



CITY OF BOYNTON BEACH AGENDA ITEM REQUEST FORM

Requested City Commission Meeting Dates	Date Final Form Must be Turned in to City Clerk's Office	Requested City Commission Meeting Dates	Date Final Form Must be Turned in to City Clerk's Office
<input type="checkbox"/> December 16, 2008	December 1, 2008 (Noon)	<input checked="" type="checkbox"/> February 17, 2009	February 2, 2009 (Noon)
<input type="checkbox"/> January 6, 2009	December 15, 2008 (Noon)	<input type="checkbox"/> March 3, 2009	February 17, 2009 (Noon)
<input type="checkbox"/> January 20, 2009	January 5, 2009 (Noon)	<input type="checkbox"/> March 17, 2009	March 2, 2009 (Noon)
<input type="checkbox"/> February 3, 2009	January 19, 2009 (Noon)	<input type="checkbox"/> April 7, 2009	March 16, 2009 (Noon)

NATURE OF AGENDA ITEM

- | | |
|--|---|
| <input type="checkbox"/> Announcements/Presentations | <input checked="" type="checkbox"/> City Manager's Report |
| <input type="checkbox"/> Administrative | <input type="checkbox"/> New Business |
| <input type="checkbox"/> Consent Agenda | <input type="checkbox"/> Legal |
| <input type="checkbox"/> Code Compliance & Legal Settlements | <input type="checkbox"/> Unfinished Business |
| <input type="checkbox"/> Public Hearing | <input type="checkbox"/> |

SYNOPSIS OF REPORT: Based on information reviewed, it is possible for the City to meet the goal of safe, efficient operational space for the Police Department, relocate City functions into a safer building from hurricane damage, retain a fire station in the downtown area, provide workforce housing in the downtown area and provide funding for the refurbishment of the Old High School (the entire structure). The cost of this option is competitive with the cost of a stand-alone police facility costing \$31M. The cost of this option with a density of housing that staff can support (w/316 units) is \$30 M which generates \$8M for the refurbishment of the old high school. If the Commission elects to fund part of the old high school refurbishment as a public private partnership, say 50% funding or \$4 M, the cost of the program would be \$26M. This report also covers other options including purchase of office space only.

RECOMMENDATION: Review proposals for relocation of Police and City offices into an existing new office building at Gateway and Congress. Proposal includes swap of City-owned land at current City Hall site for a workforce housing and retail mixed use development on the site of current City Hall. Staff also was directed by the City Commission to formulate a strategy to refurbish the Old High School, if possible. Staff has prepared six options for review of the City Commission as follows:

1. Land swap with re-development of City Hall parcel at one of four density options. City offices and Police Offices would relocate to Gateway and Congress. Space needed is approximately 112,100 sq. ft (City 50,500 sq. ft and Police 61,600 sq. ft). Under this option funds are provided for 100% refurbishment of entire Old High School (\$8 M) and replacement of Fire Station #1 in downtown area with land (\$5M). (There are four sub-options with this proposal based on 376, 316 units, 256 units or 196 units.) The refurbishment of the Old High School is in keeping with the City Commission direction of 12/16/08 to incorporate saving the Old High School. Price point ranges from \$28M \$30M, \$32M, \$34M) See exhibits A-D. An alternate to this model would be to fund 50% of the Old High School leaving the balance as a public-private partnership.

2. Land swap with re-development of City Hall parcel at one of four density options. City offices and Police Offices would relocate to Gateway and Congress. Space needed is approximately 112,100 sq. ft (City 50,500 sq. ft and Police 61,600 sq. ft). Under this option funds are provided for replacement of Fire Station #1 in downtown area with land (\$5M). (There are four sub-options with this proposal based on 376, 316 units, 256 units or 196 units.) There is no refurbishment of the Old HS with this option. Price point ranges from \$20M \$22M, \$24M, \$26M) See Exhibits A-D



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3. Purchase office space for Police operations in the office building at Gateway and Congress only. Under this option, no refurbishment of the Old High School would occur. The purchased space for police operations would be 61,600 sq. ft. There would also be funding required to refurbish City Hall to install ADA improvements, fire protection system, roof repair and general refurbishment of vacated area by the Police and Communications Departments. Fire Station #1 would stay at current location. There would not be any work-force housing provided. The estimated cost of this option is \$21 M. See Exhibit E1.
4. Purchase office space for Police operations in the office building at Gateway and Congress only. Under this option, funding for refurbishment of the Old High School would occur. The purchased space for police operations would be 61,600 sq. ft. There would also be funding required to refurbish City Hall to install ADA improvements, fire protection system, roof repair and general refurbishment of vacated area by the Police and Communications Departments. Fire Station #1 would stay at current location. There would not be any work-force housing provided. The estimated cost of this option is \$29 M. See Exhibit E2.
5. Proceed with construction of 80,000 sq. ft. stand-alone new police facility on property owned by the City at Gateway and High Ridge Rd. Price of the improvement per CH2MHill is \$31 M plus an estimated \$4 M of projected refurbishment work at City Hall (including space vacated by Police and Communication Departments) for a total cost of \$35M. No refurbishment of the Old High School would occur with this option. Fire Station #1 would remain at current location adjacent to City Hall.
6. Do nothing option and postpone construction of Police Facility and defer action on City Hall and Old High School. Cost \$0 for now but there are pending repair work for the City Hall complex of approximately \$3 M needed in the next 3 years. This means also that the Police Department would continue to operate in a sub-standard facility.

EXPLANATION: At the December 16, 2008 City Commission meeting the City staff was authorized to return to the City Commission with a response to a proposal from Compson Associates. Excerpts of the December 16, 2008 City Commission Minutes (pages 17-18) are attached. At the meeting of December 16, 2008, Mayor Taylor advised the City Commission of informal discussions he and the City Manager had with Compson Associates concerning possible use of existing office space at Gateway and Congress in lieu of constructing new buildings. Compson Associates formalized their proposal in a letter dated December 19, 2008, is attached. Subsequent to the receipt of the letter a staff team comprised of the City Manager, Police Chief (and the PD facility planning staff), Finance Director, Fire Chief and Public Works/Engineering Director was created to analyze the proposal and determine space needs. Essentially the staff was able to develop space calculations in the office building more efficiently than the current City Hall or in a stand alone building. The staff used data from the 2003 Space Needs study prepared by Architects Design Group, Inc., 2008 Police Facility Space Needs Analysis prepared by CH2MHILL and a supplemental 2009 space analysis specific to the office building for Police and City operations, also by CH2MHILL. In addition, staff prepared a current parking analysis of the City Hall/Police Facility. Comparatively, here is how the studies mapped out space needs:

		Sq. Ft
Current Size of Police Facility	2003 Study	18,354
Current Size of City Hall	2003 Study	47,572
		Sq. Ft
Space Needs Police - In Stand-Alone	2008 Study	81,000
Space Needs City Hall in Stand-Alone	2003 Study	60,534
		Sq. Ft
Space Needs in Office Building Proposal		
Police Office Building	2009 Study	61,600
City Hall in Office Building	2009 Study	50,500



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City Hall Functions - Daily Average	2009 Parking	161	Employees
Police Functions - Daytime Average	2009 Parking	82	Employees
		243	
Vehicle Count	Police	City Functions	Total
Personal	43	39	82 Vehicles
City Car/Allowance	134	27	161 Vehicles
City Fleet Standby	30	16	46 Vehicles
Total	207	82	289 Vehicles

Based on the above, moving to an existing office building would result in operating efficiencies through shared facilities and less space needed than a stand-alone new building.

The estimated cost of the stand-alone police facility is as follows:

Exhibit F: Basic City Planning Data (cont.)

Police Facility Data	Sq. Ft	Cost	
Construction Cost Per Budget Plan	81,000	\$26,500,000	Includes parking deck
Construction Cost per CH2MHill Est. 10/08	81,000	\$31,000,000	Includes parking deck
City Commission Target Cost 10/08	81,000	\$28,000,000	Includes parking deck

The above did not include refurbishment costs of the existing City Hall Parcel as follows:

City Hall Refurbishment Estimates (with either PD only in Office or Stand-Alone PD Facility Option)

City Hall ADA, Fire Suppression, Kalwall etc.		\$ 2,820,000
Refurb Old PD Area		\$ 720,000
		<u>\$ 3,540,000</u>
Architect & Engineer, Permits, etc.	15%	\$ 531,000
Furnishings	Lump	\$ 100,000
		<u>\$ 4,171,000</u>
Contingency	10%	\$ 417,100
		<u>\$ 417,100</u>
Total City Hall Refurbishment		<u>\$ 4,588,100</u>



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Fire Station Improvements Needed: The next part of the analysis was to factor the cost of maintaining fire-rescue service in the downtown area. It is recommended that a fire station be retained or replaced in the downtown area. This is based on the following operational data and cost estimate: (note- we assumed land purchase and construction somewhere in the downtown area if the City Hall parcel was being used as a mixed use development.) On the next page is an estimate of the cost for a replacement fire station and the current call volume from the station.

Fire Station Data

*The total minimum square footage necessary is 8,500
The apparatus bay is 5,200 sq. ft.
The living quarters, storage space, and mechanical rooms total 3,300 sq. ft.*

This is the smallest fire station footprint currently in use, but will meet the demands of this zone.

*FS#1 responded to 3,416 in calendar year 2008 (includes Rescue 5 responses).
Engine 1 and Rescue 1 responded to 2,983 alarms in 2008*

Facilities will include:

*Three drive through (3) apparatus bays housing one engine and one rescue vehicle.
Living facilities for nine personnel. Six personnel will be staffed 24/7.*

Anticipated cost is \$3M - \$3.5M for a one or two story structure, depending on design.

Fire Station #1

Land approx 2 acres @\$12 sq.ft.		\$1,045,440
Construction		\$2,250,000
Architect & Engineer, Permits, etc.	15%	\$337,500
Furnishings	Lump	<u>\$250,000</u>
		\$3,882,940
Contingency	10%	<u>\$388,294</u>
Total Fire Station #1		<u>\$4,271,250</u>

Old High School: In addition to the above, staff estimated the cost of refurbishing the Old High School (approximately 30,000 sq. ft). Initially staff believed that the back (auditorium) part of the building was added after the structure was constructed in 1926. However, we received a copy of a photo taken after the 1928 hurricane that clearly showed the auditorium was part of the original structure. Eliot Kleinberg's book, "Black Cloud: The Great Florida Hurricane of 1928" mentions that Boynton Beach residents took refuge in the building. It must have been a harrowing experience. The photo revealed substantial damage to the building from the 1928 storm.



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The estimated cost of refurbishing the Old High School is about \$8 M as follows:

Old High School Refurbishment Data (no defined building use)

Old High School:

Construction - Refurbish for Unknown Public Use		\$4,500,000
Architect & Engineer, Permits, etc.	15%	\$675,000
Furnishings	Lump	<u>\$100,000</u>
		\$5,275,000
Contingency	50%	<u>\$2,737,500</u>
	Total Old High School	<u>\$8,050,000</u>

The above cost estimate is very rough because there are no specific public or public/private uses known for the building. The cost estimate also does not include any grant funds that might be possible for a historic preservation effort. The first option listed above is the only one that generates funds to refurbish the Old High School, the stand alone Police Facility, PD office space purchase or the do nothing options, provide no funding for the refurbishment of the Old High School. We did prepare one PD Office Space purchase option that added \$8M for refurbishment of the Old High School but that proposal merely requires borrowing more money.

Finally, Compson Associates have provided four basic density options for their proposed use of the City Hall parcel for a mixed-use development. The four options are summarized as follows:

Site Plan Data Per Compson for City Hall Parcel - Dated February 2009

Option #1

Units	376
# Stories	7
Max Height	85 Ft.
Retail Area	15,530 Sq. Ft

Option #2

Units	316
# Stories	6
Max Height	75 Ft.
Retail Area	15,530 Sq. Ft

Option #3

Units	256
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# Stories	5	
Max Height	65	Ft.
Retail Area	15,530	Sq. Ft

Option #4

Units	196	
# Stories	4	
Max Height	55	Ft.
Retail Area	15,530	Sq. Ft

Staff has reviewed the four site plan options and can support Option #2 or a maximum density of 60 units/acre. Site plan proposals still must be reviewed. Staff can also support Options 3 and 4 but these options do not generate sufficient revenue to help with the refurbishment of the Old High School.

PROGRAM IMPACT:

Funding Improvements: Based on a review by the City's Financial Advisor, a bank loan is more cost-effective than issuing bonds. This is contained in a letter dated January 16, 2009 from RBC Capital Markets.

Review and Recommendation on Options:

Option 1: New Police Offices, City Offices, New Fire Station #1, Refurbishment of the Old High School and Work-Force Housing Provided Downtown. (Exhibits A, B, C and D) Comment: The model in Exhibit B – is a viable proposal to meet the needs of the City in five key areas:

1. Meeting space needs of the Police Department and City Hall in a cost-effective and efficient means.
2. Providing funding for refurbishment of the old High School in keeping with the recommendations of the City Commission in December 16, 2008.
3. Providing for replacement of Fire Station #1 in the downtown area.
4. Providing work-force housing and retail development in the downtown area. – 316 units – the other option of 376 units was too dense.
5. Accomplishing all of the above at a cost competitive with the expected construction cost of a stand-alone police facility on Gateway and High Ridge.

Serious consideration of this option (with 316 units) is urged. The estimated cost is \$30 M. First choice as it meets the target needs of the City and provides a vehicle for refurbishment of the Old High School. As noted in the synopsis, if the City Commission opts to fund 50% of the estimated cost of refurbishing the Old High School thereby requiring a public-private partnership for the redevelopment, the cost of this option goes down to approximately \$26 M.

Option 2: New Police Offices, City Offices, New Fire Station #1 and Work-Force Housing Provided Downtown. (Exhibits B, C and D – shown as Alts 1A, 2A and 3A). Comment: If the City Commission opts not to proceed with the refurbishment of the Old High School, the cost of this option is \$8 M less than Option #1 and meets four of five objectives. This option would have the secondary benefit of allowing the 5.8586 acre property on High Ridge not be sold or used for a swap for later to assist relocation of the Public Works Facility out of the Heart of Boynton. Second choice

Option 3: New Police Office space purchased in office building with refurbishment of existing City Hall/PD facility – No refurbishment of Old High School. (Exhibit E1) Comment: The option to do the purchase of office space without refurbishment of the Old High School would cost approximately \$21 M inclusive of refurbishment costs for the current City Hall. This compares favorably to the stand-alone new Police facility. Third choice (As noted in the commentary, staff also put together an option (Exhibit E-2) or *Option 4* to purchase office space for the Police Department and fund the refurbishment of the Old High School. This adds \$8M to the price of the option and is not recommended.)



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Option 5: New Police Facility Constructed provided with refurbishment of existing City Hall/PD facility. – No refurbishment of Old High School. Comment: The overall cost of this option inclusive of renovation of the current City Hall ranges from \$32 M based on Police Facility cost of \$28M or \$36M based on the architects estimate of \$31 M. (This assumes a current City Hall refurbishment cost of about \$5.2 M.) Fourth choice

Option 6: Continued operations of City services in inadequate facilities. – No refurbishment of Old High School. Comment: Not recommended.

FISCAL IMPACT: - See Exhibits A, B, C, D, E1 and E2.

ALTERNATIVES: See above

Department Head's Signature

City Manager's Signature

Assistant to City Manager _____

Department Name

City Attorney / Finance

Exhibits to Report:

Excerpt of City Commission Minutes December 16, 2008

Aerial Photo of Town Square Area

Letter from RBC Capital Markets, January 16, 2009 summarizing bank vs. bond financing

Letter dated December 19, 2008 from Compson Associates, Inc with relocation proposal

Exhibit A: Cost Analysis of Compson Proposal #1 w/376 Units on Campus

Exhibit B: Cost Analysis of Compson Proposal #2 w/316 Units on Campus

Exhibit C: Cost Analysis of Compson Proposal #3 w/256 Units on Campus

Exhibit D: Cost Analysis of Compson Proposal #4 w/196 Units on Campus

Exhibit E1: Cost Analysis of Police Only Office Space Purchase – No refurbishment of Old High School

Exhibit E2: Cost Analysis of Police Only Office Space Purchase – With refurbishment of Old High School

Exhibit F: Density/Price Calculations City Hall Parcel based on various density options

Exhibit G: Basic Planning Data

Exhibits H1, H2, H3: Debt Amortization Schedules – all options

Photos of Old Boynton High School:

a. 1928 After Hurricane

b. Undated Front View of Boynton High School

Draft Site Plan – City Hall Site Dated 2/1/09 Compson Associates, Inc.