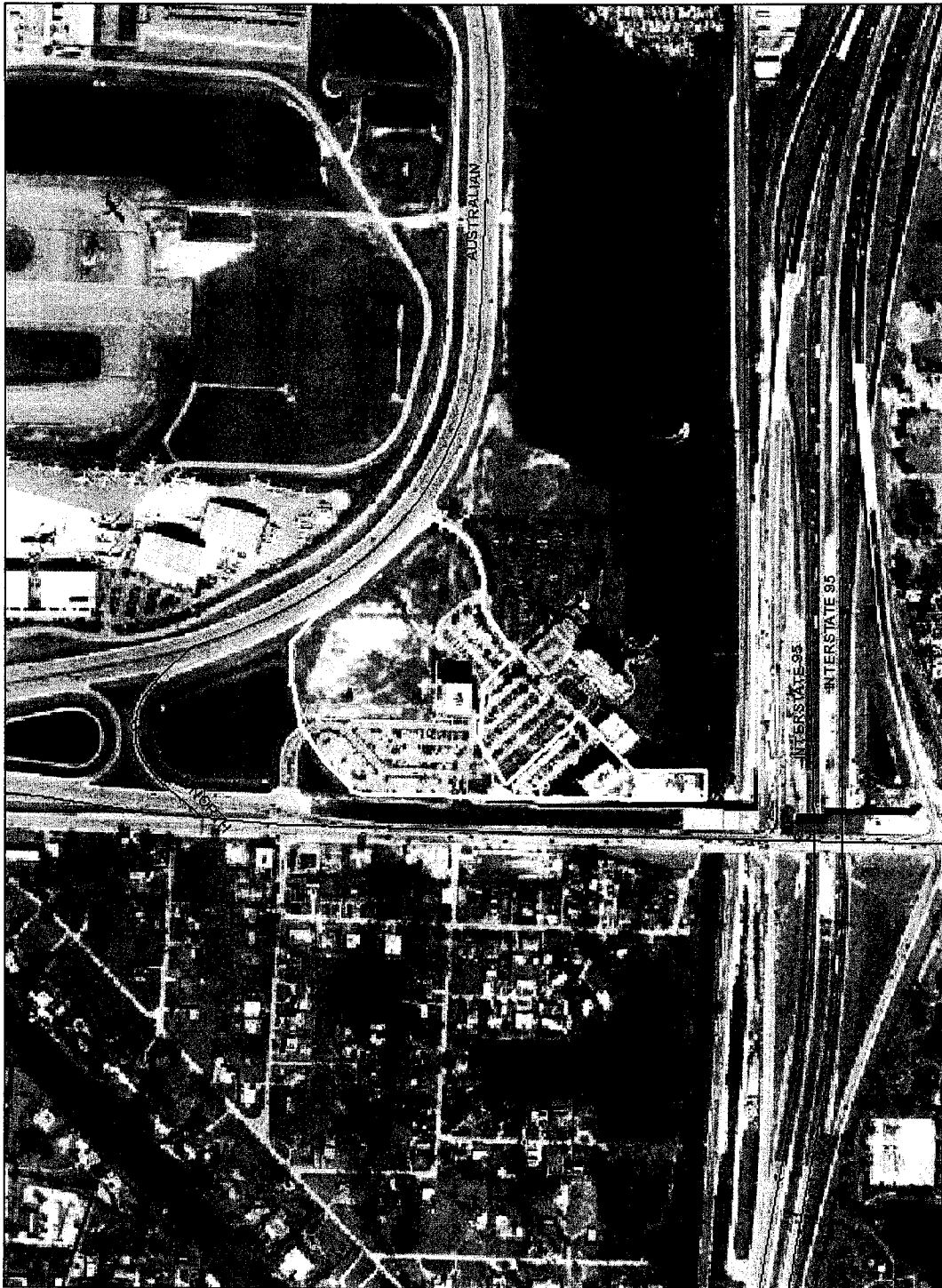
**Map 2 - Downtown Properties**



**Map 3 - Government Hill Properties**



**Map 3A - Wedge Parcel**

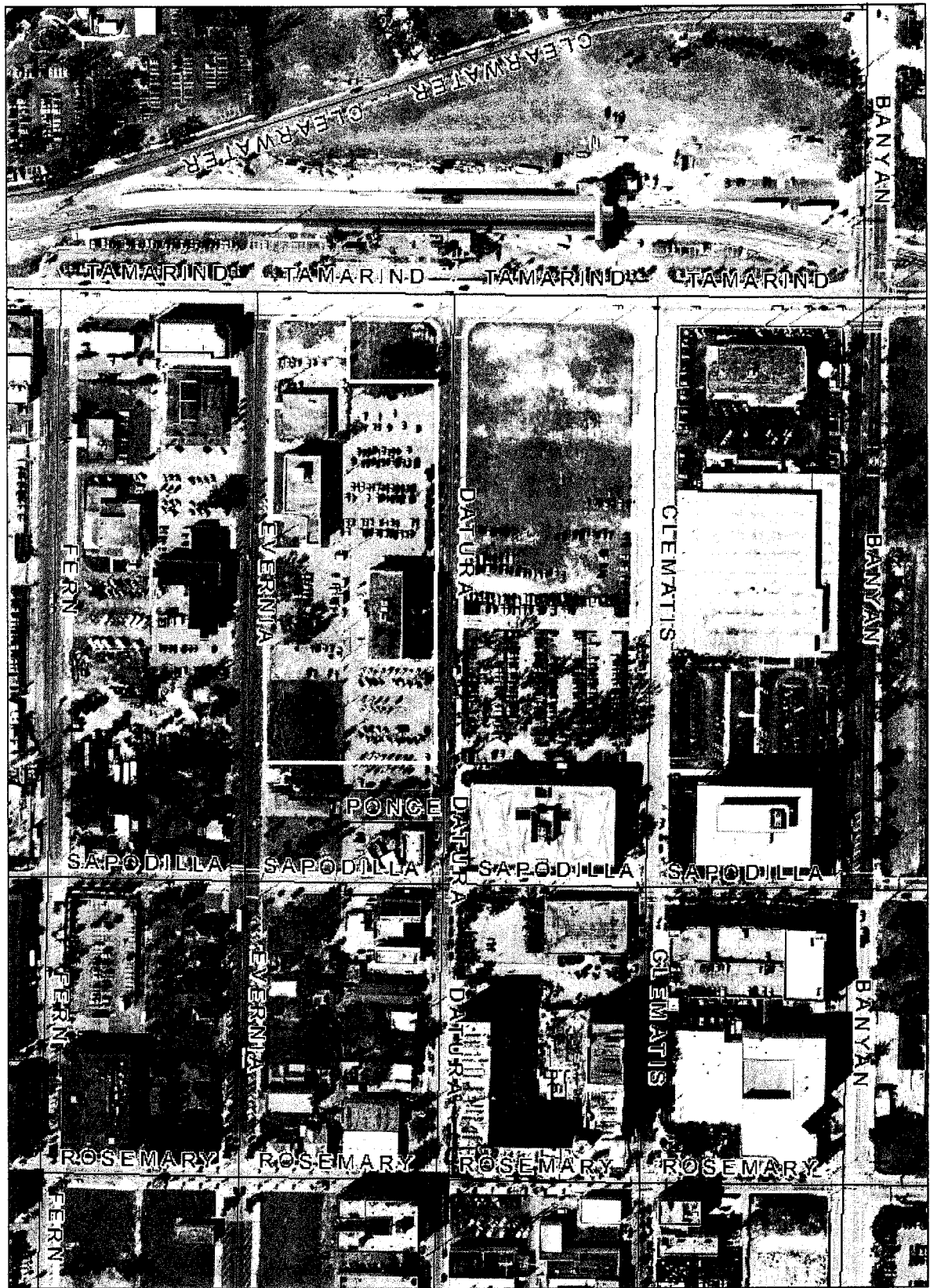


**Map 4 - Airport Center Property**



**Map 6 - Recommended Dispositions at Government Hill**





Map6A - Government Hill Property After Recommended Dispositions