



# Alachua County Board of County Commissioners

## Request for Letters of Interest



Private Sector Partners for the Development of the County's New Fairgrounds and Transforming the Existing Fairgrounds Site into a Business/Commerce Park

## **Statement of Intent**

The Alachua County Board of County Commissioners is seeking Letters of Interest from private entities to partner with the County in the development of a new County Fairgrounds and the redevelopment of the existing County Fairgrounds site into a Business/Commerce Park.

## **Purpose and Executive Summary**

The purpose of this Request is to compile creative ideas from the private sector to assist in the financing and construction of a new Alachua County Fairgrounds. Private entities who may be interested in participating in this project are encouraged to respond for two important reasons. First, the number and quality of responses will give an indication that there is sufficient interest for the County to pursue a private-public partnership. Second, the content and ideas expressed in the responses will provide the County with options to consider as it formulates the detailed documents for any subsequent procurement process.

The County has spent the past several years completing plans for a new Fairgrounds, which has an estimated development cost of \$22.3 million. The County, between existing cash reserves and the bonding capacity of the newly enacted Tourist Development Tax that have been dedicated to the Fairgrounds development, has identified between ten and twelve million dollars that can be used for development of the new Fairgrounds. The County has sufficient bonding capacity to finance the difference, although it would prefer not to pledge the General Revenue funds necessary to finance a long term bond issue, and would like to explore the feasibility of establishing a public-private partnership to develop the Fairgrounds.

One aspect that makes this project different than a typical public private partnership is the availability of the existing Fairgrounds property, which is intended to be redeveloped into a business/commerce park, once the new Fairgrounds is completed. The property is located within the City of Gainesville's Community Redevelopment Area and Enterprise Zone, providing the opportunity for private development to pursue tax credits and other economic incentives. The property is zoned for Business/Industrial uses, affording the eventual developer a wide range of redevelopment potential.

An example of the type of partnership the County might be interested in considering is one in which the private entity provides the additional financing to complete the development of the new Fairgrounds while the County provides the private entity the rights to redevelop the existing Fairgrounds property under a long-term low-cost land lease. The County, however, is not committed to this, or any other, partnership model with the private sector and is open to all creative suggestions that would result in an expeditious development of the new Fairgrounds and redevelopment of the existing Fairgrounds property while providing the greatest benefit to the Alachua County citizenry.

### **Background/History**

The existing Fairgrounds is located on approximately 102 acres in the northeast quadrant of Waldo Road and NE 39<sup>th</sup> Avenue adjacent to the Gainesville Alachua County Regional Airport. In 2000, the Board of County Commissioners, recognizing that the facilities at the Fairgrounds were outdated and lacking in amenities, initiated a broad-based community effort to develop a plan to redevelop and modernize the Fairgrounds. Initial efforts focused on the existing site, including new fairgrounds facilities and additional venues for expanded economic opportunities.

In 2002, while the future of the Fairgrounds was being deliberated, Alachua County, the City of Gainesville and the Metropolitan Transportation Planning Organization commenced a joint planning effort to address the East Gainesville area, which had suffered from gradual economic decline and lack of investment capital, to create a framework to balance desires for expanded economic growth with the preservation of natural amenities and a “peaceful” lifestyle. Plan East Gainesville was adopted in 2003 after substantial citizen input and was subsequently incorporated into the respective Comprehensive Plans for the City and the County. One important strategy contained in Plan East Gainesville:

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The adoption of this strategy in Plan East Gainesville shifted the focus of the Fairgrounds deliberations to a search for a new site, which culminated in the County’s purchase of a 150 acre parcel, known as the Weseman Tract, at Waldo Road and NE 63<sup>rd</sup> Avenue in 2006, as the site to which the Fairgrounds would be

relocated. Refocused planning activities culminated in the adoption of a Fairgrounds Master Plan in 2008 and subsequent rezoning and site plan approval for the Fairgrounds in 2010.

Also in 2010, the Board of County Commissioners approved the levy of an additional 2% Tourist Development Tax (aka “bed tax”) that would be applied to all hotel, motel and similar accommodations in Alachua County. This levy is intended to be used to pay for capital projects that promote tourism. Many of the components of the Fairgrounds Master Plan meet the statutory requirements for use of the bed tax, and the County Commission has allocated one of the new percents (estimated at \$650,000 per year) to help defray the cost of developing the Fairgrounds.

### **New Fairgrounds – Project Description**

On September 9, 2008, the Alachua County Board of County Commissioners approved the conceptual master plan for the construction of a new Fairground on 100 ± acres of the tract that is commonly referred to as the Weseman tract, located on NE Waldo Road between NE 63<sup>rd</sup> Avenue and NE 69<sup>th</sup> Avenue. This action signaled a culmination of many years of community involvement and deliberation. As approved by the Commission, the design of the new Fairground includes:

- x 50,000 sq. ft. Arena/Coliseum with 5,000 permanent seating and space for 2,500 temporary seating, and 10,000 sq. ft. of meeting/office space
- x 48,000 sq. ft. Multi-Purpose Auditorium/Exhibition Hall
- x 50,000 sq. ft. Covered Equestrian/Livestock Arena, with tent pads and animal barns
- x Midway and Events Lawn
- x Parking

The Fairground is planned to be constructed in three phases. Phase I includes the first 25,000 sq. ft. of the Multi-Purpose Auditorium/Exhibition Hall, the Covered Equestrian/Livestock Arena and associated tent pads, the midway and events lawn, parking, stormwater facilities and roadways. Phase II includes the expansion of the Auditorium/Exhibition Hall and the conversion of the tent pads into animal

barns. Phase III completes the development with the construction of the Arena/Coliseum.

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The focus of this request for Letters of Interest is on the components of Phase I, because of its essential connection to the reinvigoration of East Gainesville as envisioned in Plan East Gainesville.

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Phase I basically replicates the capacity of the existing Fairgrounds, although by providing state-of-the-art interior space in the new Auditorium/Exhibition Hall and enhanced facilities for equestrian and livestock events in the new Covered Equestrian/Livestock Arena, the new facility will be equipped to attract a far greater number of regional events compared to the existing facility.

The estimated cost for constructing all three phases of the new Fairgrounds is \$50,500,000. Phase I construction is estimated at \$22,310,000. The approximately \$10,000,000 that could be financed with the estimated Tourist Development Tax available for this program will be combined with other financing strategies to complete the project.

The estimates costs for construction of Phase I of the Fairgrounds are broken out in the following Categories:

Exhibition Building: 46,000-50,000 gsf = \$8,500,000

Covered Arena: 56,000 gsf = \$3,600,000

Open Warm-up Arena: 15,000 gsf = \$100,000

Animal Tent Pads: 65,000 gsf = \$200,000

Gates/Portals/Graphics: 2 = \$80,000

Fencing: 4,000 lf = \$160,000

Events Lawn: 9 acres = \$720,000

Paved Parking: \$600,000

RV Connections: 50 = \$150,000

General Site Development: \$4,500,000

Fixtures/Furnishings/Equipment: \$500,000(allowance)

Subtotal: \$19,110,000

Contingency: \$1,900,000

Architectural Fees and Related Soft Costs: \$1,300,000

Order of Magnitude Projected Cost: \$22,310,000

Alachua County would like to complete the final design work on the new Fairgrounds and be prepared to commence construction during the first half of calendar year 2012. This will include the final development plan for the entire site and final architectural designs and plans for the vertical development included in Phase I as described above.

## **Existing Fairgrounds Site – Project Opportunities**

The existing Fairgrounds property is located on NE 39<sup>th</sup> Avenue in the northeast quadrant of the intersection with Waldo Road. It is located within the municipal boundaries of the City of Gainesville, adjacent to the Gainesville Regional Airport and is approximately 102 acres in size.

In order to facilitate the redevelopment of this site, the City of Gainesville recently changed the land use and zoning of the approximately 74.5 acres portion of the property situated west and south of the yellow line shown on Figure 3 to Business Industrial (BI) land use and zoning. The eastern 27.6 acres of the property is predominately wetland and will continue to have a CON land use.



Figure 3. Existing Alachua County Fairgrounds Property

The BI land use and zoning designations have been specifically designed to implement the provisions of Plan East Gainesville, thus allowing the Fairgrounds property to be redeveloped into a mixed-use business and commerce park benefiting from its proximity to the airport. Figure 4 provides a sampling of the

uses that will be allowed on this property once the rezoning process is completed. A complete copy of the BI Zoning description from the City's Land Development Code is contained in the Appendix.

There are no specific requirements for the redevelopment of the property; it is anticipated that the property's location and the market will guide the mix of uses that will locate on the property. Part of the development package will, however, be required to include the restoration of wetlands systems in the 27.6 acre conservation area, which is where the current Fairgrounds parking is situated.



Figure 4. Representative Uses Allowed in Business Industrial (BI) Zoning

### **Financing and Partnership Opportunities**

Alachua County has appropriated sufficient funds in the Capital Improvements account of its budget to pay for final engineering and site design, and, in addition, is expecting to accrue \$450,000-\$475,000 in each of the next three years from the



proceeds of the new Tourist Development Tax which will be dedicated to the new Fairgrounds project.

After year three, the Tourist Development Tax dedicated to the development of the new Fairgrounds is expected to provide \$650,000-\$675,000 annually, which could serve as debt service for a capital improvements bond issue of \$8,000,000-\$10,000,000 for a twenty-five year period. The County does have sufficient bonding capacity to finance the remaining \$10,000,000-\$12,000,000 necessary to develop the new Fairgrounds. Rather than using general tax revenues to provide debt service for this additional financing, however, the County has decided to seek alternatives, such as entering into a private-public-partnership to assist in the financing and development of the Fairgrounds.

The County recognizes that a typical public-private-partnership arrangement, such as “design-build-finance-operate-maintain” or “build-own-operate-transfer” or even total privatization, would have limited application to this project because of the relative lack of repayment source other than general taxes. The potential for operating revenues to provide a positive and significant return on investment is low, primarily because of the nature of the many County sponsored community-based events that will utilize the Fairgrounds. For this reason, the County is soliciting creative ideas from the private sector to complete this project, while facilitating the redevelopment of the existing Fairgrounds site.

Redevelopment of the existing Fairgrounds property is an extremely high priority which, however, cannot be pursued until the new Fairgrounds is constructed. This relationship between the two properties provides the County with the opportunity to determine if allowing a private sector partner the ability to have primary interest in the development of the commerce center on that site would provide sufficient inducement to invest in the development of the new Fairgrounds. There are several models that could provide a financial incentive for a private entity such as the County providing the property to the developer in consideration of a long-term, low-cost land lease.

Other incentives may be available to developers of the existing Fairgrounds site adjacent to the airport. For example, the site has recently been added to the City of Gainesville’s Community Redevelopment Area, and development on the site may

be eligible for tax credits and other financial incentives. Also, the City of Gainesville and the County both participate in the State of Florida's Qualified Targeted Industry program. New businesses or expanding businesses that bring new jobs and meet the criteria for QTI participation may be eligible for tax credits.

**Requested Letters of Interest—Response Requested by March 15, 2011**

An example of the type of partnership the County might be interested in considering is one in which the private entity provides the additional financing to complete the development of the new Fairgrounds while the County provides the private entity the rights to redevelop the existing Fairgrounds property under a long-term low-cost land lease. The County, however, is not committed to this, or any other, partnership model with the private sector and is open to all creative suggestions that would result in an expeditious development of the new Fairgrounds and redevelopment of the existing Fairgrounds property while providing the greatest benefit to the Alachua County citizenry.

Respondents are asked to include the following information:

- x Name of company or companies providing response
- x Name of person submitting response, and contact information
- x Brief description of company experience financing and/or developing Fairgrounds or similar projects
- x Brief description of company experience in redevelopment projects

Respondents are asked to as creative as possible although it would instructive to the County if the letters of response address the following questions:

What cost-sharing opportunities from the private sector are there for the construction of the new Fairgrounds?

What factors should the County consider for conveying the long-term development rights of the existing Fairgrounds site in order to provide sufficient incentive to assist in the construction of the new Fairgrounds?

What other incentives would have to be considered in order to forge the partnership that would achieve the dual goals stated in the text above?

Respondents are requested to submit letters of interest, to be received by the County by March 15, 2011, addressed to:

Richard Drummond, Assistant County Manager

Alachua County Government

P.O. Box 2877

Gainesville, FL 32602-2877

If prospective respondents have any questions, please contact Mr. Drummond at 352 374-5204, or [rdrummond@alachuacounty.us](mailto:rdrummond@alachuacounty.us).

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# APPENDIX

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\$FFHVV VKDOO EH GHVLJQHG LQVRIDU DV SRVVLEOH WR SURP  
EHWZHHQ DGMDFHQW ORWV DQG WR ORFDO VWUHHWV

H

6WRUPZDWHU PDQDJHHPHQW V\ VWHPV VKDOO EH GHVLJQHG WR P  
DPRQJ WKH YDULRXV ORWV RU WUDFWV ZLWKLQ WKH GHYHORS  
UHWHQWLRQ GHWHQWLRQ IDFLOLWLHV WKURXJK WKH XVH RI FR  
RI ZDWHU IHDWXUHV VKDOO EH HQFRXUDJHG

6WDQGDUGV IRU PDQXIDFWXULQJ XVHV \$OO SHUPLWWHG PDQXIDFW  
WKURXJK 0\* RI WKH 6WDQGDUG ,QG XVWULDO &ODVVILFDWLRQ OD  
DGGLWLRQDO VWDQGDUGV

D

7KH PDQXIDFWXULQJ XVH VKDOO EH OLPLWHG WR WKH IDEULFD  
SURFHVV LQJ RI PDWHULDOV ZKLFK DUH IRU WKH PRVW SDUW

E

\$OO DFWLYLW\ DQG XVHV H[FHSW VWRUDJH ORDGLQJ DQG XQO  
EH FRQGXFVHG ZLWKLQ FRPSOHWHO\ HQFORVHG EXLOGLQJV

F

1LJKW RSHUDWLRQV LQFOXGLQJ ORDGLQJ DQG XQORDGLQJ DU  
SURSHUW\ OLQH RI DQ\ UHVLGHQWLDO ]RQLQJ GLVWULFW RU DU  
WKH IXWXUH ODQG XVH PDS RI WKH FRPSUHKHQVLYH SODQ XQ  
HQFORVHG EXLOGLQJ ZKLFK KDV QR RSHQLQJV RWKHU WKDQ VV  
H[LWV 1LJKW RSHUDWLRQV DUH WKRVH FRQGXFVHG EHWZHHQ  
7KLV SURKLELWLRQ VKDOO QRW DSSO\ WR VHFUXLW\ SHUVRQQH  
DSSURSULDWH UHYLHZLQJ ERDUG PD\ JUDQW D ZDLYHU WR WKL  
WKH QRLVH DWWHQXDWLRQ DQG VFUHHQLQJ EHLQJ SURYLGHG I  
LPDFWV RI WKH QLJKW RSHUDWLRQV RQ SURSHUWLHV ZLWKLQ

\$LUSRW RSHUDWLRQV 'HYHORSPHQWV DQG XVHV ORFDWHG LQ WK  
ZLWK DQG PD\ EH UHVWULFWHG RU SURKLELWHG E\ WKH &LW\ RI \*D  
5HJXODWLRQV

2UG 1R

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DRAFT