# Board of County Commissioners
## Agenda Request

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| Date of Meeting: | February 25, 2003 |
| Date Submitted: | February 20, 2003 |
| To: | Honorable Chairman and Members of the Board |
| From: | Parwez Alam, County Administrator PA<br>Gary W. Johnson, Director, Community Development Department |
| Subject: | Request for Proposals for Market Feasibility Study for Redevelopment of North Florida Fairgrounds |

**Statement of Issue:**

This agenda item seeks the Board's approval to issue a Request for Proposals (RFP) for a Market Feasibility Study for Redevelopment of North Florida Fairgrounds, and authorization funding in the amount of $55,000 from the Contingency Fund.

**Background:**

On February 12, 2002, the Board held a workshop to discuss the potential redevelopment of the North Florida Fairgrounds as a Community/Business Park. At that workshop, Board directed staff to arrange to have an appraisal done at the Fairgrounds site. The actions of the Board were ratified on March 12, 2002. On November 26, 2002, the Board received the information from the market appraisal. At that meeting, the Board discussed appropriate next steps, and directed staff to prepare a scope of work for a market feasibility study, based on the following parameters:

- The market study should include community input and be "reflective of the strength of the citizens of the area";
- One to three development scenarios should be developed;
- There are no predetermined uses, however, industrial and warehousing uses will not be considered; and
- The study should include a market appraisal of land value based on future land use scenarios.

On January 14, 2003, Commissioner Rackleff requested that staff look at the processes used in the City of Tampa for its relocation of the Florida State Fairgrounds, and in the City of Orlando for its redevelopment of the Naval Training Center.

**Analysis:**

Scope of Work and Budget for Study

Staff has prepared the market feasibility study as directed and a draft Scope of Work is provided as Attachment 1. In the previous agenda item, staff suggested that $55,000 be allocated for a "master plan", but as noted by the Board, this amount would be insufficient for a detailed master plan because doing so would require preliminary engineering work and site design at a minimum. It should, however, be sufficient for a market feasibility study to include an assessment of the market potential, site constraints and advantages, appropriate use mix and resulting land value. Staff therefore recommends the Board allocate a budget of $55,000 to this study.

Processes used in Orlando and Tampa

Staff was asked to research the processes used for relocation of the Florida State Fairgrounds in Tampa and for the redevelopment of the Naval Training Center in Orlando. Upon inquiry, we were advised that in Tampa's case the Fair Authority (hereinafter "Authority") was contacted by a contractor who expressed interest in purchasing the property in Tampa for development of a shopping mall. The Authority requested the contractor to submit a study to address the impacts of the relocation. However, the contractor failed to submit the requested study and the Authority postponed any future discussion of the matter.

In Orlando, the study consisted of a four-part process: 1) Base Reuse Plan development; 2) Business and Development Plan development; 3) Urban Design and Infrastructure Plan development; and 4) Selection of a Development Team. The Mayor of the City of Orlando appointed a Base Reuse Commission (hereinafter "Commission"), consisting of business and government leaders, to identify alternative uses for the site. In the first phase, a Planning and Architecture Consultant was retained to identify the site's opportunities and constraints. Also, several land use plans that would achieve the established goals and objectives were evaluated. The second phase, involved the hiring of a Real Estate and Market Research Consultant to conduct appraisals of all of the base properties, establish estimates for new and enhanced infrastructure requirements, and conduct a cost and character analysis for new roadways. Cost estimates for the demolition of unsafe buildings or infrastructure, phasing plans, and financial pro-formas were also included within this plan.

The City of Orlando then solicited an Engineering and Design Consultant to develop an Urban Design and Infrastructure Plan. Citizen input was heavily sought during the design phase and a visual preference survey was conducted. The final phase involved the selection of a developer to

implement the plans to develop the Naval Training Center consistent with the standards that had been drafted through the community process. The development team was required to show not only sufficient design and development experience, but also the financial capability of implementing their plan. Throughout the entire process public comments were solicited and incorporated into the plan.

Please view the attached General Fund Contingency statement to see the available balance (Attachment #2). Additionally, an associated budget amendment is attached for approval (Attachment #3).

**Options**:

1. Approve the issuance of a Request for Proposals for the Market Feasibility Study for Redevelopment of North Florida Fairgrounds and approve the Budget Amendment Request in the amount of $55,000.

2. Do not approve the issuance of a Request for Proposals for the Market Feasibility Study for Redevelopment of North Florida Fairgrounds.

3. Board direction.

**Recommendation:**
Option # 1.

**Attachments**
1. Draft Scope of Work for the Market Feasibility Study for Redevelopment of North Florida Fairgrounds
2. Contingency Fund Statement
3. Draft Budget Amendment

PA/GWJ/KAA/kaa

# SCOPE OF WORK FOR FAIRGROUNDS REDEVELOPMENT

## General Project Description and Introduction:

The Leon County Board of County Commissioners (hereinafter CLIENT) will engage the professional economic/market research and public involvement services of _____ (hereinafter CONSULTANT) to prepare and conduct the Market Feasibility Study for Redevelopment of North Florida Fairgrounds (hereinafter PROJECT). The overall project area, shown in Attachment 1, is commonly referred to as the fairgrounds.

The goals of this project are expressed below in detail but shall include conducting a market feasibility study for the potential for redevelopment of the existing fairgrounds site and a land value appraisal of the current fairgrounds site. The project entails the development of at least three possible redevelopment scenarios based on sound market research and utilizing professionally accepted methodologies. These scenarios developed are not to include industrial or warehousing land uses. The existing football stadium, adjoining parking lot and agricultural extension office are to remain on the site. This study will include community input and the selected consultant will be responsible for ensuring that adequate community input is facilitated when developing the possible redevelopment scenarios.

The Tallahassee-Leon County Planning Department shall provide contract administration that includes, but is not limited to project coordination, review and approval of modifications to the scope of work plan or schedule, and review and approval of invoices. The Tallahassee-Leon County Planning Department reserves the right to contract certain portions of the work known as "contract administration". If needed the Department will be responsible for certain portions of the work, including assisting with "in-house" or unoriginal data collection and coordination of the public involvement portions of this project.

## Background:

The Board of County Commissioners has expressed interest in considering development of a mixed use project at the 142 acre North Florida Fair Association location

The 142 acre North Florida Fair location was at one time considered as being on the outskirts of Tallahassee. After years of development the fairground location is now in an integral part of the city and the community. The possibility of this property being developed as a mixed use project could serve as an economic benefit for the southern portion of the community, which has been targeted for a variety of economic and social programs.

The North Florida Fair Association has a lease agreement with Leon County that expires on December 31, 2067. On January 1 of each calendar year, the North Florida Fair Association pays a $1 rental fee to Leon County for the use of the fairground property.

However, if the Fair Association and the County agree, the lease could be terminated upon mutual agreement of the parties or the location of the fairgrounds could be changed upon mutual agreement of the parties. Hence, before the fairgrounds can be moved, a new location must be identified. Staff has done preliminary work on this issue. The initial appraisal (conducted in 2002) estimated the current fairground infrastructure value to be approximately $7.2 million. This figure did not include an estimate of land value.

The current regulatory schema and existing plans for the area surrounding the fairgrounds site are briefly described below in order to provide background information on which the consultant may expand upon. The Fairgrounds property is currently zoned "Planned Unit Development" (PUD). The concept plan for the PUD allows the range of uses associated with the Fairgrounds. The Leon County Fairgrounds site is also within numerous designated planning initiative areas tied to the southern portion of the County.

The site is included in both the Southern Strategy area and the Central City initiatives. The area is also in the South Monroe sector plan boundaries. The South Monroe Sector Plan area was recently the subject of a market study that documented the underlying physical, social and economic characteristics of the South Central and South Monroe Sector Plan areas which might contribute to the pattern of real estate development or other investment likely to occur.

To the north, the area is surrounded by Downtown, Florida A & M, and historic neighborhoods. To the southeast are two major developments: Southwood, a mixed use project, and the State office complex (Capital Circle Office Center). New development on the fairgrounds could provide a focal point in the South Monroe area, consisting of business, residential, employment, recreational and other activities that more directly serve nearby uses. Along these lines, the following needs to be considered in the evaluation of the market potential for this site:

- *Northeast Wakulla County Sustainable Community Project*: Wakulla County, located immediately south of Leon County, is currently processing an amendment to their Comprehensive Plan that would facilitate a large mixed use project close to the County's northeast border with Leon County and accessible from Woodville Highway. This project is located near an existing correctional facility and industrial park. If approved, the project is expected to yield 1,000 single-family homes, 250 multi-family units, 300,000 square feet of commercial development and a 200,000 square foot business park. Currently, Wakulla County is in process of providing a response to objections, recommendations and comments issued by the Florida Department of Community Affairs regarding this plan amendment.

- *Southwood*: The St. Joe Company is currently developing 3,241 acres located in southeast Tallahassee known as Southwood. Southwood is located to the north of Apalachee Parkway, south of Tram Road is accessible from Capital Circle. The project is currently approved to yield 4,770 single and multi-family residential units, 799,503 square feet of commercial/retail development, 2,728,381 square feet of industrial development, 230,000 square feet of educational/institutional development

and 2,194,117 square feet of office development at full build out provided that traffic concurrency issues can be resolved over the life of the project. This project is one of two major development tracts within the Southeast Sector Plan area as provided for within the Tallahassee-Leon County Comprehensive Plan.

- *Colin English Property*: The Colin English property is one of two development tracts within the Southeast Sector Plan area as provided for within the Tallahassee-Leon County Comprehensive Plan. This property is approximately 1,000 acres. To date there have been no development plans submitted for this property, however, the Comprehensive Plan provides for the development of approximately 1,820 residential dwelling units and 167 acres of non-residential development (office, commercial and industrial) on this tract provided concurrency and other regulations can be met.

- *Crawfordville Road Widening Project*: Plans are currently underway to widen Crawfordville Road to four lanes from L.L. Wallace Road to Wakulla Springs Road. Currently, the Florida Department of Transportation is completing the right-of-way acquisition phase of this project and it is anticipated that this will be completed by March, 2003. The current schedule estimates that construction will begin around November of 2003. Projected traffic for this facility is 28,300 annual average daily trips (AADT) in year 2007 and 44,700 AADT in year 2027.

- *Tram Road Widening Project*: The current Year 2020 Long Range Transportation Plan (Adopted Cost Feasible Plan) includes a project that would widen Tram Road for four lanes from Monroe Street to Capital Circle SW. However, funding for this project is not identified within the current Leon County five year Capital Improvement Program (FY 02/03 through FY 06/07).

- *Current Student Housing/Apartment Development*: Plans have recently been approved or are in process to build several student housing/apartment developments in the vicinity of the current fairgrounds site. These developments are as follows: The Greens at College Club, 46 units on 9.8 acres located at 229 Tram Road (parcel # 41-13-20-009-0000); Adams Place Apartments, 180 units on 13.76 acres, located west of S. Adams Street near Bass Street (parcel # 41-12-20-456-0000); and University Gardens, 97 units on 8.1 acres, located between Calhoun Street and Meridian Road (parcel # 41-12-20-020-0000). Other such plans may be in process and should be considered as well.

**Tasks:**

**Task 1. Market Study.** The consultant will evaluate the site relative to the Tallahassee urban area to establish the market potential for the site. In this evaluation, the consultant will consider not only historical trends, but also proposed development and infrastructure improvements surrounding the site and other relevant factors. At a minimum the consultant shall provide an analysis of existing market characteristics including supply and demand characteristics, demographic data, existing legal conditions (zoning, concurrency, existing plans etc.) and financial variables. The outcome of this analysis

should be the potential market demand for the various uses that might be located at the site, and the timing of this demand.

Task 1. Deliverables:

a. A written report or portion of an overall report summarizing what market variables and data were included in the establishment of the market potential for the site. This report shall include an analysis of the relevance/significance of the selected market variables and data used to establish the market potential for the site including some treatment of risk potential.

**Task 2. Public Participation Plan.** Development of the land use scenarios will require public participation to identify the desire of surrounding stakeholders relative to potential uses, as well as their concerns with respect to compatibility. The consultant will provide a plan for ensuring this public input.

Task 2. Deliverables:

a. A written plan or portion of the overall report providing for the anticipated facilitation of public input throughout the process. This plan will provide a summarization of issues identified as a result of the public involvement process.

**Task 3. Land Use Scenarios**. Based on the information gathered in Task 1, and a review of surrounding land uses, the consultant will propose three possible land use mix scenarios for the subject site. These scenarios should consider alternative objectives, such as return on property, providing uses compatible and complementary to surrounding areas, and creating a destination location with secondary economic benefits to adjacent areas. This evaluation should also consider the constraints and advantages of the subject site, including issues such as concurrency, access, environmental constraints, etc. There is no required land use scenario, however, this site will not be considered for warehouse or industrial uses. The existing football stadium, adjoining parking lot and agricultural extension office are to remain on the site. As part of this task, the consultant will also estimate the likely timing and build-out yield of each scenario.

Task 3. Deliverables:

a. A written report or portion of the overall report providing a minimum of three redevelopment scenarios for the fairgrounds site. This report should include a recommended redevelopment scenario based on the research conducted under Task 1 as well as an estimated development timing schedule and likely yield at build out.

**Task 4. Do a market appraisal of land value based on future land use scenarios**
Based on the results of Tasks 1 and 2, the consultant will evaluate land value for the fairgrounds site, and will calculate the current market value of the existing fairgrounds site , using the assumptions supplied by the County with respect to the relocation costs of the existing fairground facilities, and shall include estimated costs for site preparation, including demolition. The consultant will also evaluate constraints to development (including factors such as concurrency management) and the effects of these constraints on marketability and value of the property, and will propose actions that could be taken to remedy these constraints. This appraisal is intended to be utilized in future negotiations should this project move forward.

Task 4. Deliverables:

a. A written report of portion of the overall report that provides a market value appraisal of the fairgrounds site that will supplement the existing infrastructure appraisal that has already been conducted. This report shall include an estimated cost for initial site preparation and demolition work.

**Deliverables:**

Deliverables are described in the Scope of Services. The consultant shall provide thirty (30) originals of all deliverables to the Tallahassee-Leon County Planning Department in paper format. All deliverables shall also be delivered in digital web ready format.

**BUDGET "OPERATING" CONTINGENCY RESERVES**
CONTINGENCY FUND UPDATE (FY 2002/03)

GENERAL FUND 001-990-59900-599

Beginning Balance:
**$480,859.00**

| NO. | CC APPROVAL DATE | AMENDMENT TITLE | BALANCE |
|---|---|---|---|
| 1 | 24-Sep-02 | Additional Funding for State Lobbying Services (001-114-53400-512) | $30,000 |
| 2 | 10-Dec-02 | Additional Funding for Animal Shelter Contract | $93,311 |
| 4 | 10-Dec-02 | Bethel Towers | $75,000 |
| 5 | 10-Dec-02 | Fallschase Appraisals | $60,000 |
| 6 | 14-Jan-03 | Thomas Chatfield & Luke Lazenby | $2,000 |
| 7 | 28-Jan-03 | Ryan Gregory | $1,000 |
| ***9*** | ***25-Jan-03*** | ***Fairgrounds Market Feasibility Study*** | ***($55,000)*** |
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***Bold, Italic items are pending Board Approval***

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| **USAGE TO DATE (TOTAL AMENDMENTS)** | **$206,311.00** |
| **ENDING BALANCE** | **274,548.00** |
| **END BALANCE AS % OF BEGIN BALANCE** | **57%** |
| **USAGE BALANCE AS % OF BEGIN BALANCE** | **43%** |

# DEPARTMENTAL BUDGET AMENDMENT REQUEST FORM

2002/2003

DATE: February 20, 2003

COUNTY ADMINISTRATOR:

AGENDA DATE: February 25, 2003

AGENDA ITEM #:

MANAGEMENT & BUDGET DIRECTOR:

DEPARTMENT:
- [ ] Legislative Administrative
- [ ] Community Services
- [x] Community Development
- [ ] Management Services
- [ ] Public Works
- [ ] Other

PROGRAM DIRECTOR:

GROUP DIRECTOR:

| Account Number (Fund-Org-Object-Program) | Account Description | Increase Revenue [ ] Decrease Appropriation [x] | Decrease Revenue [ ] Increase Appropriation [x] |
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| 001-990-59900-599 | General Fund Contingency | 55,000 | |
| 001-820-53100-519 | Professional Services | | 55,000 |
| | Total | 55,000 | 55,000 |

Explanation: Market Feasibility Study for the Redevelopment of the North Florida Fairgrounds

Approved By:
- [x] Board of County Commissioners
- [ ] Resolution
- [x] Motion
- [ ] County Administrator (Routine)