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PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS

WORKSHOP SUMMARY

Meeting Date: May 19, 2020
Department: Facilities Development & Operations

I. EXECUTIVE BRIEF

Title: Supervisor of Elections (SOE) Production Facility Comparative Study

Summary: On April 16, 2019, the Board of County Commissioners (BCC) instructed staff to initiate the design of a County-owned Supervisor of Elections (SOE) Production Facility. Staff was directed, as a pre-design phase, to conduct a full programming study and site analysis to document possible efficiencies of collocating SOE's two existing facilities, the county-owned Main Office building (Gun Club Road) and the leased Production Facility (Riviera Beach), and develop options for accomplishing same on County owned property. The Comparative Study was completed in March 2020 and two design options were identified, estimated costs for both options exceed projected funding. The purpose of this workshop is to: 1) review the historic evolution of the SOE Production Facility project; 2) review the findings and recommendations of the Comparative Study; 3) request BCC's direction about proceeding with either of the two design options identified in the Comparative Study; and 4) revisit the timing for development of the facility. Supervisor Link and the results of the Comparative Study recommend a collocated facility. **(FDO Admin) (Districts 2&7/Countywide) (LDC)**

Background & Policy Issues: The Supervisor of Elections (SOE) operates out of two facilities, the Main Office which is a county-owned building located on Gun Club Road and a Production Facility out of leased space in Riviera Beach. The latter is realized by means of a sublease with Huttig Building Products (R2009-1211) which was approved by the BCC on July 21, 2009. On September 22, 2015, the Board approved a 5-year extension, with one (1) option to renew for two years (R2015-1342), which if fully exercised would extend the lease to June 21, 2023, and recommended that the County and SOE explore options to construct a County owned facility for the SOE with a targeted completion date prior to the expiration of said term. In September 2018, the BCC approved \$1,500,000 to commence the design of a County-owned SOE Production Facility at its Cherry Road site. Given that the Main Office and the new Production Facility at Cherry Road would be approximately 2 miles apart, early coordination between Staff and Supervisor Link pointed towards possible programming improvements and efficiencies resulting from collocating the two facilities. On April 16, 2019, the BCC instructed Staff to proceed with a pre-design of a County-owned Supervisor of Elections (SOE) Production Facility. **(Continued on Page 3)**

Attachments:

1. Location Map
2. Aerial Photograph
3. Comparative Study Executive Summary

Recommended By: *Samuel C. Lopez Collazo* *5/07/20*
Department Director Date
Approved By: *R. Baker* *5/13/2020*
County Administrator Date

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact:

Fiscal Years	2020	2021	2022	2023	2024
Capital Expenditures	_____	_____	_____	_____	_____
Operating Costs	_____	_____	_____	_____	_____
External Revenues	_____	_____	_____	_____	_____
Program Income (County)	_____	_____	_____	_____	_____
In-Kind Match (County)	_____	_____	_____	_____	_____
NET FISCAL IMPACT	_____	_____	_____	_____	_____
# 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 _____
Does this item include use of federal funds? Yes _____ No _____

Budget Account No: Fund _____ Dept. _____ Unit _____ Object _____


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

There is an appropriation of \$1.5M from ad valorem, remaining funds as per the County's approved 5-Year CIP were expected from revenue bonds in FY21. The fiscal impact of this item is dependent on the outcome of the workshop.

C. Departmental Fiscal Review: 

III. REVIEW COMMENTS

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

 5/8/2020
OFMB 5/8 LM
5/8

 5/11/2020
Contract Development and Control

B. Legal Sufficiency:

 5/12/20
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.):

Under the design effort, Staff was requested to first conduct a full programming study and site analysis to document possible efficiencies resulting from colocation, and to develop options for accomplishing it on County-owned property at Cherry Road (referred to as the Comparative Study)

The purpose of this workshop is to: 1) review the historic evolution of the SOE Production Facility project; 2) review the findings and recommendations of the Comparative Study; and 3) request BCC's direction about proceeding with either of the design options identified in the Comparative Study; and 4) revisit the timing for development of the facility.

COMPARATIVE STUDY

On October 8, 2019, the BCC retained Song and Associates, Inc. (SAI) to provide professional architectural/engineering design, programming, permitting and construction administration services for the SOE Production Facility project. Concurrently, the BCC approved Consultant Services Authorization (CSA) No.1, which authorized SAI to develop the Comparative Study. A copy of the Comparative Study's executive summary is included as Attachment 3. SAI engaged SOE and FDO staff in the development of the programming study and identified the driving policies that set the framework for the design options included in the Comparative Study. The driving design considerations include but are not limited to: providing flexibility for growth; right-sizing of spaces including dedicated spaces/technology for media and public observers; providing flexibility for new and/or changing technology; providing for alternate voting mechanisms such as Vote-by-Mail; accommodating transient, sustained and peak uses as they relate to the different phases of the election cycle; and ensuring adequate physical and technological security measures. The design team projected staff/operational growth over the next ten years (2030), as validated by the SOE, and then extrapolated (based on historical growth rates of the Palm Beach County population and registered voters) to provide a base program of spaces adequate as SOE's operations carry into year 2040. The SOE currently has a personnel complement of 60, which is expected to grow to 93 by year 2040.

The SOE's existing Main Office provides approximately 38,000 sq.ft of office space (out of which approximately 5,000 sq.ft. are being used for equipment storage) and the Production Facility provides 80,730 sq.ft. of warehouse/office space; the two facilities account for 114,000 sq.ft. In applying the driving policies, the design team found that the optimal base program of spaces on separated facilities would require 102,000 sq.ft. for a new Production Facility, and that the existing 38,000 sq.ft. Main Office building would require an expansion of approximately 10,000 sq.ft. This would result in 150,000 sq.ft. total building space under the separated facilities design approach. A combined facility would result in a new building of 142,000 sq.ft. as efficiencies are attained through consolidated support spaces.

Conceptual site test-fits were developed based on the program of spaces. The Cherry Road site was analyzed as the proposed location for the new construction and it was determined that the 19.54 acres of available land would be sufficient to construct either a SOE Production Facility or a combined SOE Facility, while allowing for the loading area functions and code-required daily parking needs. In order to accommodate the peak demand for temporary, part-time staff and visitors, a parking garage structure would be required under either option. The Comparative Study included an analysis of the existing uses at the site: Palm Beach County Libraries Annex (29,164 sq.ft.), Palm Beach County Sheriff (PBSO) Training Facility (32,662 sq.ft.) and the PBSO Marine Unit. The latter is located on the southwest corner of the site and includes a small garage building and outdoor vehicle/boat storage area encompassing approximately one acre. Due to the nature of the

PBSO Marine function and its current location along the Cherry Road frontage, the design team determined that it would not be practical for it to remain with the construction of a SOE facility. Construction activities would be greatly impeded and the site area required for the new SOE would be constrained. In both scenarios, the construction of the SOE Facility would have to take into account the existing Marine Unit and the timing of its new facility so that a temporary Marine Unit Facility is not required.

A. TWO FACILITIES MODEL – RENOVATION/EXPANSION OF EXISTING FACILITY AT GUN CLUB AND CONSTRUCT NEW PRODUCTION FACILITY AT CHERRY ROAD

The Two Facilities Model option calls for renovating and expanding the Main Office at Gun Club Road and constructing a new Production Facility at the Cherry Road site, results in 150,000 sq.ft. of space and carries an estimated construction cost of \$54,052,055 inclusive of all construction and soft costs for the building and structured parking.

The Two Facilities Model requires that a new building be constructed for PBSO Marine Unit at an estimated cost of \$2,732,994.

B. COLLOCATED MODEL AT CHERRY ROAD – CONSTRUCT NEW FACILITY FOR OFFICE AND PRODUCTION OPERATIONS

The Collocated Model option calls for building new office and warehouse space at the Cherry Road site, results in 142,000 sq.ft. of space and carries an estimated construction cost of \$55,613,250 inclusive of all construction and soft costs for the building and structured parking.

A Collocated Model would: 1) require that a new building be constructed for PBSO Marine Unit; and 2) leave the roughly existing 38,000 sq.ft. existing SOE facility at Gun Club to be re-purposed for another user.

The Collocated Model also requires that a new building be constructed for PBSO Marine Unit at an estimated cost of \$2,732,994.

Design driving policies, site analysis, operational efficiencies and estimated costs considered, the Comparative Study recommends that the County pursue collocated facilities.

Supervisor Link has expressed a preference for the collocated option.

Comparison of SOE Options

	Prior & 2020	FY 2021	FY 2022	Total
Two Facilities Model	\$1,500,000	\$5,000,000	\$47,552,055	\$54,052,055
Collocated Model	\$1,500,000	\$5,000,000	\$49,113,250	\$55,613,250

Note:
-No escalation factor is included, assumes project will move forward.

C. ADDENDUM -EVOLVING APPROACH TO ELECTIONS

Two concurrent conditions took place as the Comparative Study was being finalized; the SOE was concluding the presidential primary effort and the coronavirus pandemic (COVID19) resulted in local, state and federal state of emergency declarations. The SOE

implemented new voting equipment during the presidential primary effort, lessons learned from that process point to the need of additional temporary workers and storage space. Similarly, the way our society conducts business was significantly impacted by the COVID19 emergency, electoral processes included. Supervisor Link brought to Staff's attention that because of the emergency there was a higher possibility of Vote-by-Mail processes increasing and its impact should be considered in the Comparative Study analysis effort. Both conditions combined point to the reality of evolving conditions in the electoral process. Vote-by-Mail processes are equipment and space intensive therefore; SAI was requested to provide a supplement to the Comparative Study analyzing the impacts of further increasing Vote-by-Mail capabilities. It was determined that under the separated facilities option, the Production Facility would need to grow by 15,300 sq.ft. at an estimated additional construction cost of \$5,260,000. Under the collocated facilities option, the building footprint would need to increase by 10,000 sq.ft. at an estimated additional construction cost of \$4,220,000. Uncertainty remains about the future of an all-mail ballot election therefore; these costs are presented as a supplement to the Comparative Study and not included as part of the recommendation to be pursued.

SCHEDULE CHALLENGES FOR SOE PROJECT

The development of the Comparative Study extended beyond the original schedule resulting in a five-month delay. Budgetary considerations set aside, completion of the design and construction phase for either option in a manner that ensures move-in before the expiration of the Sublease and meets the optimal window as a function of the election cycle (i.e. January prior to or January subsequent to a mid-year election) seems unlikely. As a result, another two-year extension to the Sublease (in addition to exercising the remaining renewal option) will be required for the continued operation of the Production Facility at the Riviera Beach location while the design and construction efforts are repositioned to meet the election cycle optimal move-in window.

The new timetable would be:

Commence Design & Permit	January 2022
Commence Construction	August 2023
Complete Construction	November 2024
Move In	January 2025

The following table shows the additional financial impact because of the schedule postponement.

Additional Financial Impact of Two-Year Delay

	Prior & 2023	FY 2024	FY 2025	Total
Additional Modifications ^a	\$500,000			\$500,000
Additional Rent	\$195,586 ^b	\$782,346 ^c	\$604,362 ^d	\$1,562,294

- Notes:
- a. Modifications needed to provide for continuity of operations until project completion (i.e. storage space, restrooms, code compliance, etc.)
 - b. Assumes 3% escalation for July-September 2023.
 - c. Assumes 3% annual escalation.
 - d. Assumes 3% annual escalation and term ending on June 2025.

FUNDING CHALLENGES FOR SOE PROJECT

Current and projected funding for the new SOE Production Facility totals \$20,000,000 resulting from \$1,500,000 of ad valorem funds assigned in FY19 and a programmed allocation of \$18,500,000 in FY21 from a 20-year revenue bond. Those estimates were based on the construction of Production Facility only in equivalent square footage to the existing. In addition, The project as currently budgeted had minimum budget impact as the estimated debt service payments for the revenue bond were roughly equal to the annual lease payments that are already factored into the ad valorem base budget.

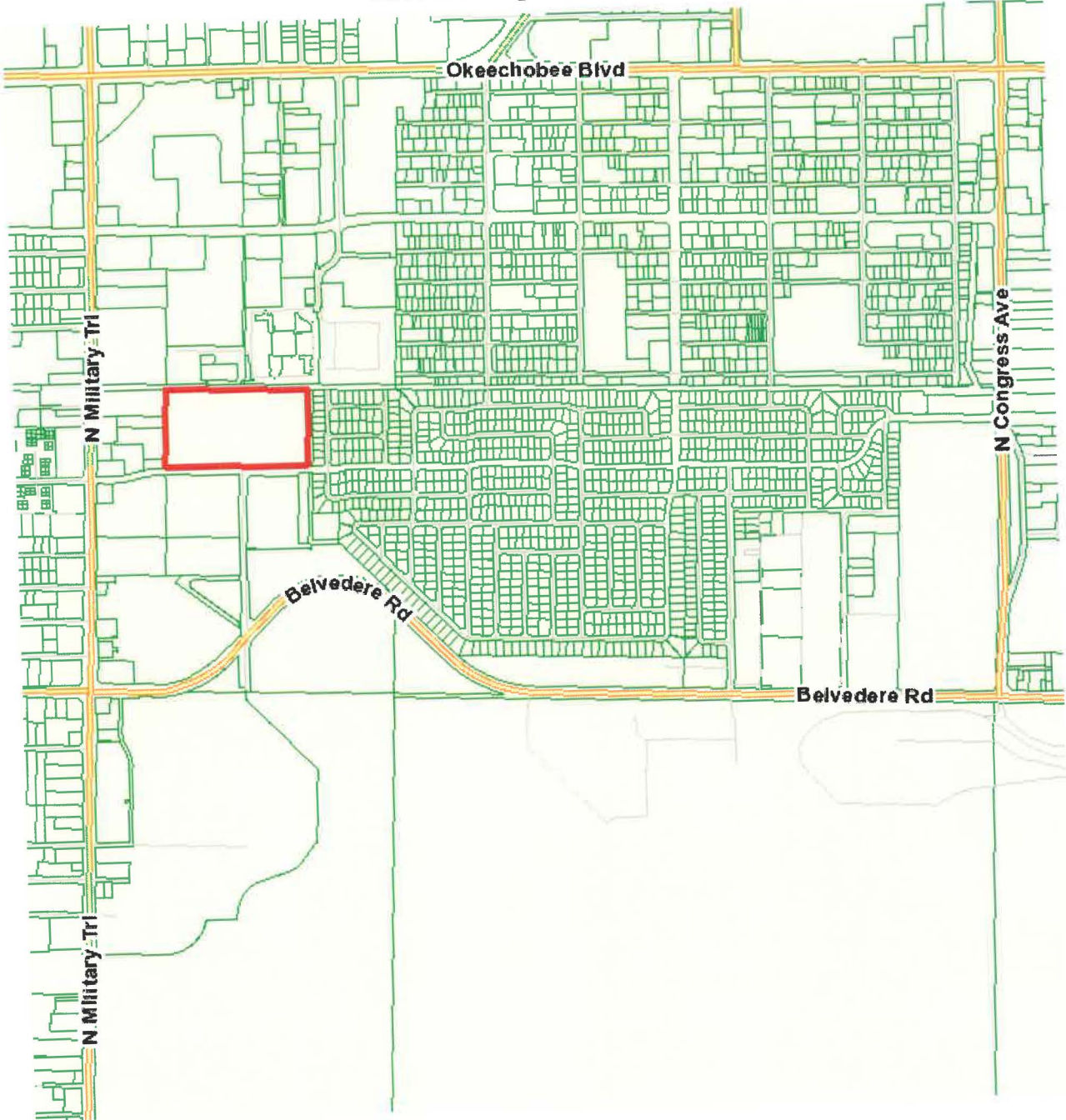
Previous budget projections didn't assume: 1) the additional programming of approximately 40,000 sq.ft. identified through the Comparative Study, nor 2) a collocated facility. Neither option can be pursued with the existing funding allocation. In addition, regardless of the option selected, funding needs to be allocated for a new Marine Unit Facility.

Inserting a new budgetary requirement of this magnitude would have been very difficult in FY 21-22 due to the indirect stress that the impact of COVID-19 will have on ad valorem resources. However, since the delayed schedule for the facility pushes the project back, the timing of the financial impact is also delayed.

The Collocated Model is \$1,561,195 more expensive than the Two Facilities Model but provides the added efficiency of centralized SOE operations and frees up approximately 38,000 sq.ft. of County-owned space at the Gun Club location that could be used to accommodate other county operations. All considered the Collocated Model provides for a better long-term approach.

ATTACHMENT 1

Location Map



ATTACHMENT 2

Aerial Photograph

Cherry Road Site



ATTACHMENT 3

Comparative Report Executive Summary



Palm Beach County

Supervisor of Elections Facility

Programming Document

Final Report

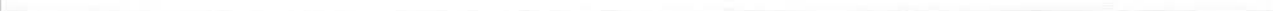
March 19, 2020

with Supplement, May 4, 2020

(Revisions May 6, 2020)

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Song + Associates, Inc.



ACKNOWLEDGEMENTS

We extend our appreciation to the County of Palm Beach for commissioning this study. The Song + Associates team would like to recognize the Supervisor of Elections, the Supervisor of Elections staff, the Facilities Development & Operations Department of Palm Beach County, and all the stakeholders who provided their invaluable professional input, support, and guidance needed to create the programming for the new Supervisor of Elections facility.

Supervisor of Elections

- Wendy Sartory-Link, Supervisor of Elections
- Sean Williams, Director of Elections
- Hector Lugo, Voting Systems Manager
- Kim Raynor
- Walter Pagan
- Rashard Roger

Palm Beach County

- Audrey Wolf, Facilities Development & Operations Director
- Isami Ayala-Collazo, Deputy Director at Facilities Development & Operations
- Rosalyn Acosta, Capital Improvements Division & PM
- Fernando Deldago, Capital Improvements Division
- Brian Elam
- Federico Dubois

Palm Beach County Board of County Commissioners

- Dave Kerner, District 3 Mayor
- Robert Weinroth, District 4 Vice Mayor
- Hal Valeche, District 1
- Gregg Weiss, District 2
- Mary Lou Berger, District 5
- Melissa McKinlay, District 6
- Mack Bernard, District 7

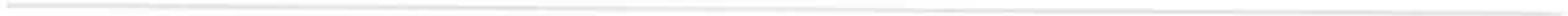


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Song + Associates, Inc.

1 Executive Summary

Palm Beach County Supervisor of Elections - Program and Conceptual Design Comparative Study

EXECUTIVE SUMMARY**THE PROJECT**

The Supervisor of Elections of Palm Beach County is responsible for overseeing Federal, State, County and municipal elections serving the 971,053 registered voters in the County today. As the population of the County continues to expand and election requirements change, the physical and functional space needs of the Supervisor of Elections changes. Currently, the agency has a main office, three branch offices and the Production Facility.

The Main Office is located at Gun Club Road and Military Trail in a County-owned facility originally constructed in 2001. This one-story structure of approximately 38,000 sf was designed to accommodate the administration, processing and warehouse needs of the Supervisor. Since that time and as a result of changes in voting processes, there has been a significant increase in both vote-by-mail and early voting.

In 2009, the County entered into a sublease for approximately 76,000 square feet of warehouse and office space for the current Supervisor of Elections Production Facility. Aside from the immediate need for a production facility, the most critical factors at the time were preserving flexibility for growth, providing space for new and/or changing technology, and specifically leasing a large open space that could be reconfigured in the future as equipment and other needs changed. While the leased space was responsive to the need for a large open space, it did not consider, and as a result did not have the flexibility to accommodate the impacts of: 1) a significant increase in the number of Vote-by-Mail ballots; 2) the needs of the volume of persons present at the facility during peak usage periods (parking, restrooms, support spaces); and 3) dedicated spaces and technology for media and public observers.

In 2019, new voting equipment was purchased for the Supervisor of Elections production to ensure the latest technology would be in use and achieve parity with Florida's other counties. The current Production Facility has been adapted to accommodate this equipment to serve the 2020 election cycle. However, the space is not ideal for election processes. The available space is insufficient for the ongoing equipment maintenance requirements to be carried out efficiently. The Production Facility also lacks proper support spaces for staff and visitors such as restrooms. The facility will not accommodate further growth.

The design of a new facility must consider the ability to make modifications easily within a reasonable cost and time frame, as the needs change within a calendar year. From early voting to election day to recount periods to future equipment needs, the new facility's design must address the range of use and occupants. It is possible that election equipment could change multiple times in the life of the facility because of technological advancements. Shifts in voter trends toward a greater percentage of voting by mail is expected to continue and requires expansion of processing and office work areas. The future production facility must be designed according to the projected, future voter demand.

The comprehensive and infrastructure-focused planning and design of a County-owned facility will allow many of the challenges mentioned above to be addressed. Adaptability is difficult to accomplish in a leased facility, where modifications are costly to an existing building and it is unlikely that rent credits will be available for improvements that cannot be used by other future tenants. As such, there is no residual value to any modification made.

In a new facility, technology can be incorporated into the design, which would accommodate growing needs of the Palm Beach County Supervisor of Elections: additional space for the observation of tabulation by visitors and press, a secured and transparent room for the canvassing board, support space for facility operations to better manage the additional persons that come to the facility during voting and recount periods.

Moreover, a customized design can incorporate physical security measures and technology to reduce the number of law enforcement and operational personnel that have to be dedicated to managing the number of persons visiting the facility during voting and recount periods.

It is the opinion of Supervisor Link and her staff that significant program improvements and efficiencies would be realized if the Main Office and Production Facility were co-located. As such, this study and resulting programming statement seeks to define the physical and functional needs of the Supervisor of Elections and outline the advantages and constraints of separated versus combined facilities.

THIS DOCUMENT

This document was developed as an effort on the part of the Song + Associates Design Team in conjunction with the Supervisor of Elections, Director of Elections and their staff, as well as with Palm Beach County Facilities Development & Operations staff to:

- Provide a detailed description of the roles and services of the main components of the Supervisor of Elections Office and the facilities needed to accommodate them.
- Provide analysis of the advantages and constraints of separated versus combined facilities and the budget and schedule impacts of those options.
- Provide an understanding of the activities required by each of the facilities main components to inform the functional criteria which the design and construction team's will synthesize.

BACKGROUND

On June 9, 2019, Palm Beach County issued a Request For Qualifications (RFQ # 19216) entitled Design Professional Consulting Services for Supervisor of Elections Production Facility. Palm Beach County required sealed proposals to be submitted by July 16, 2019. Following interviews held on September 6, 2019, Song + Associates team was awarded the project.

Notice to proceed was given in early November, at which time the Song team began the Programming and Comparative Study Phase. Meeting agendas and minutes can be found in the Appendix section of this report.

PROJECT SCOPE

The Programming and Comparative Study phase includes a full programming study and site analysis to document the functional needs, develop options for accomplishing same on County-owned property, and compare a co-located option against the current option which has the Main Office and the Production Facility remaining on properties approximately two miles apart. The study will be evaluated by the County in order to determine the most appropriate solution to be implemented and the ultimate scope of the facility to be designed.

The County has identified the potential site for the proposed new facility on County-owned land located on Cherry Road, east of Military Trail. The site currently includes three other county facilities: an existing one-story warehouse building serving as an annex for the Palm Beach County's library system, a former school gymnasium building serving the Sheriff's office for training, and the Sheriff Marine Unit.

The programmatic study defines the physical and functional space needs. The program considers the type and size of space, adjacency relationships between functions, support spaces required and access points for staff, visitors, loading and delivery. Growth projections were assessed at two 10-year milestones: 2030 and 2040.

This program scope includes the following anticipated elements:

- Administration offices, including a customer service public lobby area
- Poll Worker offices, including multi-purpose rooms for training + other uses
- Call Center
- Vote-by-Mail offices and Processing Areas, including spaces for canvassing activities
- Information Technology, including central data server room
- Voting Equipment Center, including staff areas
- Retention Record Storage
- Receiving, Loading and Staging areas, including exterior dock area

PROCESS

The programming of the Supervisor of Elections Facility is considered Phase IA of this project. This phase began with discussions with the Supervisor of Elections’ staff and County FD+O staff to identify goals and understand operational processes.

Song + Associates, over the course of three weeks, conducted interviews with directors and staff of the Supervisor’s office. The interviews defined the functional and space needs of the user groups: size and type of work space, meeting and multi-purpose rooms, equipment and process areas, storage, and technology. The interaction and relationship between user groups was also examined to determine proximity within a combined facility or separated facilities. The interviews were followed by tours and assessment of the existing spaces to validate the current functions and equipment areas.

The program draft was developed and reviewed with FD+O staff and adjusted to align with County Space Standards. The updated program was verified with SOE staff and used in the development of site test fits and conceptual project approach options (Phase IB).

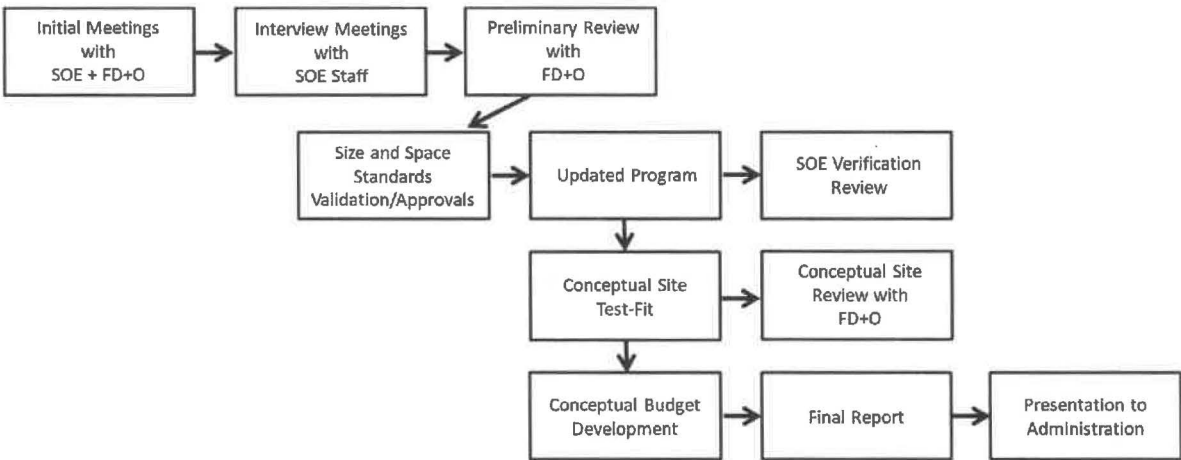
Song + Associates also requested and received information about the Library Annex and PBSO Training Building located on the Cherry Road site to gain an understanding of the functional needs of those facilities. Detailed programming meetings have not been conducted with those groups. For the purposes of determining site usage, their existing size and current number of parking spaces was used without growth assumptions.

Through a separate project effort, Song + Associates received programming data from FD+O staff projecting the needs of the Marine Unit currently located on the Cherry Road site. This information was used to determine the project requirements and cost impact of a new Marine Unit on the Cherry Road site or other location. The site test fit illustrated that it is not recommended for the Marine Unit to remain in its current location after the new SOE facility is constructed.

The program, functional needs, and conceptual site options were used as a basis for development of conceptual project budget estimates. This data was developed with input from the engineering consultants and construction manager team and is included within this final report.

The following flow chart shows the consolidated programming process used in the development of this study for the main components of the project.

PROCESS FLOW CHART



EXECUTIVE SUMMARY

As stated earlier, this study and resulting programming statement seeks to define the physical and functional needs of the Supervisor of Elections and outline the advantages and constraints of separated versus combined facilities.

Phase 1A Programmatic Study Results

The programmatic study defines the physical and functional space needs of the Supervisor of Elections. The program considers the type and size of space, adjacency relationships between functions, support spaces required and access points for staff, visitors, loading and delivery.

Growth:

Growth projections were determined in two ways. First, the program interviews with SOE staff verified the current number of employees and their roles and brought to light any known deficiencies in the number of staff at the present time. Staff projection for growth over the next ten years (to 2030) was verified by SOE staff to address the anticipated changes in the near future. Throughout the interview process, the SOE department leaders considered the new technology, restructuring and reorganization that may be needed to better align services with election needs and accommodate growth within the County through the next twenty years.

Space needs over the next ten years (through 2030) were based on these staff numbers as well as the anticipated increase in voting equipment. In addition to County population growth, trends in voter preference have shown significant increase in pre-voting through Vote-by-Mail and Early Voting. The Vote-by-Mail processes increase the amount of equipment including the very large sorter and inserters used for outgoing and incoming ballots. While ballots cast at a precinct are submitted through a scanner and immediately tabulated at the precinct location, vote-by-mail ballots must be opened and verified by staff, then run through both tabulating and auditing machines. Any irregularities must be scrutinized by the canvassing board since the voter is not present at the time of tabulation. As a result, the increase in mailed ballots requires expanded equipment areas as well as the needs for additional full-time and temporary staff.

The proposed new construction is expected to be completed and placed into service in 2023, already 3 years into the 10-year growth projection. A further analysis of growth through year 2040 was interpolated based on historical growth rates of Palm Beach County population and increase of the number of registered voters. To benchmark against the Palm Beach County Supervisor of Elections’ proposed space program, information about existing Supervisor of Election facilities throughout the State were researched: size, age of facility, and number of registered voters.

The functional program for each of the main components of the proposed facilities are detailed in Section 4B of this document and have been summarized in the following chart:

PROGRAM SUMMARY

	Employees		Space Needs		
Function	Current Staff	Programmed Staff (2040)	Current Utilized Space	Programmed Separated Facilities (2040)	Programmed Combined Facilities (2040)
Administration	38	59	33,270	48,000	37,000
Production	22	35	80,730	102,000	94,000
Common/Support Spaces					11,000
Proposed Building(s) Total	60	93	114,000	150,000	142,000

EXECUTIVE SUMMARY, CONT'D

For separated facilities, the space needs analysis indicates a new Production Facility of 102,000 square feet. The existing 38,000 square feet, Admin. Center building would require remodeling as well as an expansion of approximately 10,000 square feet to accommodate the administrative functions. This will result in a total of 150,000 square feet of building space.

A combined facility gains space efficiency through consolidated support spaces and would require a new building of 142,000 square feet.

Space Utilization + Peak-Demand Occupancy

The functions and activities of an Elections office transition to different operational modes throughout the year. In addition to full-time staff, the various functions require temporary workers to assist. The number of workers as well as public visitors swells the building occupancy significantly throughout each month. As such, the building program and eventual design must consider support spaces - such as multi-purpose spaces, lobbies and restrooms - as well as related impacts to parking and site elements. We have carefully studied the time frames for highest and lowest building occupancy which is detailed within this report.

These various operational modes include, but are not limited to:

- Voter Registration
- Candidate Qualifying and Training
- Petitions
- Poll Worker Training (90 days prior to each election)
- Vote-by-Mail (60 days prior to election day)
- Early Voting (14 days prior to election day)
- Election Day, including Canvassing
- Recount (10 days after election day)
- Run-off Elections

These activities also vary in intensity between general election years (even numbered years), presidential general election years (every 4 years), and non-general election years, where elections are limited to municipalities. It should also be noted that special elections may be held at any time, and the SOE must be ready to mobilize with short notice.

The detailed analysis of building peak-demand usage is included in this report. In summary, it shows consistent space utilization and demand for multi-purpose spaces. Some low-usage time periods of one to two months will occur especially in non-general election years and may allow for use of the multi-purpose rooms by other County agencies. The adjacency diagrams and site concepts propose positioning of the multi-purpose spaces and their supporting lobbies and public restrooms in such a way as to have external access and maintain secure separation from other SOE spaces and functions. This separation would allow the multi-purpose spaces to be converted to polling locations during election time or used by other agencies.

Peak-demand building occupancy expectations also have a significant impact on the amount of parking at the facilities. The time periods of high-occupancy throughout the year are best accommodated through permanent surface or structured parking facilities. Some stabilized grade, unpaved parking areas, may be considered but are difficult to maintain over time. For the purposes of this study and for accurate comparisons between combined versus separated facility options, paved and/or structured parking is considered to meet the full peak-demand number.

EXECUTIVE
SUMMARY, CONT'D

Conceptual Site Test-fit

The Cherry Road site was analyzed as the proposed location for the new construction. The site having a connection to Belvedere Road and Country Club Road has good access for delivery functions. The site encompasses 19.54 acres with sufficient vacant area to construct either a SOE Production Facility alone or a combined SOE Facility.



Site Considerations

The Cherry Road site is located in close proximity to Palm Beach International Airport, which makes the site in direct alignment with the cross-wind runway. We have reviewed this proposed site with the PBC Department of Airports for preliminary, conceptual discussion of the requirements. We have included the detail of requirements in a later section of this report. In summary, the location requires the following considerations:

- Height of buildings and other structures including roof-mounted equipment is limited to 42 feet in some portions of the site up to a maximum 55' near the north property line.
- Review by the FAA is required and may take 90 to 120 days for approval. This review will occur concurrent with the site approval process by other agencies after the Schematic Design phase.
- Wet retention ponds and certain types of vegetation are prohibited, to discourage wildlife. These requirements are not expected to require a variance with any agencies.
- Proposed areas of glass on the building facade may require a glare study.
- Height limitations and notice requirements to the FAA apply to construction cranes and communication antennae.
- Enhanced acoustical treatments will be required on building openings and materials to mitigate acoustic concerns from planes.

A detailed evaluation of storm water drainage design for the site has not yet been performed; however, we have been advised that the site is subject to retaining rainwater. Since wet retention ponds are prohibited by the Department of Airports as mentioned above, this will need to be addressed through a raised finish floor height and site grading with fill. Alternative underground storm water systems may be required.

EXECUTIVE
SUMMARY, CONT'D



Other On-Site Uses

The County has identified the potential site for the proposed new facility on County-owned land located on Cherry Road, east of Military Trail. The site currently includes three other county facilities: an existing one-story warehouse building of 29,164 sf serving as an annex for the Palm Beach County's library system, a former school gymnasium building of approximately 32,662 square feet located near the south east corner of the site serving the Sheriff's office for training, and the Sheriff Marine Unit on the south west corner of the site. The Marine building includes a small garage building and outdoor vehicle/boat storage area encompassing approximately one acre. The Library Annex includes 64 dedicated parking spaces near the north property boundary, whereas 246 parking spaces are dedicated to the Sheriff's use.

Due to the nature of the Marine function and its current location along the Cherry Road frontage, it would not be practical for it to remain after the Supervisor of Elections facility is constructed. The public access and front facade of the new SOE would be beyond the Marine Unit area and would not manifest an appropriate civic presence.

One approach to the conceptual site options considers constructing a new Marine Unit building in another area of the Cherry Road site and constructing a new SOE facility to house the Production facility only (separated facilities). In another option considering a new combined SOE facility on the Cherry Road site, the Marine Unit would need to be relocated to a new facility at another location.

EXECUTIVE
SUMMARY, CONT'D

Parking
The available land area on the Cherry Road site is of sufficient size to accommodate either a Production Facility or a combined SOE Facility and allow for the loading area functions and code-required, daily parking needs. Parking to accommodate the additional demand for temporary, part-time staff and visitors would require a parking garage structure if a combined facility was constructed. The parking requirements are discussed in further detail in section 4D and Section 5 of this report.

Separated vs Combined Facilities
This study is intended to identify the numerous factors that must be considered for the decision to build either a Production Facility or a consolidated, combined facility for the Supervisor of Elections on the Cherry Rd. site. Section 5 of this report - Comparative Study examines and details the advantages, opportunities and constraints of each of the options for design approach. The elements to be considered that are discussed in Section 5 include:

- Operational Efficiency**
- Staff travel time and interruptions.
 - Transporting of equipment.
 - Ease of compliance with elections security requirements.

- Lifecycle and Energy Efficiency**
- Consolidated equipment usage impacts on energy efficiency
 - Maintenance requirements and costs.

Redundancy
Separated facilities provide an opportunity for redundancy of server infrastructure and alternate space for operations in the event one facility is damaged or requires shut-down for an extended time frame.

Opportunities for Other Agencies
A combined facility makes available the existing 38,000 square feet building of the current Administration Center for re-purposing for other County agencies.

Continuity through Construction
Separated Facilities requires not only new construction but also remodeling and expansion of the existing Admin. Center building. The extent of this work would require either a long phased construction process or, relocation of the SOE into temporary space elsewhere. A combined facility allows for continuous operations in the two current facilities and therefore a faster construction period.

Conceptual Budget Estimate

Based on the Program Analysis and Conceptual Site Approach options, the Song + Associates design team and the Kast Construction CM team developed preliminary conceptual level budget estimates for both separated and combined facilities. The budget includes not only construction cost but also anticipated project cost, including owner soft costs: furniture, fixtures, equipment, professional fees, and approval permitting costs. Owner contingency was also applied.

The conceptual project budget includes both the new construction and remodeling and expansion of the existing Administration Building. Parking to accommodate the peak-usage for the facilities is outlined in the cost breakdown.

Other opportunities for identified County projects are discussed in Section 5 to provide a holistic planning tool for the County for informed decision-making. These projects include the Marine Unit, Sheriff Substation and Explosive Ordinance Disposal Unit which may be accommodated if a combined facility is constructed which would vacate and make available the existing SOE Administration building.

When all of these aspects are included, the comparison of separated vs combined facilities evinces very similar costs. The detailed cost breakdown is included in Section 5 of this report but also summarized below:

Conceptual Project Cost Summary		Separated Facilities				Combined Facility - Cherry Road			
		cost/sf	sf		Total	cost/sf	sf		Total
New Building SOE Construction Cost		\$214	102,000		21,828,000	\$211	142,000		29,962,000
Existing Admin Building Renovation		\$140	38,000	5,320,000	8,346,690				
Existing Admin Building Reroof		\$25	38,000	950,000					
Existing Admin Building Expansion		\$210	9,889	2,076,690					
Construction Cost Subtotal					30,174,690	29,962,000			
Soft Cost (35%)		All owner cost including but not limited to furniture, fixtures, equipment (not including voting equipment), professional fees, permit + agency fees, surveys, geotechnical, enviromental reports.			10,561,142	10,486,700			
Contingency (10%)					4,073,583	4,044,870			
Temp/swing space for SOE Admin		Cost of space for duration of remodeling, relocation cost, temporary FFE, etc. to be determined by PBC			TBD	Not Required			
Base Project Cost Total					44,809,415	44,493,570			

Cost Summary of Additional Parking for Peak Demand

Additional Parking for Peak Demand	cost/sp	spaces		Total	cost/sp	spaces		Total
Surface Parking for Peak Demand	\$6,000	102	at Production	612,000				
Structured Parking for Peak Demand	\$18,000	355	at Admin.	6,390,000	\$18,000	468	Garage	8,424,000
Parking Construction Cost Subtotal				7,002,000				8,424,000
Soft Cost on Parking (20%)	All owner cost including but not limited to equipment, professional fees, permit + agency fees, surveys, geotechnical, enviromental reports.			1,400,400				1,684,800
Contingency (10%)				840,240				1,010,880
Peak Demand Parking Cost Total				9,242,640				11,119,680
Project Cost Total				54,052,055				55,613,250

KEY CONCEPTS

There are several key concepts that were identified through the course of planning that impact all elements of the functional program development and should be applied through all phases of design and construction.

Accessibility

A clearly identifiable, main entry for public access to the facility should be provided. It should be welcoming and convenient, while still providing security control to ensure the safety of SOE staff and the protection of the elections process.

Flexibility

Flexibility concepts (i.e., adjustable workstations and multi-purpose spaces) should be incorporated in the building(s) design, in order to support the long-term functionality of the facility and adapt to future changes in technology, voting equipment, and processes.

Sustainability

The County's goal with all public projects is to achieve a highly efficient building with material and product selections that are sensitive to the environment and provide a healthy atmosphere for the occupants throughout the life of the building. The facility will be designed within project budget to meet the highest standards of sustainability, occupant wellness, and energy-efficiency required by the building codes.

The decision to obtain certification of the facility through the USGBC or other agency will be made later in the process, but the requirements of certification will be used as a checklist throughout the design process.

Transparency + Trust

The facility should evoke a sense of transparency of the process, accommodating public access to view and understand the election system. Most importantly, a finished building of quality and durability should transpire to inspire the trust of Palm Beach County voters in County leadership and election services.