

Board of County Commissioners

Agenda Request

Date of Meeting: January 25, 2010

Date Submitted: January 11, 2009

To: Honorable Chairman and Members of the Board

From: Benjamin H. Pingree, County Administrator
Timothy Barden, Assistant County Administrator
Doug Jones, Director, Public Services Department
Ray Gray, Director, Parks & Recreation Division

Subject: Board Review of Current Alternatives and Authorization to Proceed with Purchase of Property for a Community Center

Statement of Issue:

This agenda item requests Board evaluation of the two Property Appraisals obtained on the 22 acre parcel located on the NE corner of Trice Lane and Shadeville Highway owned by the New Life Christian Ministries and provides a detailed analysis of present alternatives.

Background:

On June 11, 2007, a citizen's committee looking into the possibilities for a Community Center met with Commissioner Green and identified three potential sites available to the County at that time. Those sites included the Wakulla Expo Property, Horne Property (adjacent to Medart Recreation Park), and existing property at Medart Recreation Park. On June 18, 2007, a workshop was held to discuss these locations and in August 2007, the Board gave direction for staff and the County Attorney to pursue an acquisition/lease back agreement with the Wakulla Expo Association as a location for the Community Center.

In December 2007, the Board continued to express the desire for the county to have a Community Center by ranking it as one of their top priorities at their annual retreat. From August 2007 until June 2008, the County and Wakulla Expo Association participated in ongoing negotiations. On June 20, 2008 the Wakulla Expo Association notified the County they were withdrawing their negotiation efforts and their site was no longer being considered. The Board immediately directed staff to explore a central location in the Crawfordville area.

On September 9, 2008, the board held a workshop to discuss the possibilities for a Wakulla County Community Center in the Crawfordville area. On September 22, 2008 BOCC the Board ratified the actions from the Workshop and approved a parcel of land on Trice Lane between the current Public Works and EMS facilities for the Community Center's location. They also approved a design

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concept for a 19,800 square foot facility at a cost of \$2.8 million dollars and directed staff to prepare an RFQ for Architectural & Engineering Services and RFP for Construction Management (At Risk) Professional Services for the project.

An advertisement for Architectural & Engineering Services Request for Qualifications was issued on April 24, 2009 and an advertisement for Construction Management At Risk-Request for Proposals was advertised on June 24, 2009. As a result of the RFQ and RFP, EMO Architects, Inc. was chosen as the Architectural & Engineering firm and Ajax Building Corporation was chosen as the Construction Management firm. Due to a protest filed by Childers Construction Company over the procedure used in the selection of the Construction Management firm the project was put on hold until the protest could be resolved.

In November, an alternative site for the Community Center came to the Boards attention: a 22 acre parcel owned by New Life Church Ministries, Inc., located on the northeast corner of Shadeville Highway and Trice Lane. This property includes two 6,744 square foot buildings (nearly 13,500 square feet combined), parking, and other amenities and is being marketed/listed for a sale price of \$1.9 million dollars. At the November 16, 2009 meeting of the Board, a motion to approve obtaining two independent property appraisals for the site was unanimously passed.

In December 2009, two appraisals firms were selected to prepare appraisal report for this property in accord with county purchasing policy. Those firms are Carroll Appraisal Company, Inc., and Wakulla Appraisal Services.

Since inception of this property potentially serving as an alternative site for the community center, the New Life Church property has been visited by County staff on numerous occasions. County Administrator Ben Pingree, Assistant County Administrator Tim Barden, and staff from the Public Services Department, Parks & Recreation Division, IFAS Agricultural Extension Office, as well as numerous commissioners have visited the site to date. All think that existing facilities on this property would lend themselves immediately to many of the activities envisioned for the Community Center. With the addition of a gymnasium adjacent to the current buildings, and minor structural alterations to the present Church Administration Building all of the activities for the Community Center, as first proposed for the Trice Lane site, could take place on the New Life Church property. Unlike the Trice Lane property where the site is limited by its small size (3.7 acres) and ingress and egress issues between the Public Works/Public Safety Department facility and the Emergency Medical Services Division facility, the New Life Church property's 22 acre plat could easily accommodate the expansion of the Community Service into numerous other areas and amenities.

In addition to noted site visits by numerous staff, Wakulla County Fire Inspector Allen Harvey has evaluated existing fire protection at the facility and finds that it is up to code for use as a Community Center. He did note, however, that although not required, ultimate addition of a full fire sprinkler system installed for both buildings would be optimal if acquired by the County. He noted that, "This fully fire suppressed building would protect Wakulla County's investment in the Community Center should a fire incident occur." His report is included as Attachment #3.

Analysis

The analysis section of this agenda item will discuss the original location, scope and amenities of the future Community Center as currently directed by the Board, the amenities of the New Life Church property currently on the market for sale, and the appraisals obtained by the county on this property. There will also be discussion of potential issues with both sites as well options moving forward for the Board to consider. It will conclude with a staff recommendation for proceeding toward a Community Center.

Original Trice Lane Location- Potential Scope and Amenities

A 3.7 acre site on Trice Lane between the County's Public Work's Facility and the Emergency Medical Services was chosen for the Community Center site because of its central location and current ownership by the county. It is also adjacent to an additional 5 acre parcel of land owned by the County.

The facility desired by the Board was to include space for:

- Yoga, weight training, gymnastics, and dance;
- Gymnasium for volleyball and basketball;
- Public computing lab;
- Multiple meeting rooms configurable to varying sizes;
- Restroom facilities;
- Office space;
- Kitchen area capable of serving large groups;
- A potential Phase II construction for Fire and EMS facilities.

New Life Church Property Site-Current and Potential Future Amenities

The New Life Church property is a 22 acre parcel of land located on the northeast corner of Shadeville Highway and Trice Lane and includes the following amenities:

- Two (2) 6,744 Square Foot Buildings with identical exteriors but differing floor plans;
- Paved parking lot and access ways from Shadeville Highway and Trice Lane;
- Parking spaces for 70 vehicles including 2 handicap spaces;
- Utility Infrastructure including Talquin Electric and Water, Wakulla County Sewer, and

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storm water retention ponds;

- Fenced Playgrounds and Basketball Court;
- A Metal Storage Building; small wooden storage shed; and 2 vehicle Carport structure;
- Ample Parking for a potential Park and Ride location in line with current Board priorities.

The property is a very accessible location for vehicle, bicycle, and pedestrian traffic. Shadeville Road is considered major collector and currently has the capacity to handle increased traffic from the proposed Community Center.

The two existing buildings are a Worship Center and a Church Administration Building. Without any modifications the buildings could support many, but not all, of the activities proposed for the Community Center. Following is a list of activities for the two buildings.

Worship Center- This building consists of one large room presently used as the sanctuary, a large, multi-functional stage, 2 large bathrooms, a lobby, 2 offices, a sound booth, and storage area. In its present configuration there is seating for 168 people.

- Auditorium for public gatherings of all kinds including concerts, performances, community theatre, lectures, political forums, and panel discussion groups.
- It could serve a meeting hall for Board of County commission meetings, town hall meetings, and events where large numbers of attendees would be expected.
- It has very good acoustical properties, and currently has a wide variety of excellent sound and A/V equipment. There is a large stage area with design features making it readily adaptable to differing uses.

The Church Administration Building- This building has 16 individual rooms, 2 large bathrooms, 2 small bathrooms, a small caterer's kitchen and pantry. The Youth Fellowship Hall at the rear of the building could immediately support the following activities:

- Dance, exercise, yoga, taekwondo, and tai chi classes
- Arts & crafts
- Limited gymnastics (tumbling)
- Weight training
- Small catered functions
- Community Theatre
- Program/Community Center office space
- Meeting space for small to medium size groups.
- Parks & Recreation Summer Camp-The Parks & Recreation Summer Camp Program could also be accommodated by this existing facility. Two rooms connected by a common bathroom are currently designated for toddlers and nursery and would be ideal for serving the

younger children who attend this program. Other rooms could be used as game rooms for a variety of activities appealing to youth of all ages.

Possible Alternative Uses With Minor Modifications

Many, but not all, of the programs, activities and functions envisioned for the proposed Community Center on Trice Lane could begin immediately, or in some cases with a few modifications, in the existing facilities of the New Life Church property. The activities associated with a gymnasium facility would only be available after a gymnasium was constructed. Following is a breakdown of how the two existing buildings could be immediately used if purchased.

Worship Center -With the elimination of the fixed seating currently in this structure and utilizing portable, moveable seating, the building could be used for:

- Dances
- Class & family reunions
- Trade shows
- Wedding receptions
- Church, civic group or other organization's events.

The Church Administration Building -With minor modifications and re-design of current configuration of movable walls, this facility could be used for:

- Cooking Classes(with kitchen expansion and modification) The existing buildings at the New Life Church property would also benefit by some changes if funds were available. Staff of the IFAS Agricultural Extension Office noted that the existing kitchen facility is too small to serve large groups or to be used for canning classes and other food processing courses that IFAS hopes to offer at the Community Center. They thought, however, there was sufficient room to expand and remodel the existing kitchen incorporating Energy Star appliances if funding became available.
- Computer Classes-Education computer classes including basic computer classes, Microsoft programming classes and other curriculum as necessary.
- Electronic branch library. This would provide a valuable location, in addition to the public computing at the Wakulla County Public Library, where the citizens could conduct job searches, fill out online employment applications, and access many of the e-government services (food stamps, Medicaid, etc.) and long distance learning, that are quickly becoming the only means for these services to be accessed. This would require the adding of electrical and computer infrastructure, as well as purchasing the needed computers, peripherals, and furnishings to be fully operational. In addition, the branch library could house a small book collection primarily aimed at the youth of our community, and serve as a pickup and delivery point for library materials from the main public library's collection.

Additionally, a number of area organizations and entities have expressed an interest in participating in a new Community Center and its use. For example, representatives from the YMCA, Boy Scouts and Girls Scouts, and IFAS Agricultural Center have all expressed an interest in using these facilities for activities in their programs. The modifications required to accommodate these organization's desired uses would be based on the programming that each of these organizations would be looking to incorporated into this facility and potentially include the following:

- Large Weight Training and Exercise Facilities
- Swimming pool complex
- Outdoor basketball and tennis courts
- Ball Fields(tee-ball)
- Skate board facility,
- Walking trails
- Demonstration gardens for vegetables and Florida native plants.
- Walking/exercise trails due to being well situated to allow bicycle access from nearby neighborhoods.
- A potential site for an EMS facility
- A potential site Heritage Village location.

The proposed 3.7 acre site on Trice Lane while having enough room for the proposed Community Center would not have sufficient room for expansion into other recreational activities and services.

Appraisals

In December of 2009, the County solicited two quotes for appraisal services to prepare appraisal report for this property. The two firms that were selected to perform these services were Carroll Appraisal Company, Inc., and Wakulla Appraisal Services. A copy of both appraisal reports are included in this agenda item for your review(Attachments #1 & 2) The table below list the Final Estimate Value listed in these reports for the New Life Church Property.

Appraisal Company	Final Estimate Value
Carroll Appraisal Company	\$1,400,000.00
Wakulla Appraisal Services	\$1,465,000.00

The advertised sale price for this property is \$1.9 million dollars, which if the two appraisal values are averaged, makes the sale price approximately \$467,500 more than the appraised value.

Comparison of Proposed Community Center Sites

There are items for the Board to consider when determining the best course of action with establishment of a community center. The following chart outlines a comparison of amenities at the New Life Church site as well as the potential amenities at the original Trice Lane site. These are general comparisons of major components for the Board to consider when moving forward with this project.

Amenity	Trice Lane Site	New Life Church Site
Total Available Space	22 Acres	3.7 acres
Parking	Very Limited	70 plus spaces with room for additional
Ingress/Egress on major connector road	Limited	Excellent
Infrastructure (water, sewer, etc...)	None	Currently in Place
Timeline for Use	At least 10 mos. to a year	Immediate
Capacity for Expansion	Very limited	Unlimited
Potential Park & Ride Location	No	Yes
Gymnasium	Planned	None
LEEDS Standards Design	Planned	TBD
Costs	Estimated \$2.8 million	Initial \$1.4 million with potential \$1.2 million additional for gym.

The major difference between establishing a Community Center at the New Life Church property and the project proposed for the Trice Lane site is the lack of a gymnasium and those activities that are held in a gymnasium. These would include many gymnastic and athletic events. Parks & Recreation is anxious to begin offering many new recreational opportunities for the families and youth of Wakulla including volleyball and basketball leagues, gymnastics training and competitions, and other gym related activities. In addition, athletic tournaments, conferences, and other special activities could utilize the gymnasium facility and be a valuable revenue source to the county. It is estimated that the cost of designing and constructing a gymnasium, including furnishing and equipping, the structure would be \$1 to \$1.2 million dollars.

As both of the existing buildings on the New Life Church property have no interior load bearing walls, gymnasium construction, alterations of the kitchen, and other structural changes to adapt the facility for more and better uses should be considered when and if the gymnasium is constructed.

Funding

Funding available for potential use for a community center, at either site, will be a fundamental consideration the Board must utilize when planning for this new facility. As previously stated, the Board approved a targeted funding level and size for the community center project of \$2.8 million dollars. Specifically, the funding included the FY2009/2010 Capital Improvement budget for the Community Center (the total “cash in hand” presently available for expenditure) is as follows:

Funding Source Amount:

HUD Grant-Community Center	\$ 392,368
One Cent Sales Tax-Community Center	\$1,285,647
Impact Fees-Community Center	<u>\$ 321,304</u>
Total:	\$1,999,319

The total available funding for this project is \$1,999,319. This funding is currently programmed into the 2009/2010 CIP for use in construction of a Community Center on the county-owned land on Trice Lane. However, this funding could also be utilized toward the acquisition of the alternative site on Shadeville Highway (New Life Church site).

If the Board directed staff to negotiate a sales price for the New Life Church site within the range of the \$1.4 million dollar appraisals, there would be approximately \$600,000 in funding that could be used to either retro-fit the existing building to meet the needs of programs and services planned or utilize this additional funding toward the building of a gymnasium-that being the primary function that the existing New Life Church structures would not presently meet.

Staff Recommendation:

Site Selection:

Staff recommends moving forward with the purchase of the New Life Church property for the new community center. As outlined in detail in the analysis section of this agenda item, the property offers more amenities and is (relatively) turn-key as compared to the original proposed site on Trice Lane. The proposed site on Trice Lane has a number of deficiencies that make that site less optimal for this facility including, lack of ingress/egress, room for expansion and parking. The New Life Church property, while not the complete facility that was originally planned (due to the lack of an existing gymnasium), offers the County the ability to expand and provide more programs and services than could be realized with the Trice Lane location under any scenario.

Contractual Architectural Engineering & Construction Management Services:

In 2009, EMO Architects Inc., and Ajax Construction Company emerged from the County's Request for Proposal processes, respectively, as the firms selected for 1) Architectural and Engineering and 2) Construction Management services. To date, and noting the time given to first attend to Bid Protest Reviews and then to evaluate the alternative site, the County has not signed a contract with either firm for these services on the Trice Lane site.

At this time, and noting the staff recommendation (above) to proceed with acquisition of a separate property, staff notes that the RFQ and RFP for the Community Center for these two noted contractual services were site specific to the Trice Lane location. As such, it is staff and the County Attorney's determination that proceeding with the New Life Church site would render those processes void. Accordingly, it is staff's recommendation that the resulting firm selections with the Ajax and EMO Architect firms be cancelled. Please note: this recommendation is predicated on two significant parts: 1) that the Board agree with proceeding with the New Life Church site AND 2) that negotiations and acquisition of that site be successful by the County. Should either of the above two parts not be successfully met, the process and selection for the Trice Lane site should remain valid.

In summary, if the Board decides to move forward with the purchase of the New Life Church property and subsequent construction of the gymnasium, these services will be either re-solicited in total and/or a portion of the design and architectural work for this smaller gym facility on the Church site may be able to be done through current on-going services contracts.

Tentative Timeline Moving Forward with New Life Church Property

Staff has prepared a tentative timeline moving forward should the Board direct staff to move forward with the purchase of the New Life Church property,

Immediate (February/March 2010)

- Negotiate and purchase the New Life Church property.
- Evaluate furnishing and equipment needs to begin using the facility by June 1, 2010

3-6 Months (June 30, 2010)

- Reevaluate gymnasium program and activity needs to formulate a gymnasium building plan
- Evaluate existing programming needs in the Worship Building and Administration Building for any structural modifications needed to maximize functionality
- Review total property concept to develop a plan to tie Worship Building, Administration Building, and Gymnasium structure together, maximizing security while providing for outdoor uses and amenities
- Develop a long term plan for future amenities (i.e., swimming pool complex; outdoor basketball, volleyball, t-ball facilities; gardens; park & ride facilities, etc.) so a total land use

plan can be developed

- Develop the method of construction of the gymnasium whether it is a design-built facility or the mechanism used for the Trice Lane facility which was the Architectural and Engineering Services and Construction Management Services

However, should the Board direct staff to proceed with the Trice Lane location an alternative brief timeline would need to be created. However, it would include the following major events:

Immediate:

- Executed contract for A&E and Construction Management

3-6 Months:

- Design Phase
- Community Workshops

6-12 Months

- Construction Phase

Options:

1. Authorize the County Administrator to negotiate and purchase the New Life Church property.
2. Approve the cancellation of the RFQs for the Architectural and Engineering and Construction Management at Risk based upon the successful conclusion of acquiring the New Life Church property.
3. Do not authorize the County Administrator to negotiate and purchase the New Life Church property.
4. Do Not Approve the cancellation of the RFQs for the Architectural and Engineering and Construction Management at Risk.
5. Board Direction.

Recommendation:

Options #1 and #2.

Attachments:

1. Property Appraisal 1
2. Property Appraisal 2
3. Fire Inspection Division Memo
4. Worship & Administration Floor Plans