



Leadership Institute

LP PROJECT 2

EFFICIENT CITY AND COUNTY GOVERNMENT CAMPUS

Will Pierce, Alexandra Hall, Marc-Andre Roy,
George Hart, Jason Kraus

Table of Contents

Introduction 3

Overview of the Governments’ Current Facilities 4

Challenges Facing Current Facilities 5

Context 6

Argument for Liquidation of the Current Facilities 7

Efforts to Create a Shared Government Complex 8

Recommended Site 10

Recommendations with Respect to the Fort Lauderdale DDA’s Role 12

Proposed Project Roles 13

Proposed Project Schedule/Milestones 16

Design Considerations 18

Comparable Examples 21

Conclusion 24



Introduction

The City of Fort Lauderdale (the “City”) is the largest city in Broward County (the “County”), Florida (collectively, the “Governments”). The primary facilities the Governments are in dated buildings (the “current facilities”) in downtown Fort Lauderdale. With the incoming development in the area, there is an opportunity for the Governments to share facilities and create opportunities for cost savings with the development and operation of a single complex. A long-discussed idea within the community, efforts to construct a new, shared complex were rejuvenated in early 2017 with the release of a privately-funded conceptual design and program for a shared government campus. The County and City commissioners were motivated by the plan agreed to devote resources to the project and study its feasibility.

It is the opinion of the report that combining the County and City functions into a new, shared government complex will be a good use of public dollars and resources. The current facilities of the Governments are poor representations of the municipalities. The buildings are all aged by at least 30 years and, in addition to their tired appearance, are burdened with high operational and maintenance costs. Furthermore, the current facilities are undersized, requiring various departments to be housed in decentralized annex buildings within the City and County.

The +/- 10.5 acres of land underlying the low-rise current facilities is in prime locations in downtown Fort Lauderdale, a thriving urban neighborhood seeing an influx of new residents and a wave of private and public investment. Combining the Governments’ functions into a single, dense complex presents an opportunity for the land to be liquidated or leased. This action will generate funds that could be used to finance the proposed project or another public need, grow the tax roll and increase real estate tax revenue, and allow for more intense private development and bring about the highest and best use of the land.

The proposed project presents an array of opportunities for the Governments to consider with respect to design. Due to their overlapping needs, various components of the complex could be shared by the Governments that would lower construction and operational costs as compared to two new stand-alone facilities. The shared uses of these facilities could improve the working relationship of the Governments and create new opportunities for collaboration. In addition to providing the Governments the chance to provide their employees with modern office building amenities, the project presents an opportunity for an iconic project to be constructed that instills civic pride in the community and represents the Governments’ ambitions and values with respect to sustainable and resilient design.

The Fort Lauderdale Downtown Development Authority (the “DDA”) is independent taxing district established by the Florida State Legislature in 1965. By collaborating with public and private stakeholders, the DDA serves as the agency responsible for coordinating and facilitating continued investment, community engagement, and consistent improvement in Downtown Fort Lauderdale. The DDA has been effectively acting as project coordinator since the project was rejuvenated, championing the project and coordinating with the Governments to advance their efforts.

It is the opinion of this report that the DDA should formally assume the role of project coordinator and strongly consider taking on the role of owner’s representative on behalf of the County and the City. In this capacity, the DDA would enter into an agreement with the Governments whereby they agree to assume a collection of responsibilities associated with this leadership role in exchange for funds to cover any incremental staffing expenses. The report believes the DDA is well suited to assume this role considering their familiarity with the project and stakeholders and the experience of its staff and directors.

The contents of this report expand on the project’s background, context, arguments for proceeding and makes recommendations/provides considerations with respect to the DDA’s role and various details of the project, such as potential stakeholder roles, structure, site locations, milestones, and design. The report concludes with a collection of comparable examples: complexes within the United States where city and county governments cohabitate and share facilities.

Overview of the Governments' Current Facilities

The County and the City's offices are principally housed in two complexes in downtown Fort Lauderdale: the Broward County Governmental Center and the Fort Lauderdale City Hall, respectively. The Broward County Governmental Center (the "Governmental Center") is a complex of municipal buildings and public spaces in downtown Fort Lauderdale, Florida. For the purposes of this report, the term Governmental Center includes the following components contained in two city blocks comprising +/- 5.9 acres:

1. The primary governmental office building – a 278 K SF, four-story building constructed in 1948 as a Burdines department store and renovated for its current use in 1986
2. A secondary office building adjacent to the primary – an 87 K SF, four-story building constructed in 1961 and renovated in 1977
3. The "County garage" – a 284-space, three-level garage constructed in 1995
4. An 84-space surface parking lot adjacent to the governmental office buildings



Broward County Governmental Center

The Government Center is adjacent to several other public facilities, such as:

1. The Broward County Library
2. Stanahan Park and the Fort Lauderdale Woman's club
3. A 527 space, six-level garage owned by the City
4. The Federal Courthouse
5. The Broward County Central Bus Terminal
6. Various higher education facilities along Las Olas Boulevard



Burdines department store (1950s)

At times, the term Governmental Center has colloquially included these other facilities. However, as the focus of this report is on the replacement of the County and City municipal offices, the adjacent public facilities have been excluded from study and from this report's definition of Governmental Center.

The site of the primary office building was the former home of the original Fort Lauderdale City Hall, constructed in the early part of the 20th century. The City Hall was demolished in the 1940s and replaced with a Burdines department store. The 195 K SF, four-level department store opened in 1948 and closed in 1980 when Burdines relocated to The Galleria at Fort Lauderdale three miles away. The site was subsequently purchased by the County and converted in 1988 to an office building to house their various governmental offices and functions. The Governmental Center expanded when the



Governmental Center entrance

secondary office building, immediately north of the former Burdines store, was purchased by the County in 1989 and various offices and functions took occupancy.

The Governmental Center is owned and operated by County. It houses most of the County's departments and functions including its commission chambers and offices. The County also leases space within the Government Center to the City, who locates various departments in the complex. The remainder of the City's departments and functions are principally located in the Fort Lauderdale City Hall, a 106 K SF building constructed in 1967. The Fort Lauderdale City Hall is located two blocks north of the Governmental Center.



Fort Lauderdale City Hall

The City Hall is adjacent to a four-level, 600-space parking garage and a 50-space surface parking lot. Both are owned by the City and service the workers and visitors of the facility in addition to users of adjacent office buildings. The City Hall and its adjacent parking facilities total +/-4.60 acres covering most of a single city block.



Challenges Facing Current Facilities

Both the Governmental Center and the Fort Lauderdale City Hall are aged facilities that have outgrown their useful life. Constructed or majorly renovated in the 1960s, 70s, and 80s, the facilities are all aged by at least 30 years. In addition to their tired and dated appearance, the age of the buildings also comes with high operational and maintenance costs that will persist and grow into the future.

The facilities are also undersized for the respective municipalities' needs. Various departments and offices for both governments must be housed in annex buildings away from the Governmental Center and City Hall. The need for the governments to own/operate and/or lease additional offices away from their primary facilities is both operationally and

financially inefficient. In addition to being unable to house all their various departments in a single complex, the Governments' commission halls, particularly the City's, is too small. This limits the public's ability to witness and participate in public meetings and sessions.

Furthermore, the Governmental Center and City Hall are not representative of the sustainable and resilient facilities the County and City would like to promote for future private and public developments. They instill little to no civic pride amongst the community and the buildings' employees. At best unremarkable, at worst derelict, the facilities are poor representations of the respective municipalities.

Context

The Governmental Center and the Fort Lauderdale City Hall are in the center of downtown Fort Lauderdale, a thriving urban neighborhood seeing a wave of transformative private and public developments. Home to the County's largest office submarket (currently 7 M SF), the downtown streets were usually empty after business hours during the last three decades of the 20th century. However, an influx of residential and retail development beginning in the 1990s and continuing through the 2000s brought much needed residents and dining/shopping options.

This momentum has carried through to present day where several growth catalysts are underway. The two most noteworthy are detailed below:

- **Residential Development:** According to Colliers International's Q1 2018 Market Pulse report of downtown Fort Lauderdale, since 2012:
 - 1,965 multifamily units have been completed
 - 3,432 units are under construction
 - 5,793 units have been approved
 - 2,384 units are in review

These counts do not include various condominium developments underway in and around the downtown. Combined, these units are bringing thousands of new residents to the area, fueling demand for new retail and restaurant options

- **Brightline:** Immediately north of Broward Boulevard along the FECI rail lines is the Fort Lauderdale station of Brightline, a private train system providing service to downtown Miami, West Palm Beach, and eventually the Orlando International Airport. The Brightline system dramatically improves the neighborhood's accessibility to transit, providing 30-minute express access to the thriving employment centers and residential districts in downtown Miami and West Palm Beach. The proposed Coastal Link, a collaboration between the Brightline operator, the South Florida Regional Transportation Authority, and



Las Olas X - apartment development under construction adjacent to the Government Center



Brightline Fort Lauderdale Station

the Florida Department of Transportation, would provide local access to +/-30 South Florida municipalities along the same FECI rail line.

These growth catalysts have resulted in rising rental rates and land values as evidenced by recent market reports and transactions. Combined with the neighborhood's existing attractions and amenities such as Las Olas Boulevard, the Riverwalk, FATVillage arts district, and various cultural institutions such as a performing arts center, a science museum and an art museum, downtown Fort Lauderdale is poised to accelerate its evolution as a "live, work, play" neighborhood.

Argument for Liquidation of the Current Facilities

The current facilities' size, location, and configuration presents an opportunity for the Governments to bring about more efficient use of the downtown blocks and extract value from their land holdings. The current facilities are immediately adjacent to several private development projects that are either under construction or in the advanced planning stages:

- **X Las Olas** – redevelopment of the failed Riverfront retail development into 1,200 high-end multifamily units and 30,000 SF of retail to be introduced in two towers and phases by Property Markets Group (PMG); phase one under construction
- **Brightline Fort Lauderdale Station** – the sites controlled by the developer (Florida East Coast Industries) surrounding Fort Lauderdale's Brightline station are being prepared a new office building and/or a luxury residential development; station operating, adjacent developments in planning
- **100 Las Olas** – mixed-use tower comprised of 238 hotel rooms, 121 luxury condominium residences, and 8,500 SF of retail. The building is being developed by the Kolter Group and is poised to become downtown Fort Lauderdale's tallest building (499 feet); under construction
- **The Residences of Las Olas** – a 42 story, a 380-unit apartment tower with ground floor retail and an amenity deck and pool on its eighth floor. The development is a partnership between Stiles and PGIM real estate; currently under construction
- **One20Fourth** – a two tower, mixed-use complex with 386 residential units and 2,100 SF of retail. The buildings will stand at 25 and 14 stories tall. The project was entitled by Ellis Diversified and sold to Lennar Corporation and is currently under construction

The current facilities' proximity to these developments has substantially increased its value and potential to be redeveloped into denser and more economical private uses. Based on recent land transactions, the 5.9-acre county-owned Government Center could be sold for between \$35 to \$55+ million. Furthermore, the 4.60-acre site that houses the Fort Lauderdale City Hall and garage could be sold for between \$20 to \$30+ million.

With respect the current facilities' configuration, the complexes are comprised of four-story or less office buildings and garages spread over +/-10.5 acres within approximately three city blocks. This low intensity development is a much less efficient use of land than the high-rise apartments, office, and mixed-use buildings being developed and planned around it that are taking advantage of the area's generous entitlements. The current facilities' zoning (City Center District RAC-CC) allows for:

- Unlimited height
- 95% lot coverage
- Unlimited residential density
- Wide range of uses permitted

In short, the current facilities are far from the “highest and best use” of the underlying blocks. By selling or leasing the land after relocating the facilities into a denser development in a location less suited for private development, the county will:

- Extract value from its well-located and desirable properties. The funds generated from the sale or lease of the current facilities could be used to fund the construction of a new, shared government complex or other public need
- Convert public land into private land and developments. This land and future developments will likely be highly appraised and generate new property tax revenue for the County
- Make way for more private development that will introduce more residents and businesses to downtown Fort Lauderdale, continuing its evolution as a live, work, play neighborhood

Efforts to Create a Shared Government Complex

In 2004, the Governments considered soliciting bids to create a mixed-use development that included a shared government complex. The plan consisted of an \$800 million project inclusive of public, commercial, and residential space. The project was to be constructed atop the two block Governmental Center and another County-owned block above Broward Boulevard (presumably the Central Bus Terminal).

To better evaluate the decision, the County hired renowned architect Bernard Zyscovich to produce three conceptual design scenarios that contemplated the redevelopment of the three “base” blocks and additional adjacent blocks to allow for a larger project:



Broward Government Center plans by Zyscovich

1. Develop the three County blocks and a half block of private land on the north side of Broward Boulevard (a McDonald's and tire store):
 - 477,400 SF of County offices
 - 135,850 SF of retail
 - 105,000 SF of commercial office space
 - 1,328 residences
 - 154-key hotel
2. Develop the three County blocks, private land and City parking lot on Andrews Avenue, totaling four blocks:
 - 457,800 SF County offices
 - 160,260 SF of retail
 - 108,000 SF of commercial office space
 - 1,515 residences
 - 154-key hotel
3. Develop the three County blocks and private land, City parking lot and Fort Lauderdale City Hall site, totaling five blocks:
 - 621,800 SF of County and City offices
 - 126,710 SF of retail

- 135,500 SF of commercial office space
- 1,411 residences
- 154-key hotel

When asked, County Administrator Roger Desjarlis said the objective of the project was “to create a new government center that becomes an architectural icon for Broward County.” The County prepared to solicit bids for both a County project manager and a third-party developer to represent the County during the project and to execute the redevelopment, respectively. However, the proposed project was unable to gain the necessary traction and consensus from the various stakeholders, most notably the County commission. Plans languished until the 2008 financial crisis, at which time the project was no longer feasible, and the proposals were shelved.

As the local and national economy recovered, talk of creating a new government complex for the County and the City were reinvigorated. However, the movement did not gain substantive traction until early 2017 when Jim Ellis, a local real estate developer and investor, submitted conceptual plans for a shared government complex to the governments for their consideration. Per Ellis, the purpose of the conceptual design was to spark enthusiasm and motivate the two parties to work together and act towards the creation of a new shared government complex. While a

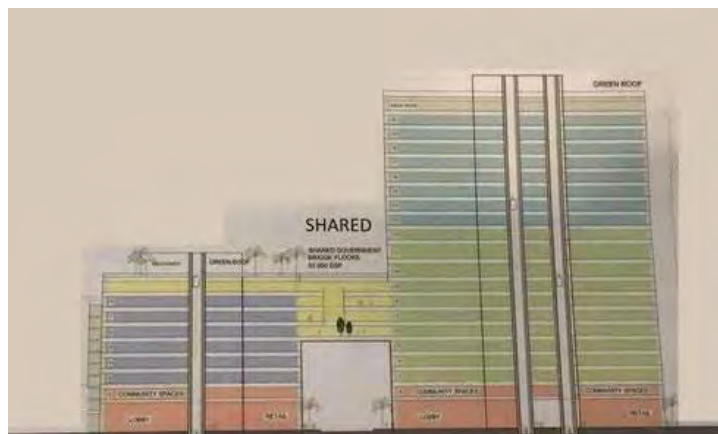


Conceptual rendering of the City-County government complex

a member of the DDA, Ellis made a conscious effort to self-fund and organize the conceptual design to make the process completely independent of the DDA. The program, drawings, and renderings that came out of the process were intended for conceptual purposes only to start a conversation amongst the County and City commissioners and staff. They do not represent the recommendations of either Ellis or the DDA, both of whom have no economic interests in the proposed project. Furthermore, the conceptual designs were not prepared with any specific site in mind.

To collect information on the County and City’s space needs, Ellis “walked the halls” of the two governments with space planners and designers. He spoke with staff, administrators, and elected officials to understand their operations and, in turn, their current and future space needs. The program that came out of the study, intended for conceptual purposes only, is as follows:

- 120,000 SF of lobbies, retail, and community space
- 200,000 SF of commercial office
- 55,000 SF of shared governmental space
- 150,000 SF for Fort Lauderdale’s City Hall offices
- 350,000 SF of County government offices
- 2,000 parking spaces
- 24 bus stalls



Conceptual section cut of the City-County government complex

The conceptual design was privately presented to the governments' respective commissioners by Ellis on a one-by-one basis to avoid statutory restrictions against the assembly of elected officials in non-public settings (The "Sunshine" Law). In May 2017 during their first joint workshop in six years, commissioners from both Governments recognized a joint government center would be extremely valuable and decided they wanted to proceed in studying the opportunity further.

It was felt that a new, cutting edge facility shared by the two governments could:

- Save on maintenance, security, cleaning and other operating costs
- Present several opportunities for shared facilities (commission chambers, conference rooms) and amenities (gym, cafeterias, public space), reducing construction and operational costs
- Help attract and retain quality staff
- Depending on its location, provide its staff better access to transit and in turn more affordable and healthier commuting options
- Help form a better relationship between the two municipalities
- Be funded by the sale of the prime properties both governments own downtown
- Free up a site for a new federal courthouse



Conceptual rendering of the City-County government complex

Following the joint workshop, the commissioners tasked their respective managers and assistant managers to collectively study the feasibility of the project and, if deemed appropriate for the Governments, prepare the necessary agreements between the two bodies and requests for qualifications/bids from third-parties.

Recommended Site

The conceptual plan produced by Ellis was not designed with a specific site in mind, however based on the proposed building's configuration it is safe to assume it was prepared for an urban site. Locating the shared government complex in downtown Fort Lauderdale (as opposed to relocating the facility to a suburban location) is recommended due to the neighborhood's transit connectivity, walkability, adjacency to other government facilities and private developments, the relative abundance of publicly-owned land, and the respective Governments' willingness to promote development in its shared urban core. Several options are available to the Governments for a new downtown Governmental Center including City-owned CRA sites, the location of the existing Governmental Center, and numerous private development sites envisioned for new office buildings, however it is the recommendation of this report that the new government complex be developed in the Downtown Fort Lauderdale Mobility Hub.

The Downtown Fort Lauderdale Mobility Hub (the "Mobility Hub") is an +/-18.6-acre area in downtown Fort Lauderdale designated as a "mobility hub" by the Broward County Metropolitan Planning Organization ("MPO"). The MPO defined mobility hubs in their 2035 Long Range Transportation Plan (LRTP) as "a transit access point with frequent transit service, high development potential and a critical point for trip generation or transfers within the transit system." The MPO established this designation to promote development in under-developed zones with excellent transit connectivity.

The four-block Mobility Hub is immediately north of the current Broward County Governmental Center, west of the Fort Lauderdale City Hall, and east of the Fort Lauderdale Brightline Station. It includes +/-13.7 acres of non-right of way area, currently comprised of the following:

- NW Block (+/-4.0 acres)
 - +/-2.0 acres of improved land owned by two separate private entities
 - +/-1.4 acres of vacant land owned by two separate private entities
 - +/-0.6 acres of vacant land owned by the County
- NE Block (+/-3.4 acres) – improved but vacant property owned by the City (old City Hall)
- SW Block (+/-3.0 acre) – County's Central Bus Terminal
- SE Block A (+/-1.7 acres) – surface parking lot owned by a single private entity
- SE Block B (+/-1.6 acres) – improved land owned by four separate private entities



The Mobility Hub presents many attributes that make it a suitable location for the new government complex, chief among them the potential to redevelop the County's bus terminal. The +/-3-acre bus terminal is oversized by a factor of 2. If the site is redeveloped, the bus facilities could be downsized to occupy half of a new building's footprint and still perform the same functions it does today. The site's dimensions (approximately 220' X 600') is well suited for an efficiently designed office building and parking garage to be constructed upon it. It is immediately adjacent to the Brightline Station and Broward Boulevard, a major thoroughfare connecting downtown Fort Lauderdale with Interstate 95 two miles west. Entitlements for the site are generous and allow for more than enough floors and rentable area for a new government complex.

In addition to the bus terminal's potential to be redeveloped, most of the remaining area within the Mobility Hub is either vacant land, surface parking lots, or under-developed (single story). This context allows for multiple properties to be developed in concert with one another in conjunction with the development of a new government complex if it is deemed that the +/-3.0-acre bus terminal is not sufficiently sized to contain all the Governments' office and parking needs. Although much of the land in the Mobility Hub is privately owned, the county owns a +/-0.6-acre piece of vacant land immediately north of the bus terminal while the City owns a +/-3.34-acre vacant property catty-corner to the bus terminal.

Finally, a \$3.5 million federal grant had been earmarked for the Mobility Hub to fund improvements to the public rights-of-way within the district. Of the \$3.5 million total, \$2.5 million will be spent on the physical improvements with the remaining \$1.0 million funding soft costs. However, the grant is set to expire in 2019. As such, design of the improvements is underway to ensure the City-managed project can be completed before the funding window closes. While there will not be opportunity to integrate the design of the improvements into that of the new government complex from the onset, the project will benefit from the enhanced streets and sidewalks, potentially lowering costs.

Recommendations with Respect to the Fort Lauderdale DDA's Role

This report recommends that the Fort Lauderdale DDA formally assume the role of “project coordinator/owner's representative” in the development of a new government complex. In this capacity, the DDA would perform the following:

1. Coordinate the negotiation between the City and County in the assembly of an interlocal agreement(s) that outlines how the project will be executed and the roles and responsibilities of the respective governments
2. Assist in the negotiation between the City and County for the City's long-term lease of space within the complex (assuming this approach is selected vs. a cost-sharing/shared ownership arrangement, see “Proposed Project Roles” below)
3. Represent the project's interests with respect to the investment of the Mobility Hub grant and lead efforts to solicit additional grants from state and/or federal bodies to assist in the funding of the project
4. Lead the assembly of design and construction RFQs and RFPs
5. Assist in the selection of design consultants, general contractors, and other project consultants
6. Work with the Governments and the design consultants to refine their space needs and ensure they are reflected in the project design
7. Advise to the feasibility and design of commercial space: office and/or retail
8. Coordinate with other public organizations/civic bodies such as the Chamber of Commerce and the Fort Lauderdale CRA about their potentially occupying space in the new complex
9. Promote and champion the project to the public
10. Act as “owner's rep” for the City and County during the pre-construction and construction phases of the project
11. Assist in the selection of a third-party property management firms to oversee operations of the project's commercial space
12. Assist in the selection of an owner's leasing representative(s) to oversee pre- and ongoing leasing of the project's commercial space

The Fort Lauderdale DDA has effectively been informally operating in this role since the movement to construct a new Governmental Center we rejuvenated in early 2017. Examples of the DDA acting in this role can be seen in their organizing meetings between the two governments to advance the project and their working with the ULI to study the project (i.e. this report).

The DDA is known for collaborating with public and private stakeholders as the agency responsible for coordinating and facilitating continued investment, community engagement, and consistent improvement in Downtown Fort Lauderdale. They have facilitated investment and development opportunities in Downtown Fort Lauderdale for over 50 years. Acting as the project coordinator/owner's representative in this project will be a very “hands-on” interpretation of the DDA's responsibility to advance their mission, however it is the report's belief that the role is suitable and an appropriate use of the DDA's resources. Successful execution of the project will introduce a world class governmental facility in the downtown and free up potentially +/-10.5 acres of public land for more intense private development. This will have a dramatic impact on Downtown Fort Lauderdale's economic development and livability while substantially advancing the DDA's mission:

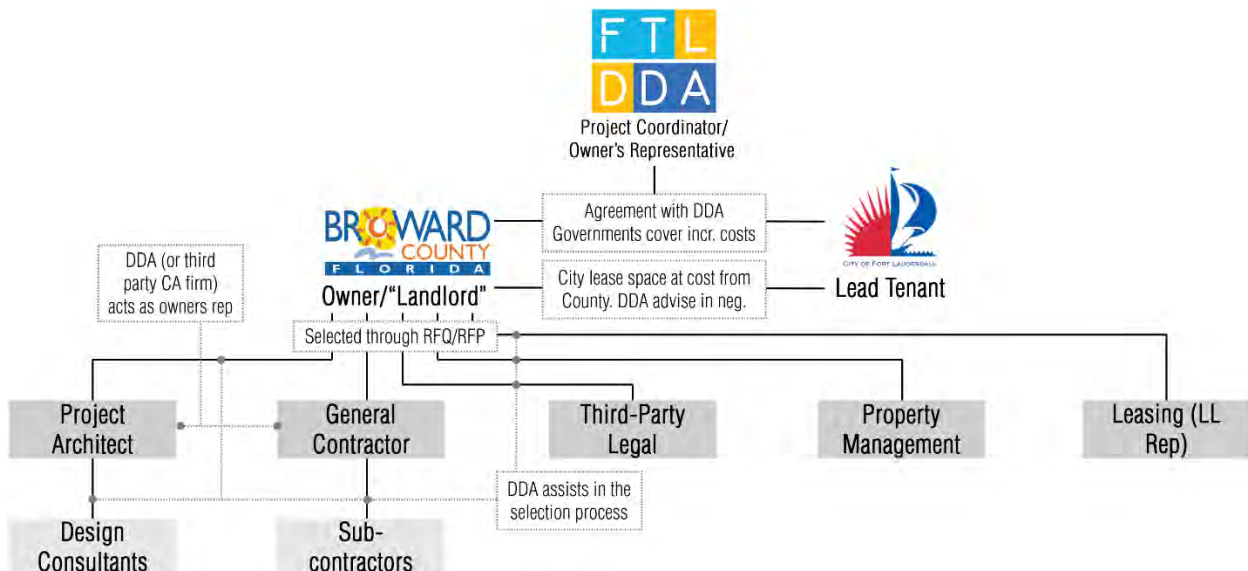
“To stimulate and sustain economic development and livability in Downtown Fort Lauderdale by facilitating public and private investment.”

If the project were to assume the structure recommended in this report, the County will assume an elevated role relative to the City (landlord, primary occupancy, financier, etc. vs the city as a tenant – see “Proposed Project Roles” section below). It is recommended that the role of project coordinator/owner's representative is left outside of the County's purview to ensure

that the City's interests and those of any other project occupants are properly represented and that sufficiently skilled resources are made available to the project. This report believes the expertise of the Fort Lauderdale DDA's staff and directors will add tremendous value to the project.

To assume this role, the report recommends the DDA seek to hire or contract with a professional with extensive owner's representative/construction management experience. If it is deemed that additional resources are required, the report recommends the DDA seek to hire or contract with a professional with project management experience, particularly with large public projects. If the DDA does not wish to take on the owner's representative role or assume any other construction-related responsibilities, the report recommends that they assist the governments in the selection of a third-party construction administration firm that would interface with the project design consultants and general contractor on behalf of the County and the City. The report recommends that any incremental staffing costs to be incurred by the DDA in performing these responsibilities be covered the County and the City through a cost sharing agreement on a pro rata basis.

Proposed Project Roles



- **Project Coordinator/Owner's Representative – Fort Lauderdale DDA** – See proposed roles and responsibly the “Recommendations with Respect to the Fort Lauderdale DDA's Role” section above.
- **Owner/“Landlord” – Broward County** – As the proposed Governmental Center would i) be located on County land (current bus terminal) ii) have the County as the largest occupant iii) likely be financed by the County (the report has anecdotally learned the County has larger cash reserves, bonding capacity) it is assumed that they would seek to retain ownership the property and the improvements to be constructed atop it.
- **Lead Tenant – City of Fort Lauderdale** – This report recommends that City negotiate with the County for a long-term lease of their space and the use of the shared facilities within the new Governmental Center. This approach is recommended over an arrangement whereby the governments establish a cost-sharing agreement and have shared ownership of the complex due to the latter's approach's expected complexities. Nevertheless, the outline of a cost-sharing agreement/shared ownership arrangement has been included at the end of this section. The City's dedicated areas would be delivered “raw” for the City to self-fund and design all improvements within the shell of

their space. The two governments should strive to establish a rental rate that is “at cost” – the County should not be profiting off the City’s occupancy, neither should the City freely avail themselves to the County’s investment. It is essential that although the City would technically be a tenant within the building and not a part owner that they have an equal voice in all design decisions for the common/shared spaces and the project be promoted as a shared complex. In many ways, this would be analogous to a lead/anchor tenant’s relationship with a private developer in a build-to-suit arrangement.

- **Design Consultant(s) – TBD** – Primary architect to be jointly selected by the County and City with advisement from the DDA. The selection process would be done through a RFP process whereby the Governments make their desired program publicly available and solicit designs from leading architectural firms. Selection of the primary architect would take into consideration their proposed design and qualifications. Sub-design consultants are to be selected by the primary architect with advisement from the DDA and Governments as needed during the design process. It is recommended that the Governments leverage the conceptual space planning efforts funded by Ellis when preparing the design RFP but that a new design be created based on a shared vision of the primary architect, County, and City.
- **(Option) Construction Administration Firm – TBD** – If the DDA does not wish to take on the owner’s representative role or assume any other construction-related responsibilities, the report recommends a third-party construction administration firm be hired to interface with the project design consultants and general contractor on behalf of the County and the City. The firm would be selected through a RFQ process that the DDA would assist in producing within their singular role as project coordinator under this option.
- **General Contractor – TBD** – General contractor to be jointly selected by the County and City with advisement from the DDA and the primary architect following a RFP process. It is recommended that the general contractor, or at the very least a pre-construction consulting firm, be brought onto the project team early in the design process to provide initial cost estimates, advise to the feasibility of constructing the proposed project, and make value engineering recommendations where appropriate. Subcontractors to be selected by the general contractor with advisement from the DDA and the primary architect as needed as the project is being prepared for ground breaking (i.e. “buy-out”). To optimize the project’s construction, the report recommends the selection of a general contractor with local relationships and large-scale, high-rise construction experience. Larger general contractors tend to work regularly with the sub-contractor market, and thus have stronger relationships and “pull” when more manpower or assistance is needed from those sub-contractors.
- **Legal – TBD** – It recommend that the County and City work with outside legal firms as needed to assist with the proposed project considering the scope and special nature of the services required. Selection of and coordination with these firms to be done by the County and City Attorneys in conjunction with the DDA.
- **Property Manager – TBD** – Even if the governments wish to maintain their spaces with their own respective facilities departments, it is recommended that a third-party property manager is hired to oversee the commercial and public/lobby space. This will be expected of third-party tenants asked to pay market rents. If the governments do not wish to use their own facilities departments in the management of their space, the firm selected would also be responsible for managing the County and City’s offices and shared space.
- **Leasing Representative(s) – TBD** – Will be required to pre-lease commercial space during pre-construction and maintain stable occupancy after completion of the project.

Alternative Structure: Shared Cost/Ownership Arrangement

If the “landlord/tenant” arrangement proposed above is not tenable for the County and City, the report recommends that the Governments pursue a shared cost/ownership arrangement whereby the Governments agree to jointly cover costs and have

a shared ownership of the complex upon completion using percentages commensurate with the amount of square footage dedicated to each unit of government. This arrangement would be similar to the approach taken by the Brookings City & County Government Center (see “Comparable Examples” section below). The following recommendations and considerations have been prepared if the project team wishes to proceed with this structure:

- County and City determine their shared percentages by calculating their pro rata contribution to dedicated government areas within the complex. Using the conceptual program from the Jim Ellis plan (see “Efforts to Create a Shared Government Complex” section above), the combined offices dedicated to the County and City total 500 K SF. If this program were to be carried through to the completion of the project, the County (350 K SF) would be responsible for 70% of the construction and operational costs and have a corresponding ownership interest in the complex while the City (150 K SF) would fund/own the remaining 30%.
- All common spaces and project components (building shell and core, shared areas for government functions, common building areas, commercial uses, public plazas, etc.) and all project soft costs (design, engineering, legal, miscellaneous consultants, etc.) would be jointly funded by the Governments using the determined cost sharing percentages. The dedicated spaces to be solely occupied by the Governments would be delivered raw, with the Governments responsible for self-funding all interior improvements within their areas.
- A challenge facing either approach to executing the project (whether the “landlord/tenant” or shared cost/ownership arrangement) is the treatment of the land basis in the project costs. If the project were to be constructed on County-owned land as recommend in this report (see “Recommended Site” section above), the County will likely seek to include the value of their land into the project costs. If so, the City’s rental rate (if a tenant) would be increased or project costs (if a shared owner) would be disproportionately higher than the County. Valuation of the land may a sticking point between the two Governments. The County may seek to maximize the value of their land and commission a third-party appraisal firm to determine the market value while the City will attempt to negotiate a lower land basis.
- Upon completion of the project, the County and City would be jointly responsible for the complex’s operational costs. Operational costs would be paid using the same percentages used to fund the project, however to ensure accurate accounting of the expenses, the Governments should strive to incorporate direct metering and other usage monitoring systems to ensure operational costs are billed to the appropriate users within the complex.
- Although the County and City would have different ownership stakes in the project, both Governments should have an equal say in all major project decisions for the project to be a truly shared complex. In their role as project coordinator, the DDA would assist in mediating any disputes or project-threatening differences of opinion between the Governments.
- This approach to executing the project would likely require a new government entity be formed to jointly fund, own, and operate the complex. This arrangement would be similar to the structure used in the development of the Brookings City & County Government Center (see “Comparable Examples” section below).

Proposed Project Schedule/Milestones

Activity	2018				2019				2020				2021				2022				2023			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Basic terms outlined/agreed to																								
Interlocal Agreement(s)																								
Space Planning																								
Design RFP																								
Schematic Design																								
Design Development																								
Construction Documents																								
GC/Cost Consultant RFP																								
Preconstruction																								
Sitework																								
Shell and Core Construction																								
Interior Buildouts																								
TCO/Punchouts																								
Occupancy																								

The following is an outline of a proposed project schedule with various project milestones and points for consideration:

i. Governments agree to basic terms of an agreement

- Conceptual agreement of the high-level terms that will form the basis of the interlocal agreement(s) and development process.
- Will require buy in from the County and City's elected officials – they must be prepared to champion the project amongst their constituents.
- Underway by virtue of the governments agreeing to devote resources to studying the project.
- **DDA Role:** facilitate the process by scheduling meetings between the governments, leading the conversations, presenting relevant points for the agreement(s), researching and advising as needed.

ii. County and City formalize interlocal agreement(s)

- Agreement(s) between the two governments to formally outline the following deal points:
 - DDA's role in the project
 - City's role in the project either as:
 - Tenant (lease terms)
 - Co-Landlord (cost / ownership sharing agreement)
 - Process of selecting and contracting with design, construction, and other project consultants
 - Conceptual project program
 - Design and programming decision making process
 - Project financing structure
 - Site selection
- **DDA Role:** facilitate the process by scheduling meetings between the governments, leading the conversations, presenting relevant points for the agreement(s), researching and advising as needed.

iii. Selection of project design and construction consultants

- Governments work with a space planning consultant to build on the conceptual program from the Jim Ellis design and formalize a project program.
- Produce and issue a design RFP based on the project program to select a primary architect.
- Designers submit schematic design that reflects the proposed program. Primary architect selected based on their proposed project design and qualifications.

- Produce and issue a construction RFP to select a general contractor. It is recommended that a general contractor (and/or construction cost consultant) is on the project team during the design process to advise on project costs and design decisions (“pre-construction personnel”).
- Select sub-consultants and contractors as needed as the project evolves.
- If the DDA does not wish to provide owner's representative / construction administrator services, produce and issue a RFQ to select this consultant.
- **DDA Role:** facilitate the space planning sessions, advise to the feasibility of commercial space, lead assembly of the design and construction RFPs, vet applicants and advise the governments in the selection of the consultants, work with the consultants in the selection of sub-consultants and contractors as needed.

iv. Design/Pre-Construction

1. Programming – see above, is produced prior to the selection of a primary architect and refined as the project design team is assembled and the project evolves.
 2. Schematic Design – submitted as part of the prospective design firms' RFPs. Winning design is refined after the primary architect is selected and brought onto the project team. Pre-construction personnel provides high level cost and feasibility feedback.
 3. Design Development – drawings advanced in detail as the program is finalized. Additional design consultants brought on as needed. Pre-construction personnel advises on project costs, construction feasibility, and examine any components in the design/materials that may help add value and/or reduce costs (value engineering).
 4. Construction documents - design is finalized and the drawings are prepared for the construction team for final estimates.
- **DDA Role:** After bringing on new construction management resource(s), act as owner's representative on behalf of the governments' interests in the design/pre-construction phase.

v. Construction

- Once the design of the project has been completed and the project has been “bought out” (all subcontractors have been selected), ground breaking commences.
- Project to be managed by the general contractor with administration from the primary architect.
- Third-party leasing representative(s) works to prelease all commercial space in the project.
- **DDA Role:** Act as owner's representative during construction by serving as the “O” in OAC meetings (Owner – Architect – Contractor), provide regular reports to the governments and bring issues and items for consideration to their attention as needed.

vi. Completion & Operations

- Turnover of the building to the County will commence once a TCO (temporary certificate of occupancy) has been secured by the construction team.
- Build out of the County and City's spaces begins. It is recommended that the governments select contractors for the interior buildouts at least six months prior to TCO to allow for the work to begin prior to TCO. Work by the interior buildout contractors to be coordinated by the general contractor.
- Third-party property management company begins their management of the commercial space (and potentially the entire project).
- Third-party commercial tenants begin their build outs and move-ins.
- **DDA Role:** Oversees the governments interior built outs, works with the general contractor to “punch out” the building (ensure all components of the project scope are satisfied) assist the property management company as they begin their operations.

Design Considerations

The following is a collection of recommendations with respect to the proposed project's design for the team to consider when refining the project's program, preparing the design RFP, and working with the architects and design consultants to formally design the project.

Icon Design: This project presents an opportunity for the Governments to introduce an iconic piece of architecture in Downtown Fort Lauderdale and to create a new symbol for the community. "Good design" of public buildings is important as it:

- Embodies local identity
- Instills civic pride
- Makes public facilities and services more inviting, accessible, and easier to deliver
- Can help recruit and retain talent, cut turnover costs
- Reflects the ambitions and spirit of the Governments and its citizens

Shared Components: The overlapping needs of the Governments presents an opportunity for them design and integrate shared components into the complex. The shared use of the components will lower construction and operational costs as compared to a scenario whereby the Governments construct new, stand-alone complexes for their own purposes. Potential shared components include:

- Commission chambers
- Audio / video systems for recording and distributing sessions and meetings
- Conference rooms and break out areas
- Lobbies, lounges, outdoor public space (on-grade plaza and/or rooftop/elevated terraces)
- Common cafeteria (note: may challenge the feasibility of privately-operated restaurants and markets within or adjacent to the complex)
- Access control systems (check-in desks, metal detectors, access fobs, temporary access passes, etc.)
- Printing facilities
- Data / server rooms

Modern Amenities: As the complex is being designed and built from scratch, the Governments have an opportunity to integrate modern amenities that are being incorporated into new private Class A office buildings. These features will help the governments recruit and retain staff and improve the quality of their employee's experiences while working within the complex, all of which could combine to lower turnover costs and improve productivity. Examples of modern office building amenities include:

- Gym/fitness center (physical spaces and fitness/wellness programs)
- Stocked kitchens/snack bars
- Building-wide WiFi (will need to comply with the government's IT security protocols)
- Distributed antenna system (DAS) to boost cell phone reception
- Child and pet care facilities
- Bike racks and/or storage rooms
- Shower facilities

Parking: While the proposed site may be the County's most transit connected site and the Governments should strongly encourage and allow for alternative commuting patterns, most of the complex's employees and visitors will be traveling to the premises via automobile. The following is a collection of considerations with respect to the parking supply and design:

- The project should seek to incorporate an adequate supply of parking spaces. Considering the transit-connectivity of the proposed site and the nature of its occupants (governments are commonly higher-density office users than

private users), conventional office space parking supply metrics (3 per 1000, for example) should be ignored in place of a parking demand study that contemplates the following:

- Estimates of the quantity of government employees that are expected to work in the complex and what percentage of them will commute by car
 - Market-driven parking supplies for any commercial space incorporated into the complex (+/- 3 per 1000+)
 - Sufficient spaces for visitors
- Notwithstanding the proposed project's urban location and transit accessibility, commercial retail tenants will seek highly accessible, visible, and cheap (if not free) parking for their patrons
- The parking garage must be very accessible to the office space. If not integrated into the office building(s) in a podium style structure, the garage should be immediately adjacent to the office building(s) with covered access, as allowed by the site plan
- The following amenities should be considered for incorporation when designing the garage:
 - Valet stations/operations
 - Access systems
 - Reserved zones and/or spaces
 - Spaces for compact/low emission vehicles
 - Electric vehicle charging stations
 - Car washing stations/services
- The parking garage should be designed to allow for future adaption into habitable space (limit the number of angled surfaces) if and when the demand for parking decreases
- In addition to incorporating proven safety guidelines into the garage's design, sufficient security features (cameras, access control systems, etc.) and personnel should be made available during all hours of operation
- To generate additional revenue, spaces in the garage could be used during non-peak hours (6 PM – 8 AM) by nearby residents (many adjacent multifamily projects are being developed with low parking supply ratios) and/or visitors to downtown Fort Lauderdale

Sustainability/Resiliency: The proposed project presents an opportunity for the Governments to reflect their sustainability and resiliency ambitions and goals by incorporating modern features that will help the complex serve as a model for private and public developments in the region and beyond. Incorporation of these features and technologies (select examples included below) could be used in pursuit of a high-level USGBC LEED (or alternative) green building rating for the complex that will help promote its sustainability. The issue of resiliency is of particular significance to Broward County and the City of Fort Lauderdale considering their vulnerability to sea level rise a variety of weather events such as King Tides, Super Moons, and hurricanes/tropical storms. Investment in resilient design features and technologies will extend the complex's useful life and decrease the Governments future maintenance and repairs costs.

- Onsite on-site renewable energy, such as solar panels
- Use of local, sustainable building materials
- Low solar heat gain coefficient of glass
- Low-flow plumbing fixtures
- Rain-water harvesting systems
- Green roofs
- Occupancy sensors
- Daylight-controlled lighting systems
- Backup power generators
- Elevated building pad
- Dewatering systems
- High-impact glass

Commercial Uses: Incorporation of commercial uses into the project will provide additional streams of revenue and, depending on how the space is leased, serve as an amenity to the complex's occupants and activate the public space surrounding the project in the AM and potentially PM hours. The following should be considered when programming commercial space into the complex:

- According to the IRS, less than 10% of the debt service of any government issued bonds used to finance the proposed project can be secured by an interest in the property "used in a private trade or business" for the bonds to be tax-exempt. One interpretation of this stipulation is that the project commercial (private) space must be less than 10% of the building's GLA. If the bonds lose their tax-exempt status, they lose substantial value which will increase the cost of financing the project. Assuming the project proceeds with the program from the Jim Ellis-funded conceptual design, only +/-65 K SF of space could be for commercial use for the bonds to be tax-exempt.
- Downtown Fort Lauderdale's office market has still not recovered from the financial crisis and the overbuilding that took place in the two decades that preceded it (12.5% vacancy as of Q1 2018 according to JLL). According to an October 2017 Miami Herald article, it had been 15 years since a new office building was constructed in the neighborhood. Nevertheless, a handful of office projects have been proposed for downtown, signaling demand for new Class A space. Additionally, the ability for some users to cohabitate with the County and City's departments could be very desirable to tenants who regularly do business with the Governments.
- Private office tenants will expect modern features and amenities along with market parking supplies if they will be asked to pay market rates. Furthermore, they may find the Government's security and access control systems to be unwelcoming and/or cumbersome. Care should be taken when designing how the commercial office space is accessed. Private tenants may seek a lobby separate from the Governments, however if the amount of commercial office space is relatively small, a separate lobby will be cost prohibitive.
- Based on the proposed project's conceptual design/program and a study of projects being developed nearby, a maximum of 20 K SF of retail is recommended. The project team should seek to lease most of the space to restaurants as they will be more viable operations and better activate the project.
- Incorporating a material amount commercial uses into the project (a la the 2004 Zyscovich concepts):
 - Will likely require a partnership with a private developer to assist in project planning, financing, execution, and ownership/management
 - Ties the timing of the project's execution to market forces
 - Will put the project in competition with private developers and investors. This may threaten their support for the project or worse, create a powerful opponent

Miscellaneous Considerations:

- Separate towers or façade elements could be incorporated into the design to give the County and the City's portions of the complex a unique identity
- To ensure the City is not marginalized as the smaller user, great care must be taken to market, brand, and sign the project as a shared governmental complex
- Public art / murals should be incorporated to celebrate the community's culture and history
- Space should be made available for other civic bodies to occupy area within the project (Fort Lauderdale CRA, the Chamber of Commerce, or the DDA itself, for example). These tenants would not be considered "a private trade or business," therefore not contribute to the 10% of project GLA maximum threshold for commercial uses if the project is funded with tax-exempt bonds.

Comparable Examples

The following is a collection of completed or proposed examples of counties and cities cohabitating facilities. They were reviewed by the producers of this report when preparing the recommendations and considerations contained herein and should serve as examples for the team to study when preparing the for proposed project.

Mobile Government Plaza – Mobile, Alabama

The Mobile Government Plaza is a 581 K SF complex in Mobile, AL. According to the Mobile County website, it is the nation's first structure to combine county and city governments and a court system in one facility. The three-member Mobile County Commission built the facility to consolidate city and county services in a convenient downtown location. Prior to its construction, county and city offices were spread throughout Mobile County. The Commission felt it would save tax dollars to build a facility to centralize services in downtown.

- Construction Complete Date - December 1994
- Square Footage - 581,000 square feet
- Cost - \$58 million (construction) and \$15 million (land acquisition and site preparation)
- Program:
 - 10-story Administration Building - houses city and county offices
 - 9-story Judicial Building - houses 21 courtrooms and judges' offices

Instead of using one general contractor to build the Plaza, the Commission opted for a construction management team. A joint venture of between two local large general contractors managed the project. Construction was broken into 31 smaller bid categories to maximize local participation.



The Plaza consists of two buildings: a nine-story Judicial building and a ten-story Administration building. These two buildings are joined by a massive 50,000 square-foot public atrium. The atrium is a modern take on the traditional town square, with the Plaza opening onto its own interior town square. The space even includes a massive set of courthouse steps. Ceremonial in function, the granite steps serve as a performance stage for concerts and speeches or as a place to relax and have lunch.

Brookings City & County Government Center – Brookings County, South Dakota

The Brookings City & County Government Center is a 73 K SF building home to 13 departments of the City and County governments in Brookings County, South Dakota. According to the county's website, the Center is the only combined building for city and county governments in the State of South Dakota. While each department has their own respective office space, both governments share common areas, meeting rooms, and the chambers which host meetings of the City Council, County Board, and several of their respective advisory boards, committees, and commissions.

- Construction Complete Date - June 2012
- Square Footage - 76,000 square feet
- Cost - \$12 million
- Program:
 - Houses 13 City and County departments
 - Governments share common areas, meeting rooms, and chambers

Construction and annual operating expenses are split on a percentage commensurate with the actual amount of square footage dedicated to each unit of government; with the City at 48% and the County at 52%. The building is equipped with the latest technology and security advancements, energy efficiency, and has space for future expansion. Moving into this new building enabled Brookings County to vacate previously-leased office space and remodel the historic Court House for the exclusive use of the court system. It also allowed the City to vacate the previous City Hall and remodel it for an expansion of the Police Department.



The project was constructed by a Joint Powers Board, an organized body permitted by South Dakota Codified Law, that was formed by the Brookings City Council and the Brookings County Board of Commissioners. City officials believe the consolidated building will save the governments millions in operational costs and the project will be a model for other communities that want to put government agencies under one roof. "We believe the era of fighting over turf and those kinds of inner governmental battle grounds are over, governments have to come together to work for more efficiencies with tax dollars and that's what we are trying to do with this building," per City manager Jeff Weldon.

Proposed City & County Government Center – Spartanburg, South Carolina

Spartanburg County (South Carolina) is proceeding with plans to construct a new government center that will house its offices along with the City of Spartanburg and replace their aging facilities. The proposed government center will consist of 188 K SF of gross area and a 600-space parking garage located in downtown Spartanburg. The complex will cost approximately \$63 million. Design of the complex is scheduled to begin in late 2020, with groundbreaking and occupancy estimated to occur in Spring 2021 and mid-2023, respectively. The center is being developed in conjunction with a new county judicial center and municipal court/police building, both of which will precede the city and county government center in the project schedule. The combined project is projected to cost \$217 million.

- Estimated completion date – Mid-2023
- Square Footage - 188,000 square feet
- Estimated Cost - \$63 million
- Program:
 - +/- 75% of the building for county components, +/-25% for city components
 - 600-space parking garage

Historical Examples

County and city governments have been sharing facilities in the United States for over 100 years. The following is a collection of successful historical examples of cities and counties cohabitating in a single complex. These examples continue to serve their respective governments and are iconic landmarks within their community.



Chicago City Hall and County Building

Chicago City Hall and County Building – Chicago, Illinois – The City of Chicago, Illinois and the county it sits within (Cook County) have been sharing various facilities since 1853. The most recent iteration was opened in 1905. The building has been through several renovations since opening to adapt to the needs of the city and the county. The current facility is a dual, 11-story building with two identical halves topped by an iconic green roof added in 2001.

Pittsburgh City-County Building – Pittsburgh, Pennsylvania – The Pittsburgh City-County Building is the seat of government the City of Pittsburgh and houses both Pittsburgh and Allegheny County offices. The building was opened in 1917. Today the building is primarily occupied by city offices and departments with county offices located in adjacent facilities.

Denver City and County Building – Denver Colorado – The City and County of Denver share a building within the city's Civic Center adjacent to the State Capital, the Denver Art Museum, and the Denver's Central Library. The building opened in 1933.



Pittsburgh City-County Building



Denver City and County Building

Conclusion

It is the opinion of this report that a new government complex shared by Broward County and the City of Fort Lauderdale will be a proper use of public money and resources. The current facilities used by the Governments are aged and undersized. They have high operational and maintenance costs and are poor representations of the community. They instill no civic pride and have effectively reached the end of their useful life. The municipalities that they represent and administer services to have outgrown them, an issue that will continue to persist as the County's population and economic footprint expands at rates exceeding those of the national average.

Considering the state and proximity of the current facilities, the overlapping nature of the Governments' operations, the relative health of the Governments' finances, and the abundance of publicly-owned land in transit-oriented sites in the downtown, the Governments have an opportunity to construct a new, shared, and iconic facility that meets their current future needs while representing the transit, sustainability, resiliency, and "good design" values they promote and wish to see within their municipal bounds. Successful execution of this project will be an excellent example of "good government:" two bodies of governments putting aside their differences to outline objectives for a long-term, "future-facing" project and pooling resources and funds to achieve them.

The Fort Lauderdale DDA is uniquely poised to champion the project and coordinate the efforts of the Governments in a project coordinator/"owners representative" role. The DDA is well suited to assume this role considering the expertise of its staff and directors and their familiarity with the project and its stakeholders. Ultimately, the report believes the DDA's involvement in the project within this capacity will increase the probability of the project's successful execution. In addition to introducing an iconic and efficient public facility in the heart of downtown Fort Lauderdale, this project could free up public land for more intense private development. The combination of these factors will stimulate and sustain economic development and livability in Downtown Fort Lauderdale, advancing the DDA's mission.

