

2:00 PM

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

**Meeting Date:** June 23, 2020

**Department:** Facilities Development & Operations

**I. EXECUTIVE BRIEF**

**Title:** South County Administrative Complex Master Plan/Redevelopment

**Summary:** The South County Administrative Complex (Complex) consists of approximately 28 acres of County-owned real property located 1,000 feet south of West Atlantic Avenue on the east side of Congress Avenue in the City of Delray Beach (City). The underlying land was acquired from various parties and the structures were either existing at the time of purchase, constructed between 1968 to 1972, or added in the early 1990s. The property was developed without the benefit of an overall master plan that would have served as a guide for the expansion of buildings as necessary, a more efficient use of the land, and a more compact urban form of development. In 2006, the County and the City jointly funded a redevelopment plan for the existing and known future County uses with goals of replacing most buildings with new, in a form that enhanced the City's vision for Congress Avenue corridor, made access to transit easier, and resulted in about 5 acres of land that could be made surplus for transit oriented development and residential uses. The recession stopped the redevelopment from proceeding and the County's needs have also changed and grown (most notably the addition of driver's license services by the Tax Collector), requiring an update to the plan. Staff has updated the plan to reflect the County's current and projected future needs. While the amount of surplus property is now expected to be approximately 4 acres upon completion of all redevelopment, and is no longer consolidated into a contiguous land area, the plan still accomplishes some of the original objectives contemplated by the County and the City. The Master Plan will be a great tool for the County against which to evaluate currently unforeseen funding and planning opportunities and proposals in real time. **Staff is seeking the BCC's approval of the updated master plan.** The total projected cost to redevelop the Complex is \$52,000,000, but no such funding is included in the 5 Year CIP or identified for IST funding. Instead, \$6,000,000 was included in the Board approved IST Project Plan for deferred renewal/replacement (R/R) projects as the buildings have been continuously occupied with only few material renovations over the 40+ years and much of the Complex is approaching or has reached the end of its useful life and is desperately in need of certain R/R projects to be able to effectively maintain the Complex in a safe and healthy operating condition. **Staff is seeking the BCC's confirmation of: 1) moving forward with only those R/R projects determined to be essential to continuity of safe and healthy operations from the \$6,000,000 allocation in the IST Project Plan and 2) defer efforts toward redevelopment of the site to a future date when appropriate time and funding can be committed. FDO Admin (Districts 4, 5, and 7/District 7) MJ**

**Background & Policy Issues:** Staff has brought various redevelopment concepts for the property to the Board over the years. Given the significance of this County real property holding, in recent years Staff participated extensively in the Congress Avenue Task Force that was assembled by the City to envision and plan for the future of the Congress Avenue corridor. Aside from a single 6.28-acre parcel (civic pod of the Atlantic Commons PUD, aka Tuscan) at the northeast corner of Florida's Turnpike and Atlantic Avenue that is scheduled for conveyance to the County, the Complex is the only County-owned real property located south of Lantana Road and lying between Florida's Turnpike to the west and the ocean to the east having any significant development/redevelopment opportunity to meet County facility needs in the south County region into the future. For that reason, and combined with the limited supply of remaining vacant land in south County, Staff has always been incredibly protective of its ownership interest in the property and approaches all opportunities for disposal, reuse and/or accomplishing County needs and objectives on the property with extreme caution.

Continued on Page 3

**Attachments:**

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

**Recommended By:** \_\_\_\_\_

*Annex Wong*  
Department Director

6/8/2020  
Date

**Approved By:** \_\_\_\_\_

*J. Baker*  
County Administrator

6/17/2020  
Date



## II. FISCAL IMPACT ANALYSIS

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

Fiscal Years	2020	2021	2022	2023	2024
Capital Expenditures	\$3M	\$3M			
Operating Costs					
External Revenues					
Program Income (County)					
In-Kind Match (County)					
NET FISCAL IMPACT	\$3M	\$3M	N/A	N/A	N/A
# ADDITIONAL FTE POSITIONS (Cumulative)	N/A	N/A	N/A	N/A	N/A

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

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


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

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

C. Departmental Fiscal Review: Karyn Spee

### III. REVIEW COMMENTS

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


 6/19/2020  
 OFMB <sup>APD</sup> 6/19 <sup>APD</sup> 6/19 <sup>LMH</sup> 6/19

Contract Development and Control

### B. Legal Sufficiency:

YB Hermon for Michael Jones  
Assistant County Attorney

### C. Other Department Review:

Department Director

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



**Page 3**  
**Background & Policy Issues (Cont.):**

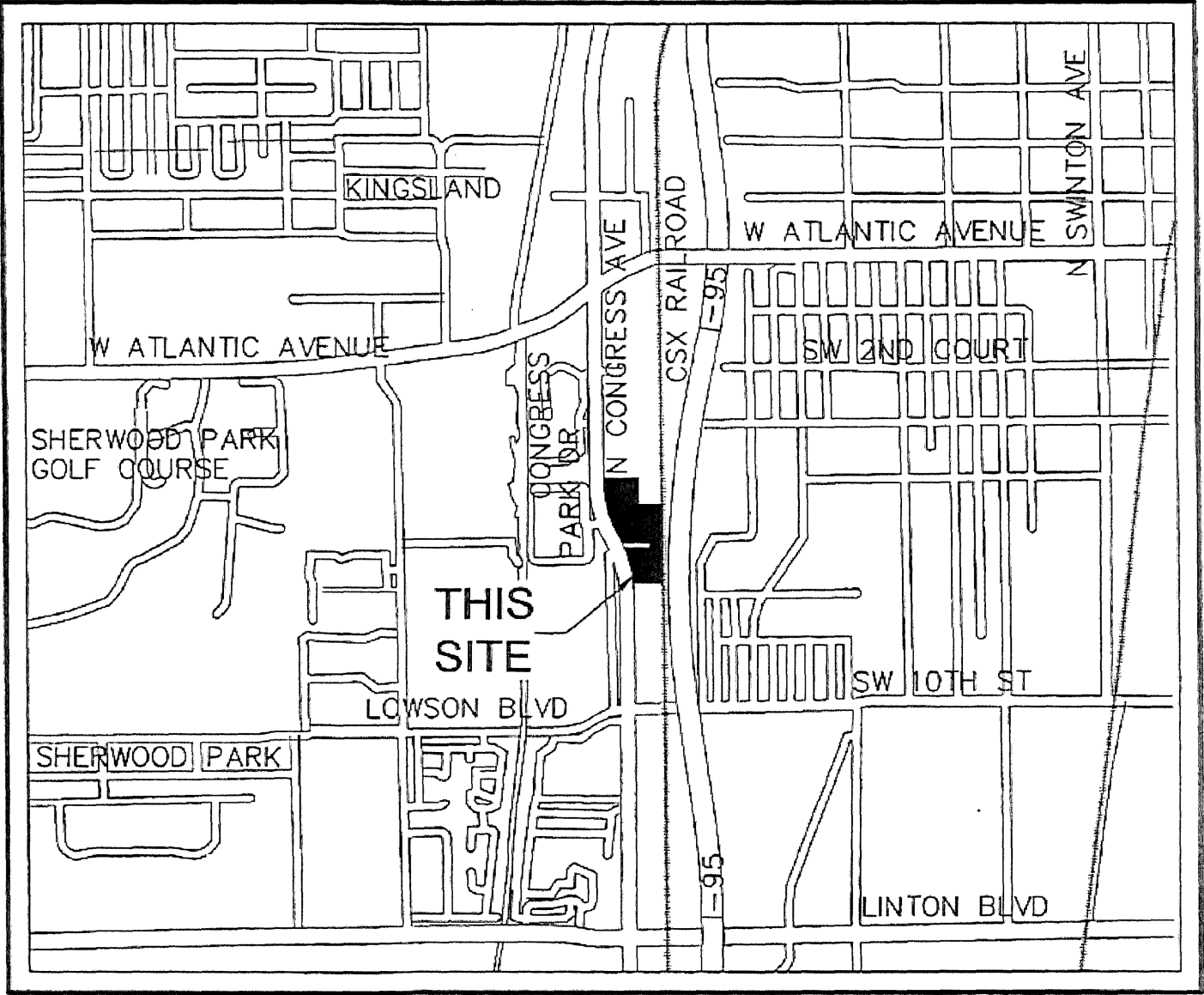
Redevelopment of the property for County programming was anticipated to cost approximately \$50,000,000 upon last estimate in 2006. Staff has no reason to believe that estimate would be significantly different at the present time, other than typical inflation. Proceeds from the sale of a portion of the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

At the present time FD&O Staff are consumed by the volume of assignments and commitments collectively contained in the IST Project Plan, 5 Year CIP, contracts, agreements, and special projects, as well as daily work flow, planning, and organizational management. Further complications include the fact that: 1) the financial commitment to commence and fully accomplish the redevelopment has not been programmed within the CIP, 2) the project has not been included within any work plan of the department and existing/future user departments and agencies, and 3) the redevelopment has not been vetted against other capital priorities that are competing for the same staff attention and financial resources. As a result, staff is recommending that the essential R/R needs of the Complex be timely performed in an amount not to exceed the \$6,000,000 allocated within the IST Project Plan, and that those projects be scoped for an appropriate life, considering the future redevelopment, in order to continue the existing operations while a comprehensive plan for the Complex can be established.

Taking all of the foregoing into consideration, Staff has developed a Conceptual Master Plan that it believes strikes a balance between: (a) retaining sufficient real property to meet foreseeable County facility and programmatic needs into the future while strategically accomplishing site redevelopment, and (b) allocating a portion of the property for potential future disposal for delivery of affordable and/or workforce housing and perhaps consumer-oriented services on this major corridor. Staff is seeking the BCC’s approval of the Conceptual Master Plan at this time in order to establish a programmatic intent for the property, basis for service delivery decision making in the south County region, and planning guidance toward the estimated \$52,000,000 cost of site redevelopment.

ATTACHMENT 1

Location Map



LOCATION MAP  
NOT TO SCALE



**ATTACHMENT 3**  
**Existing Facilities and Occupancy Summary**

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

\* Planned retention poses design constraints for future development/redevelopment



ATTACHMENT 2

Aerial Photograph





ATTACHMENT 4

Future Programmatic Projection

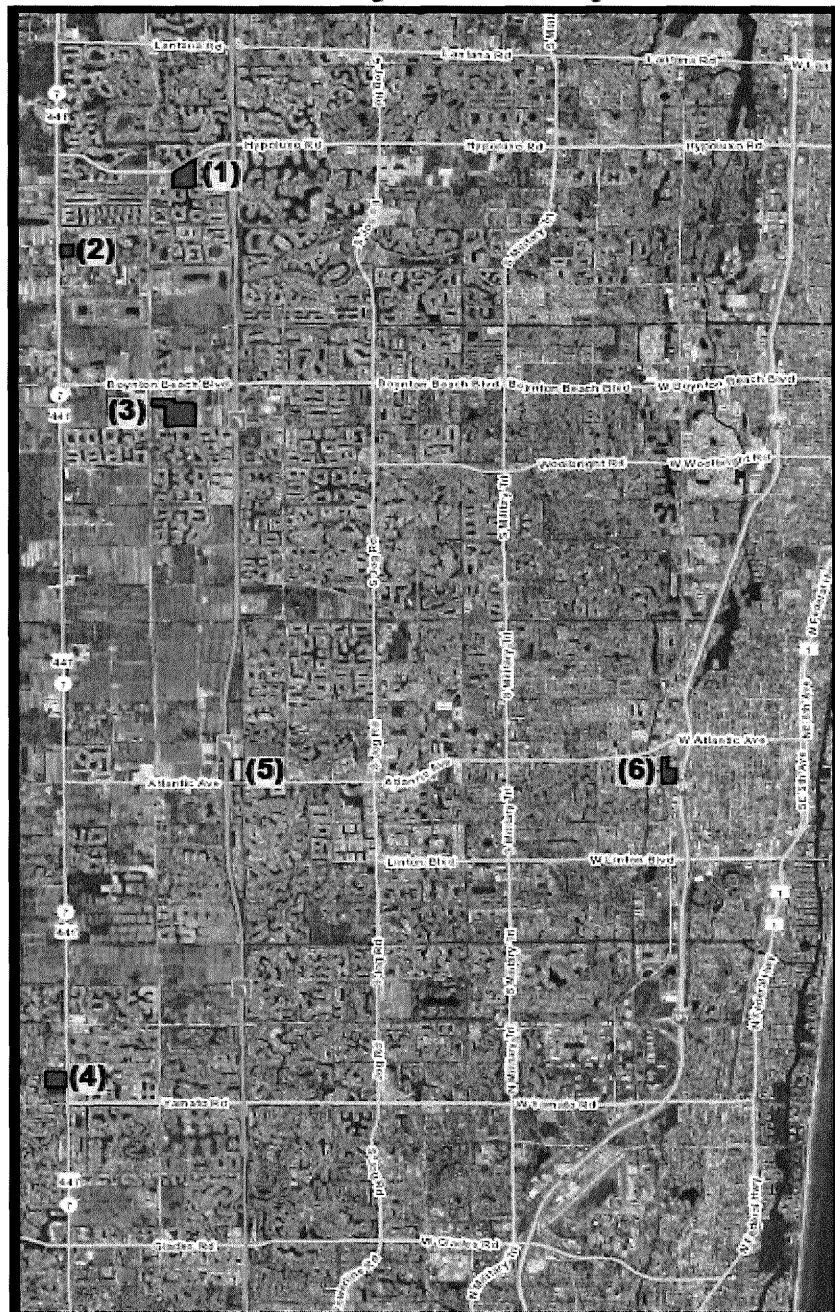
Florida Department of Health PBC	75,000 SQ FT (+40,700) <i>375 parking spaces (+225)</i>
Tax Collector	24,000 SQ FT (+12,000) <i>240 parking spaces (+50)</i> <i>Driving Course</i>
Planning, Zoning and Building*	10,000 SQ FT (+9,000) <i>50 parking spaces (+45)</i>
Property Appraiser	10,000 SQ FT <i>50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

^ Requires co-located fueling facilities

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



## South County Civic Properties



	PCN	TYPE	ACRES	NAME	DOC
(1)	00-42-45-08-08-003-0000	IV	33.63	villages of Windsor Civic Site / FR 48	PR / FR
(2)	00-42-45-18-01-001-0000	V	9.47	Metrose Park Civic Site	GG
(3)	00-42-45-29-06-003-0000	V	52.16	Canyon District Park (aka Fogg Park)	PR
	00-42-45-29-08-002-0000	V	10.80	Fogg Civic Site Bank	GG
(4)	01-41-47-01-01-050-0010	IV	20.62	West Boca Branch Library	LJ / GG
(5)	00-42-46-17-11-001-0000	F	6.28	Atlantic Commons PUD	GG
(6)	12-43-46-18-00-000-5160	V	0.87	SE County Complex (Vacant)	GG
	12-43-46-18-00-000-5200	I	0.58	South County Governmental Center	GG
	12-43-46-18-00-000-5240	I	13.41	SE County Administrative Complex	GG
	12-43-46-19-00-000-1020	I	1.48	Facilities Stockroom / Parts Maintenance	GG
	12-43-46-19-00-000-1021	I	1.20	P2B Building Division - South County	GG
	12-43-46-19-00-000-1022	I	2.05	Tri-Rail Station Parking Lot / Palm Tran	GG
	12-43-46-19-00-000-1100	I	4.60	Tax Collector - South	GG

**LEGEND:**

TYPE  
F - Future  
I - Improved  
W - Warrant

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

**PHASE I**  
4,000 sq ft

**PHASE II**  
20,000 sq ft

**PHASE III**  
10,000 sq ft

**PHASE IV**  
20,000 sq ft

**PHASE V**  
20,000 sq ft

**PARKING**  
100 SPACES

**TRANSIT STATION**

**TRANSIT CENTER**

**S.W. CONGRESS AVENUE**

**CENTERLINE C.S.X. RAILWAY MAIN S.A.L. RAILROAD**

**RIGHT OF WAY & TRACK**

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# South County Administrative Complex Master Plan / Redevelopment



BCC Workshop  
June 23, 2020  
2:00 PM



## VICINITY



## SITE





# PROPERTY OVERVIEW

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



# EXISTING OPERATIONS

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

\* Existing uses presenting design constraints for future development/redevelopment



# PAST PLANNING EFFORTS

- ✓ 2006: Redevelopment Report
  - Phased Delivery of Replacement Govt. Facilities and Structure/Surface Parking
  - Cost of ~\$49,580,000
  - 8 - 10 AC Residual Land Area
    - ❖ \$8.5M - \$16M
      - *Min. ~\$32M PBC Funding Commitment*
    - ❖ \$280K - \$372K Annual City Tax Revenue
    - ❖ \$119K - \$186K Annual PBC Tax Revenue
- ✓ CMU FLU and MROC Zoning



# WHAT HAPPENED?

- Economic downturn
- DMV licensing responsibilities assigned by F.S. to local Tax Collectors
- Expanded, reduced and new County programs and priorities



# CITY OBJECTIVES FOR CONGRESS AVENUE CORRIDOR

- Complete Street
- Multiple and Mixed Use / TOD
- High Density / Intensity Form of Development
- Active Public Squares, Open Spaces and Plazas
- Unique Identity
  - Reduced Setbacks fronting Congress Avenue
  - Landscaping along Congress Avenue
  - Public Art
  - Pedestrian Furniture
  - Branding



# OPPORTUNITIES

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

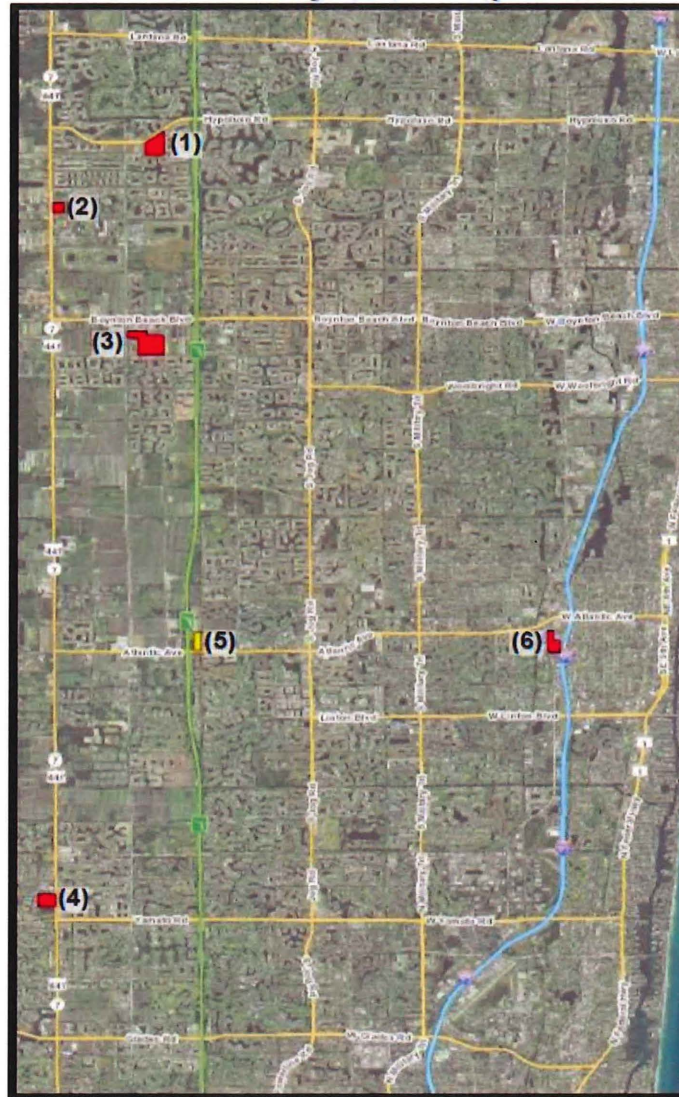


# CHALLENGES

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



## South County Civic Properties



PCN	TYPE	ACRES	NAME	DOC
(1) 00-42-45-06-08-003-0000	IV	33.63	Villages of Windsor Civic Site / FR 48	PR / FR
(2) 00-42-45-18-01-001-0000	V	9.47	Melrose Park Civic Site	GG
(3) 00-42-45-29-08-003-0000	V	52.16	Canyon District Park (aka Fogg Park)	PR
00-42-45-29-09-002-0000	V	10.80	Fogg Civic Site Bank	GG
(4) 00-41-47-01-01-050-0010	IV	20.62	West Boca Branch Library	LI / GG
(5) 00-42-46-17-11-001-0000	F	6.28	Atlanta Commons PUD	GG
(6) 12-43-46-18-00-000-5160	V	0.87	SE County Complex (Vacant)	GG
12-43-46-18-00-000-5200	I	0.88	South County Governmental Center	GG
12-43-46-18-00-000-5240	I	13.41	SE County Administrative Complex	GG
12-43-46-19-00-000-1020	I	1.48	Facilities Stockroom / Parks Maintenance	GG
12-43-46-19-00-000-1021	I	1.20	PZB Building Division - South County	GG
12-43-46-19-00-000-1022	I	2.05	Tn-Rail Station Parking Lot / Palm Tran	GG
12-43-46-19-00-000-1100	I	4.60	Tax Collector - South	GG

### LEGEND:

#### TYPE

F - Future  
I - Improved  
V - Vacant

#### DEPT OF CONTROL

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



# FUTURE OPERATIONS / USES

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

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

^ Requires co-located fueling facilities



# FUTURE OPERATIONS / USES

## (Cont.)

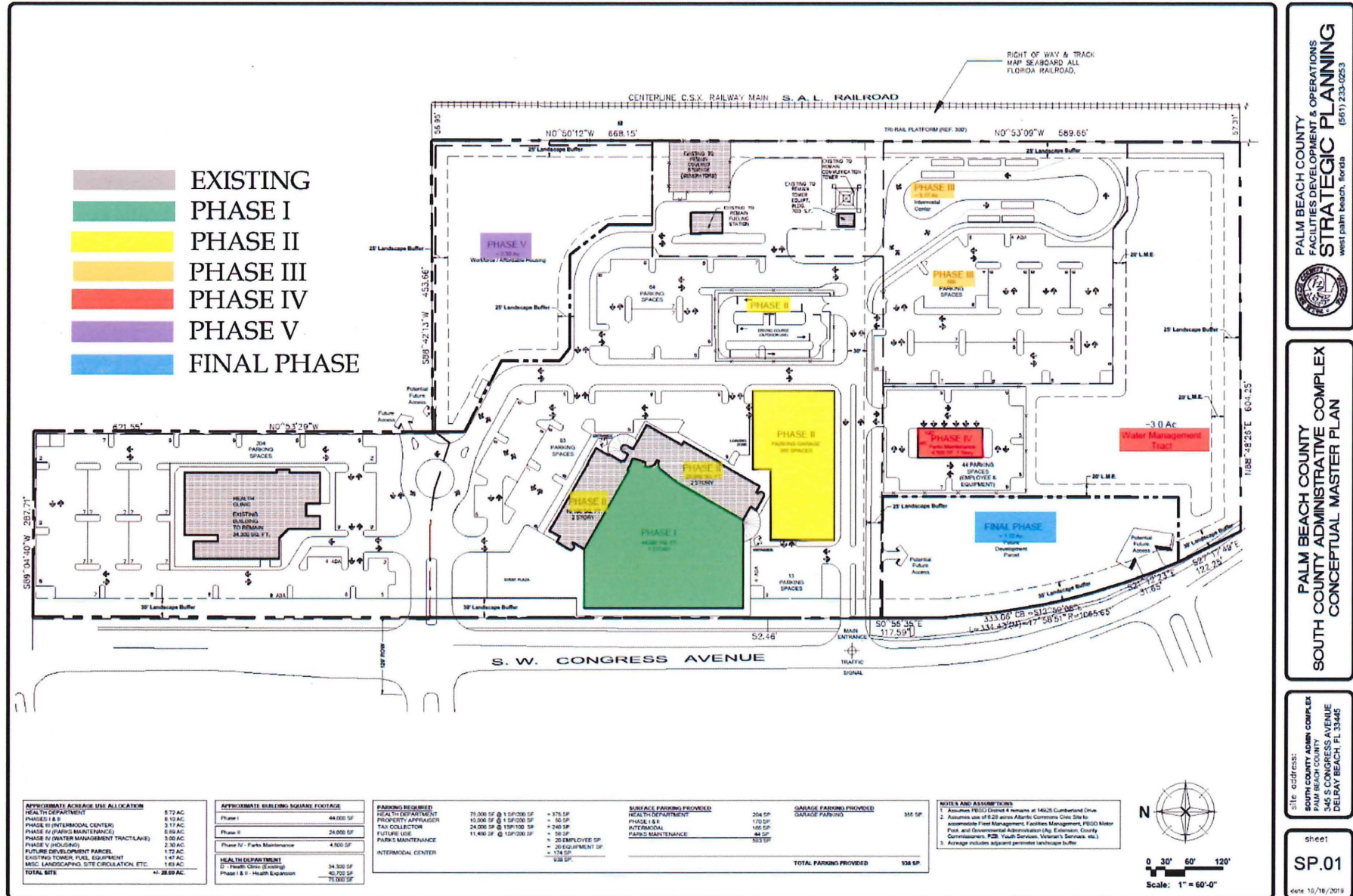
FEATURE	SIZE	CHANGE	PARKING	CHANGE
Parks Maintenance	4,500 SQ FT	None	40 Spaces	None
PBSO Motor Pool*^	2,000 SQ FT	+ 500	10 Spaces	+ 5
Intermodal Center	N/A	None	174 Spaces	None
Communication Tower	+/- 300 FT	None	None	None
Other Needs	Unknown	N/A	Unknown	N/A

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

^ Requires co-located fueling facilities



# CONCEPTUAL MASTER PLAN



PALM BEACH COUNTY  
FACILITIES DEVELOPMENT & OPERATIONS  
STRATEGIC PLANNING  
west palm beach, florida  
(561) 233-0253

PALM BEACH COUNTY  
SOUTH COUNTY ADMINISTRATIVE COMPLEX  
CONCEPTUAL MASTER PLAN

site address:  
SOUTH COUNTY ADMIN COMPLEX  
PALM BEACH COUNTY  
340 S CONGRESS AVENUE  
DELRAY BEACH, FL 33445

sheet  
**SP.01**  
date 10/18/2019



# CONSTRUCTION COST ESTIMATES

## ➤ South County Admin. Complex

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

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

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



# CURRENT CONSIDERATIONS

- Neither the South County Admin. Complex Redevelopment nor the 6.28-acre Civic Site have capital funding
- Surplus land cannot be disposed to generate revenue until all construction is completed
- Roadmap needed to review pop-up opportunities against long-term vision



# CONCLUSION

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



# South County Administrative Complex Master Plan / Redevelopment



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