

**Board of County Commissioners
Leon County, Florida**

Workshop on the Southside Action Plan

**Tuesday,
September 24, 2024
2:00 p.m.**

**Leon County Courthouse
County Commission Chambers, 5th Floor
301 S. Monroe St. Tallahassee, FL 32301**

The media and the public can access the meeting in real time on Comcast channel 16, the Leon County Florida channel on Roku, the County's [Facebook](#) page, [YouTube](#) channel, [Twitter](#) and County [web site](#).

**Leon County
Board of County Commissioners**

**Notes for Workshop
Agenda Item #1**

Leon County Board of County Commissioners

Workshop Item

September 24, 2024

To: Honorable Chair and Members of the Board

From: Vincent S. Long, County Administrator

Title: Southside Action Plan Workshop

Review and Approval:	Vincent S. Long, County Administrator
Department / Division Review:	Ken Morris, Assistant County Administrator Nawfal Ezzagaghi, Assistant County Administrator Artie White, Director, Planning, Land Management & Community Enhancement (PLACE) Autumn Calder, Director, Blueprint
Lead Staff / Project Team:	Mike Alfano, Administrator of Special Projects and Urban Design, Planning Department Megan Doherty, Planning Manager, Blueprint

Statement of Issue:

This workshop item presents a status update on the Southside Action Plan (SAP), addresses specific topics discussed by the Board at their June 11, 2024 regular meeting, and presents a status update on the Blueprint Intergovernmental Agency (Blueprint) Beautification and Improvements to the Fairgrounds Project, including history and background, information regarding the North Florida Fair Association, Inc. (Fair Association), next steps regarding implementation of the Fairgrounds Master Plan, and leases and agreements to which the property is subject.

Fiscal Impact:

This item has no fiscal impact. However, this item includes prospective projects and outlines future programs that would have a fiscal impact.

Staff Recommendation:

- Option #1: Accept the status update on the Southside Action Plan.
- Option #2: Direct staff to renegotiate the lease with the Fair Association to support the implementation of the Fairgrounds Master Plan.
- Option #3: Direct staff to initiate a Comprehensive Plan map amendment for the Fairgrounds in the next Comprehensive Plan amendment cycle.

Report and Discussion

Background:

This workshop item presents a status update on the Southside Action Plan (SAP), and addresses specific topics discussed by the Board at their June 11, 2024 regular meeting. At that meeting, the Board accepted a status report that provided an overview of SAP implementation, which included a summary of public and private investments made within the area over the past five years, representing a total investment of over \$1.13 billion. The status report also provided a review of recent annexations of properties into the City of Tallahassee within, or in close proximity to, the SAP boundary consistent with the Leon County Strategic Plan. This status report is included as Attachment #1.

The Board accepted the status report at their June 11, 2024 regular meeting, and requested a workshop to address the following topics: incentivizing development, expanding sewer service, mitigating gentrification, protecting neighborhoods, increasing affordable housing, extending transit to unincorporated areas, and implementing the Fairgrounds Master Plan. This workshop item provides additional information on these topics.

Additionally, this workshop item provides:

- An update on the Blueprint Beautification and Improvements Project, and the implementation of the Fairgrounds Master Plan. Specifically, a review of the project and recent Blueprint Intergovernmental Agency Board of Directors (IA Board) procedural history, information regarding leases and agreements between Leon County and other parties that govern this project, including the North Florida Fairgrounds Association.
- A proposed amendment to the Tallahassee-Leon County Comprehensive Plan that is an important step in the implementation of the Master Plan.

This item advances the following FY2022-FY2026 Strategic Initiatives:

- *Continue to work with the state to seek matching grants to convert septic to sewer systems and support septic system upgrades. (2022-11, rev. 2023)*
- *Continue to support updates to the Comprehensive Plan that encourage annexation of southside properties within the Urban Services Area. (2022-41)*
- *Continue to explore policies such as inclusionary housing and mixed housing developments to increase the stock of affordable housing throughout Leon County. (2023-52)*
- *Support the completion of the Fairgrounds Master Plan by Blueprint and, upon completion, effectuate the next steps for the redevelopment of the North Florida Fairgrounds. (2022-10).*

These particular Strategic Initiatives align with the Board's Environment, Governance and Quality of Life Strategic Priorities:

- *(EN1) Protect the quality and supply of our water.*

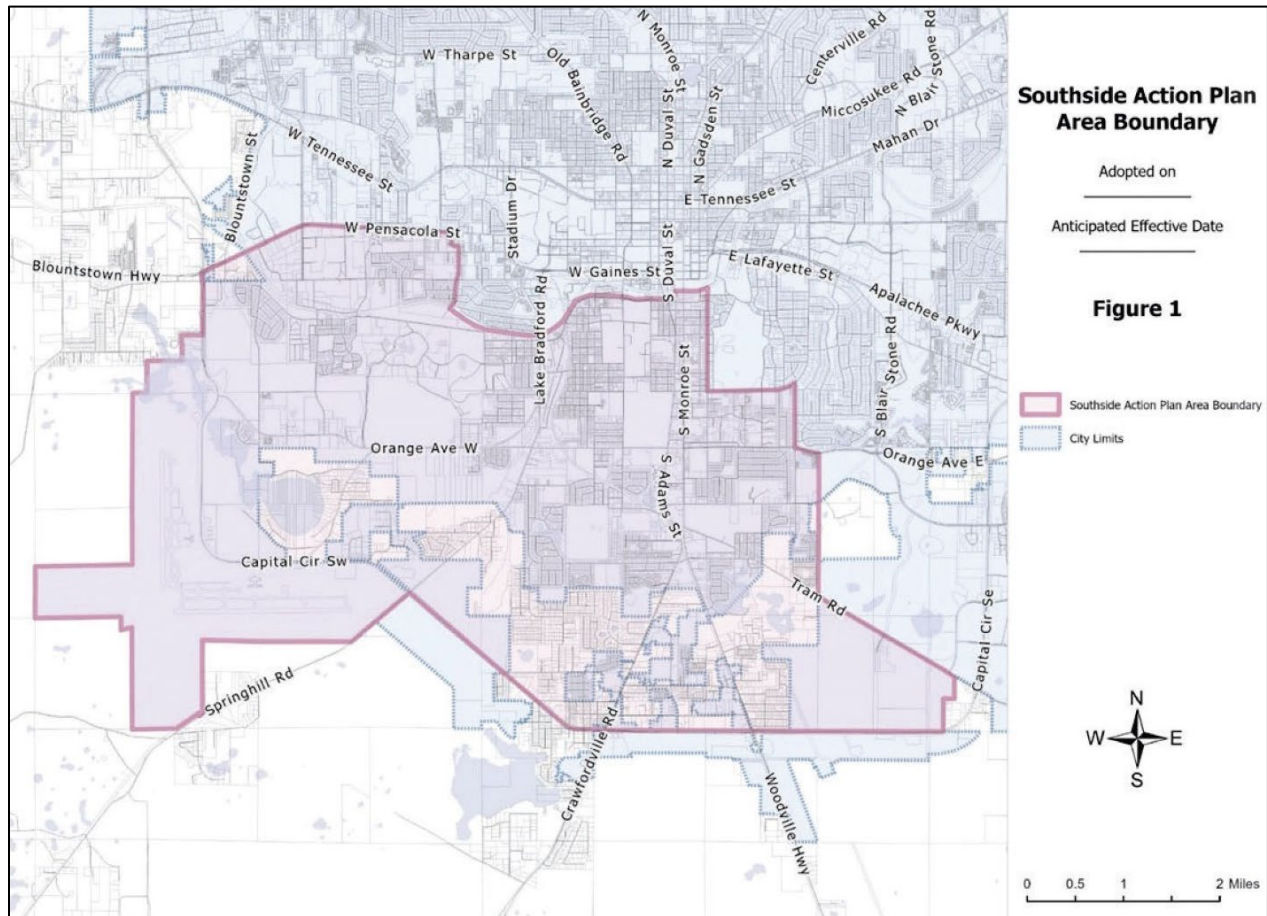
- *(G5) Exercise responsible stewardship of County resources, sound financial management, and ensure that the provision of services and community enhancements are done in a fair and equitable manner.*
- *(Q4) Support and promote access to basic healthcare, mental health, affordable housing, and homeless prevention services to our community members most in need.*

This workshop item recommends the Board accept the status update on the Southside Action Plan (Option #1), direct staff to renegotiate the lease with the Fair Association to support the implementation of the Fairgrounds Master Plan (Option #2), and direct staff to initiate a Comprehensive Plan map amendment for the Fairgrounds in the next Comprehensive Plan amendment cycle (Option #3).

Analysis:

The Southside Action Plan (SAP) is a robust three-phased approach to creating balanced and equitable growth in those areas designated within the SAP boundary of southern Leon County (Figure #1). The SAP was initiated in 2021 by the Board and the City Commission to re-evaluate the “Southern Strategy Area” policies that were adopted into the Tallahassee-Leon County Comprehensive Plan in 1998 in response to growing concerns by the Board and the Tallahassee City Commission about the unbalanced development pattern happening throughout the County. The primary goal of the policy was to encourage quality land development and redevelopment with the intended outcomes of increasing population growth, incentivizing retention and expansion of business and employment opportunities, and attaining an income mix comparable to the remainder of the urbanized county. In 2021, the Board and the City Commission directed staff to update the policy to better meet the goals of advancing quality land development and redevelopment.

Figure #1: Map of the Southside Action Plan Boundary



The SAP three-phased approach was approved by the Board and the City Commission at the April 13, 2021, Joint Public Hearing on the Comprehensive Plan. The approach differed from previous policy updates in that it incorporated a substantial community engagement process to ensure that the goals of the policy reflected the priorities of the southside community members that lived, worked, worshiped, and enjoyed recreation in the area. These three phases, outlined in the agenda materials, at that time were: 1) Introduction to the Southside (Initial Assessment); 2) Understanding the Southside (Community Feedback); and 3) Southside in Action (Policy Review and Recommendations).

Implementation of the SAP is achieved through Phase III of the plan: Southside in Action (Policy Review and Recommendations), which includes the June 2023 adoption of the updated SAP policy in the Tallahassee-Leon County Comprehensive Plan and the ongoing action projects in the southside area that align with the updated policy objectives and Leon County Strategic Initiatives.

At the June 11, 2024 regular meeting, the Board accepted a status report that provided an overview of SAP implementation, which included a summary of public and private investments made within the area over the past five years, representing a total investment of over \$1.13 billion. The status report, included as Attachment #1, also provided a review of recent annexations of properties into

the City of Tallahassee within, or in close proximity to, the SAP boundary consistent with the Leon County Strategic Plan. The Board accepted the status report at their June 11, 2024 regular meeting, and requested a workshop to address several additional topics, including incentivizing development, expanding sewer service, mitigating gentrification, protecting neighborhoods, increasing affordable housing, extending transit to unincorporated areas, and implementing the Fairgrounds Master Plan.

Since the July 11, 2024 Status Report, the Florida Chapter of the American Planning Association (APA Florida) announced the recipients of its 2024 Project Awards. The APA Florida Project Awards program provides the chapter the opportunity to recognize outstanding planning projects throughout the state. The Southside Action Plan was recognized with an Award for Excellence in Best Practices in Planning.

Summary of Southside Action Plan Investments

SAP projects that are active or recently completed represent over \$1.13 billion in investment in the SAP boundary (Table #1). This includes approximately \$616.1 million in direct public investments by Leon County and the City of Tallahassee, including Florida Department of Transportation (FDOT) investments in Blueprint infrastructure projects. These investments are in addition to public investments totaling \$393.4 million, and other known investments tracked by the Tallahassee-Leon County Office of Economic Vitality in other major ongoing and proposed developments that total approximately \$124 million.

Table #1: Southside Action Plan Investments by Entity

Entity	Investment Amount
Leon County*	\$125,662,972
Leon County and City of Tallahassee through Blueprint Infrastructure Projects**	\$490,503,699
City of Tallahassee	\$267,130,204
Tallahassee Housing Authority (Columbia Gardens)***	\$76,834,647
Leon County and the City of Tallahassee through the Community Redevelopment Agency (CRA)	\$10,048,413
Additional FDOT Investment in SAP	\$39,465,023
Other Major Proposed and Ongoing Projects****	\$123,994,476
TOTAL SAP INVESTMENT	\$1,133,639,434

* Includes Leon County Housing Finance Authority Investments in SAP affordable housing
 ** Includes FDOT investments in Blueprint Projects & County-managed Magnolia Drive Trail
 *** Includes funding from numerous entities
 **** Includes only investment totals known/identified; and projects with additional public investments

As shown in Table #1, the overwhelming majority of the \$1.13 billion SAP investment comes from direct investments by Leon County, the City of Tallahassee, and FDOT investments in

Blueprint projects. These public investments highlight the commitment of local leadership to either directly fund, or successfully advocate for, investments into local projects.

Table #2 and Table #3 provide additional information on SAP investments in two key areas: Infrastructure projects by the County and investments in affordable housing projects in the SAP by Leon County, its Housing Finance Authority, and the Tallahassee Housing Authority.

Table #2: Leon County SAP Infrastructure Investments

Project	Estimated Investment
Tram Road Multi-Use Trail - Gaile Ave. to Crossing Rocks Rd.	\$2,240,000
Innovation Park Central Pond Trail	\$195,439
Lake Henrietta Sediment Removal	\$2,000,000
Woodside Heights Septic to Sewer Conversion Project	\$4,600,000
Belair/Annawood Septic to Sewer Conversion Project	\$5,388,000
Westway Road Sidewalk	\$1,600,000
Shelfer Road Sidewalk from Crossway to CCSW	\$300,000
TOTAL INVESTMENT	\$16,323,439

Table #3: Public SAP Affordable Housing Investments

Project (Units)	Funding Entity	Estimated Investment
Homeownership Rehabilitations (14)	Leon County	\$172,707
Homeownership Replacements (1)	Leon County	\$264,473
New Homeownership Developments (2)	Leon County	\$137,000
Columbia Gardens Phase I&II (250)	Numerous	\$82,600,000*
Ridge Road Multifamily (250)	HFA Bond Financing	\$55,000,000
Magnolia Terrace Rehabilitation (108)	HFA Bond Financing	\$13,000,000
Lake Bradford Apartments Development (156)	HFA Bond Financing	\$35,000,000
TOTAL INVESTMENT (781)		\$186,174,180

**Total includes \$5,765,353 from Leon County*

As Table #3 shows, direct investments by Leon County and bond financing from the Leon County Housing Finance Authority will contribute an investment of more than \$109 million to implement over 780 new or improved residential units in the SAP area.

As requested by the Board, this workshop provides additional information on the following topics:

- (1) How Leon County Incentivizes Development,
- (2) How Leon County Implements Sewer Expansion,
- (3) How Leon County Mitigates Gentrification and Protects Neighborhoods,

- (4) How Leon County Expands Affordable Housing Options, and
- (5) How Leon County Extends Transit to Unincorporated Areas.

(1) How Leon County Incentivizes Development

As highlighted at the March 7, 2023 Joint County/City Workshop on Infill Development, infill development and redevelopment are encouraged locally through growth management strategies that limit outward growth and incentives that support infill and redevelopment. The County and City have formally taken measures to promote infill development and prevent sprawling development patterns since the adoption of the Tallahassee-Leon County Comprehensive Plan in January 1981. The current iteration of the Comprehensive Plan, adopted in 1990 and amended annually, continues the encouragement and promotion of infill and redevelopments as components of the growth management strategy.

The Comprehensive Plan outlines a growth management strategy in Policy 1.1.11 of the Land Use Element. This strategy leverages an Urban Services Area, the Future Land Use Map, the Future Right-of-Way Needs Map, Commercial Site Location standards, Land Use Category Summaries, the Planned Development Future Land Use Category, Mixed Use development patterns, and Goals, Objectives, and Policies that outline courses of action for development.

The primary way that development is organized is through the establishment and maintenance of the Future Land Use Map and the Urban Services Area (USA). These two planning tools are described below:

Future Land Use Map: The Future Land Use Map (FLUM) coordinates future land uses with protection of natural resources and availability of adequate infrastructure by depicting appropriate land use categories. These land use categories are designed to promote a variety of land use types and patterns to meet the needs of the community. The Future Land Use Map promotes the appropriate location of land uses and regulation of development density and intensity based upon: (1) protection of conservation and preservation features; (2) compatibility with adjacent existing and future residential land uses; (3) access to transportation facilities in keeping with their intended function; and (4) the availability of infrastructure.

Urban Services Area: The Urban Services Area (USA) allows for the ability to provide infrastructure economically and efficiently in a well-managed and orderly fashion, which preserves natural resources and promotes fiscal responsibility. The Comprehensive Plan includes different policies related to the sizing of the USA:

- The location and size of the USA is based upon the area necessary to accommodate 90% of new residential dwelling units within the County by the Plan horizon (Objective 1.1 [L]).
- Policy 1.1.1[L] identifies the USA as a “strategy to guide and coordinate land use densities and intensities with the availability of capital infrastructure and to discourage urban sprawl.”
- Policy 1.1.8 [L] indicates that the size of the USA is related to the projected fiscal capacity of the local government to provide urban infrastructure. This policy also indicates that the

area within the USA is sized to accommodate approximately 50% more vacant land than is necessary to accommodate the population growth expected within the USA from 1993 to the Plan Horizon.

The Rural/Agriculture Land Use and Urban Fringe Land Use policies include provisions that work in tandem with the USA to prevent premature conversion of Rural lands, and limit/govern the expansion of the USA. Likewise, nodal development policies within the Comprehensive Plan slow the conversion of rural land into suburban development by providing space for commercial uses near residential areas, creating geographically compact areas that provide needed services in close proximity to residential areas.

Additionally, the County offers various incentives or inherent benefits relevant to development. Some of the more notable efforts to encourage infill and redevelopment are included below:

Environmental Management Act Incentives

- **Redevelopment Standards:** The County's Environmental Management Act (EMA) contains provisions dedicated to redevelopment standards. The Land Development Code (LDC) grants incentives for sites generally located inside the Urban Services Area that meet the criteria outlined in the redevelopment provisions of Article IV. This increases the amount of developable area onsite by allowing flexible site design alternatives. For example, a reduction in landscape area requirements, where preserved trees receive double the credit and where stormwater management is generally limited to water quality standards only.
- **Greenspace Reservation Area Credit Exchange (GRACE) Program:** The GRACE Program is a site design alternative and incentive intended to encourage infill and/or redevelopment within the Urban Services Area and can apply to sites that do not contain environmentally sensitive areas. When applied, the GRACE Program allows a portion of landscape and/or natural area requirements to be met off-site through the acquisition of off-site flood-prone property that is conveyed to Leon County. This approach offers an incentive by increasing the amount of developable land on-site otherwise required to be set aside for landscape and/or natural area. Explicit requirements and the quantity of landscape area that may be met off-site is identified in Codes and is based on the zoning district of the subject property.

Zoning and Land Use Incentives

- **Accessory Dwelling Units (ADU):** The Land Development Code includes an Accessory Dwelling Unit (ADU) Ordinance which is intended to provide housing options for persons who might otherwise have difficulty finding homes. ADUs maximize space and provide added cost benefits by utilizing existing infrastructure in already established residential areas. ADUs can increase the community's housing supply and housing options without expansion of the USA or creation of additional residential lots. In addition, ADUs allow families to be closer to one other, especially when extended care options are limited.

On November 14, 2023, the Board approved an ordinance to update Leon County Land Development Code regulations on Accessory Dwelling Units. This ordinance removed lot size minimums in Lake Protection and Residential Preservation, allowing more properties

to become eligible to build an ADU. The ordinance also removed the limitation that an ADU must not be more than 45% of the size of the principal structure while maintaining a size limitation of 800 square feet. This change allows for properties with smaller homes to be eligible to build an ADU at a size that is feasible to construct.

- Lake Protection Node District: The Lake Protection Node (LPN) zoning district was created in 2015 with the intent of encouraging compact, mixed-use development that more efficiently utilizes infrastructure while continuing to protect the Lake Jackson water quality. Prior to amendments in 2015, the Lake Protection zoning district severely limited commercial redevelopment options as a result of the previous stormwater standards. Transitioning to engineering-based stormwater standards has enabled more flexibility for the redevelopment of commercial properties at the existing sites.
- The Gum Road Target Planning Area (GRTPA): The GRTPA is a 341-acre area inside the USA generally defined on the south by Gum Road, on the north by West Tennessee Street (US 90), on the west by Aenon Church Road, and on the east by Capital Circle Southwest. The purpose of the GRTPA was to address impacts of siting the Solid Waste Transfer Facility in the GRTPA. As a result, several infrastructure projects which benefited from the GRTPA have been completed. In addition, the completion of a central sanitary sewer project in 2005 resulted in the extension of approximately 2,800 feet of 8-inch gravity sewer line at an approximate cost of \$750,000. The sewer line extension runs the length of Gum Road from Aenon Church Road east to the transfer station. Installation of a sidewalk along Aenon Church Road at an approximate cost of \$347,000 was completed in 2009.

Within this same area, the widening of Capital Circle NW and SW, along with intersection improvements at Highway 20 and Capital Circle SW and Highway 90 and Capital Circle, greatly increased roadway capacity and increased the marketability of properties located within the GRTPA. To further incentivize development or redevelopment within the GRTPA, all application fees associated with Comprehensive Plan amendments, rezoning, subdivision, site plans and Environmental Permitting (except building permits) are waived in the GRTPA. The Land Development Code (LDC) also includes a development review threshold incentive for developments within the GRTPA as well as within the Southern Strategy Area which allows for a 25% increase in the development review intensity/density threshold while remaining in a lower development review process. For example, a project that otherwise requires a Type “C” site and development plan review and has 3 required meetings, could be reduced to a Type “B” review which only has 2 required meetings. This incentive provides the benefit of reducing permit review times for infill and redevelopment projects.

(2) How Leon County Implements Sewer Service Expansions

At the February 20, 2024 regular meeting, a Status Report on the Extension of Sewer Service to Properties in Unincorporated Leon County located within the Urban Services Area was provided to the Board. The expansion of sewer service to developments in the unincorporated area of southern Leon County, specifically for those properties located in the USA, is accomplished via one of the following:

- (1) The implementation of the City’s Master Sewer Plan
- (2) Leon County’s Septic-to-Sewer projects
- (3) The development or redevelopment of private property

Table #4 provides a comparison of the three methods of sewer service expansion.

Table #4: Implementation Methods for Sewer Service Expansion

Expansion Method	Master Sewer Plan	Septic-to-Sewer Projects	Private Development
Entity	City of Tallahassee	Leon County	Developer
Project Location	Determined by the City’s feasibility analysis per City of Tallahassee Code of Ordinances Section 21-91. Target Areas and Southside Action Plan areas prioritized.	Priority investment areas identified by Leon County. Locations are in the USA, Primary Springs Protection Zone, and are on the priority projects list in the Springs Protection Plan.	Project site determined by developer
Funding Source	Enterprise Fund Grants	General Fund Sales Tax Extension Funds Grants America Rescue Plan Act Funds	Private Funding

The extension of sewer service is guided by Comprehensive Plan policies that reflect the community’s growth strategy, the Water and Sewer Agreement between Leon County and the City of Tallahassee, and the City of Tallahassee Master Sewer Plan. Each of those documents, with analysis of how they relate to the expansion of sewer to unserved areas, is detailed in the following three sections.

Tallahassee-Leon County Comprehensive Plan

The provision of sewer services in Leon County is guided by policies in the Utilities Element of the Tallahassee-Leon County Comprehensive Plan:

- Objective 1.3 [SS]: Sanitary Sewer Level of Service and associated policies address the alignment of providing sewer service and the community’s growth strategy.
- Objective 2.1 [SS]: *Extension of Sanitary Sewer Service* and associated policies address how sewer service is extended to new areas of the community.

These objectives and policies set the parameters for the Water and Sewer Agreement and the Master Sewer Plan, as detailed below.

Per the Comprehensive Plan policies, the provision of sewer service is limited to areas within the Urban Services Area (USA), to designated rural communities, and to properties designated as Urban Fringe on the Future Land Use Map. The purpose of this limitation is to promote orderly,

compact urban growth, maximize the use of existing public infrastructure, and provide sewer service in a cost-efficient manner.

The Comprehensive Plan also specifies in Policy 1.3.2 [SS] that a higher priority shall be placed on serving areas that are within the Southside Action Plan area. This area encompasses approximately 22 square miles of land in the southern quadrant of the Urban Services Area that was identified as a priority area for quality land development and redevelopment that was adopted into the Land Use element of the Comprehensive Plan in 1998 by Leon County and City of Tallahassee governments. In addition, the provision of sewer service according to the Comprehensive Plan is prioritized in areas that may negatively impact the environmental quality of Wakulla Springs if developed with septic due to the sandy, more permeable soil conditions. In these areas of southern Leon County that are composed of sandy soil conditions with little to no overlying protective clay, pollutants at the land surface, or in septic systems, are more likely to find their way into the Floridan aquifer and Wakulla Springs. Therefore, the provision of sewer service to reduce waste disbursement into the soil for these areas is prioritized in areas designated in the Comprehensive Plan and the Leon County Land Development Code as the Primary Springs Protection Zone.

Water and Sewer Agreement

The Water and Sewer Agreement between Leon County and the City of Tallahassee was adopted by the Board and the City Commission in 2005 and identifies the roles and responsibilities of both jurisdictions in the provision of water and sewer service. Specifically, the Water and Sewer Agreement (Agreement) does the following:

- Grants the City an exclusive water and sewer franchise to serve all parts of the County not being served by other water or sewer providers. However, the Agreement does not require the City to construct new water and sewer systems in the unincorporated areas.
- Specifies that should the County fund the capital costs for new water and sewer systems in the unincorporated areas, the infrastructure must be designed and constructed in full compliance with City standards so that the system can be transferred to the City upon completion.
- Requires the City to operate and maintain any new water and sewer systems constructed by the County. Each new system requires the County and City to execute a separate Interlocal Agreement.
- Establishes Target Water and Sewer Areas (Target Areas) for the City to maintain or plan for treatment and disposal capacity for the provision of water and sewer services. However, the City is not obligated to participate in the development and construction of the water distribution or sewer collection system within the Target Area. A map of the Target Areas, provided in the February 20, 2024 Status Report to the Board, is included as Attachment #2.
- Requires that all new development within the USA connect to sanitary sewer facilities if they are available.

- Requires the City to provide the County an updated Master Sewer Plan every five years that identifies the water and sewer infrastructure projects needed to accommodate new development and growth patterns.

Master Sewer Plan

The Water and Sewer Agreement, adopted by Leon County and the City of Tallahassee in 2005, requires the City to develop and maintain a long-range Master Plan for sewer projects within the franchise area. The resulting Master Sewer Plan is a planning tool used to identify current and future infrastructure needs and direct project prioritization through the City's Capital Improvement Program (CIP). Per the Agreement, the City determines the sewer service provisions for existing developments on the basis of site-specific evaluation that includes cost feasibility, availability of easements, and other pertinent factors in accordance with the water and sewer agreement and the City of Tallahassee Code of Ordinances Section 21-91.

The Master Sewer Plan is updated every five years and, per the Water and Sewer Agreement, is submitted to the County for approval. The most recent approval of the Master Sewer Plan update was issued at the October 12, 2021 Board meeting, for the 2040 Master Sewer Plan. The 2040 Master Sewer Plan covers the period from 2021 through 2040 and serves as a guide for implementing operational and capacity improvements to the City's sewer collection system. The Master Sewer Plan includes a sewer system computer model, evaluation of all City-owned pump stations, force mains, gravity sewers 10-inch and larger (along with some smaller gravity lines for connectivity), and a 20-year CIP. The Master Sewer Plan contains research data, calculations, and geospatial maps. It also contains information that is exempt from public disclosure under the Homeland Security Act.

Septic to Sewer Conversions

The City of Tallahassee and Leon County work together through the Comprehensive Plan, the Water and Sewer Agreement and the Master Sewer Plan to extend sewer service to unsewered areas inside the USA. As presented in this item, the county's focus on the Primary Springs Protection Zone has led to success in advancing septic to sewer projects that protect Wakulla Springs while gaining substantial state grant support for this top county priority. A map of the Primary Springs Protection Zone is included at Attachment #3. This County-City coordination also addresses the operational needs of the existing sewer system to provide infrastructure improvements to the existing sewer system in order to accommodate the new sewer projects that are under construction or planned for construction.

This close coordination and ongoing planning effort between the County and City has provided leveraging opportunities with the state to gain substantial state grants for local septic to sewer projects within the Wakulla Springs Basin Management Action Plan (BMAP) for the reduction of nutrient loading to Wakulla Springs. In 2015, County coordination with the state led to state grant funding for county septic to sewer projects that aligned with BMAP goals. Specifically, it has led to advancing \$63 million for implementation of septic to sewer projects in the target Lake Munson area and in Woodville.

Since 2018, the County has completed multiple Septic-to-Sewer projects in southern Leon County and transferred the sewer infrastructure over to the City to operate and maintain. Completed and ongoing Septic-to-Sewer projects include:

- Woodside Heights and Annawood/Belair Phase 1 – completed (approximately \$5.5 million)
- Annawood/Belair Phase II - near completion (approximately \$5.2 million)
- Northeast Lake Munson – under construction (approximately \$15.1 million)
- Woodville Sewer Project Phase I - under construction (approximately \$19.1 million)

The completed and ongoing projects will provide sewer service to 709 homes currently served by septic tanks in the Primary Springs Protection Zone (PSPZ) in unincorporated Leon County. An additional \$18.1M has also been allocated by the county and FDEP thus far for construction of the next phase of the Woodville Sewer System. Combined, these investments reflect a total funding amount, either spent or included in the five-year CIP, for County sewer projects that is over \$63 million. The next three phases for the Woodville Sewer project will provide sewer service to another 819 lots once constructed.

The County's progress in constructing new sewer infrastructure in southern Leon County can be attributed to its strategic planning and establishing goals to remove/replace septic tanks in the PSPZ, the first of its kind partnership with the Florida Department of Environmental Protection (FDEP) providing multiyear matching funds via the Springs Improvement Plan, the dedication of local sales tax funds for water quality projects, and substantial success in pursuing state grants with proven results. The above projects are described in more detail, on the following page.

Woodside Heights and Annawood/Belair Septic-to-Sewer Project

The Woodside Heights and Annawood/Belair Phase 1 septic-to-sewer projects have been completed, and Phase 2 of Annawood/Belair is near completion. These projects provide sewer connections to 320 properties in three neighborhoods located inside (north) of Capital Circle Southeast. The Woodside Heights project, completed in 2019, provides sanitary sewer service to nearly 200 properties and the Belair/Annawood project will provide sanitary sewer service to 121 properties.

Northeast Lake Munson Septic-to-Sewer Project

The Northeast Lake Munson septic-to-sewer project is currently under construction and will provide sewer to over 220 properties immediately adjacent to Lake Munson, south of Capital Circle Southwest and west of Crawfordville Road. Construction for this project began in February 2023 with installation of the sewer lines and pump stations. Importantly, a separate item on this agenda includes a new grant award by the state for approximately \$2.9M for this project. The project is estimated to be complete in the last quarter of the year 2025.

Woodville Septic-to-Sewer Project

The Woodville septic-to-sewer project will bring sewer service to nearly 1,000 properties in the Woodville community and has four phases. Construction of the first phase of the Woodville

project began in June 2023. The first phase will provide sanitary sewer service to 170 properties and construction is expected to be complete in August 2025. Importantly, a separate item on this agenda includes a new grant award by the state for \$4.9M for this project. In addition, staff is pursuing a new grant opportunity for an additional \$10M in grant funding from the NW Florida Water Management District for the next phase of this project.

Currently, the Woodville Phase 2 is under Design and right-of-way easement acquisition. The third and fourth phases of the Woodville septic-to-sewer project are still in the design stage. To maintain the County's commitment of providing sewer to the remaining phases of the Woodville Project, this month's Board agenda includes an item authorizing the County Administrator to submit a grant application for springs restoration funding from the Northwest Florida Water Management District. If awarded, this additional funding would supplement the existing FDEP commitments and offset the rising construction costs.

For the above Septic-to-Sewer projects, Leon County ensures that there is no cost to individual property owners for their septic-to-sewer conversion when they apply through the County's "Connect to Protect" program. The County is able to provide this financial assistance, at an estimated \$13,000 savings to homeowners.

Future Septic to Sewer Expansions

At the June 11, 2024 regular meeting, the Board discussed septic to sewer projects beyond the current projects, specifically noting the areas around Lake Munson not included in the current Northeast Lake Munson Septic to Sewer Conversion Project. Adding new septic to sewer conversion projects would follow the same process as was used to create the Northeast Lake Munson Septic to Sewer Conversion Project, including county coordination with the State of Florida for grant funding for County septic to sewer projects that align with BMAP goals. While Leon County is actively implementing the Northeast Lake Munson Septic-to-Sewer Project and Woodville Septic-to-Sewer Project, we are also pursuing grant opportunities for the next phase of the Woodville Septic-to-Sewer project.

(3) How Leon County Mitigates Gentrification and Protects Neighborhoods

At the June 11, 2024 regular meeting, the Board noted that significant investments in an area can result in increased property values and in turn increased property taxes. This type of scenario increases the possibility of gentrification because the increased property taxes can increase the cost of living for residents causing them to be displaced from their neighborhoods. The information below provides an overview of gentrification and ways that the negative impacts of gentrification are prevented or mitigated locally.

Gentrification is a complex topic and the subject of significant academic research; however, the general agreement is that gentrification is the process by which wealth enters an area either through higher income residents moving into that area or through new investment in that area and existing residents experience the following three main issues:

- The character of the area changing
- The benefits of the wealth are not being shared equitably

- Existing residents being displaced

It should be noted that public investment in an area does not necessarily or inherently cause gentrification. In fact, public investment in an area often prevents or mitigates gentrification. When there is a lack of public investment in an area, the area may experience an overall decline resulting from inadequate infrastructure, increased crime, etc. The effects resulting from a lack of investment then result in lowered property values. When property values become too low, it becomes more cost-feasible for the private sector to acquire multiple properties in an area and completely redevelop the area resulting in gentrification as described above. The public investments made by Leon County and community partners, consistent with the Southside Action Plan, are intended to support:

- The continued health and viability of southside neighborhoods;
- Incremental development and redevelopment; and
- Improvement and stability that prevents and mitigates gentrification and the negative effects caused by a lack of investment.

In addition to making public investments that prevent or mitigate the gentrification that could result from disinvestment, Leon County addresses gentrification through a variety of other ways which include:

- Protecting Neighborhoods and Neighborhood Character;
- Equitable Access to the Benefits of Investments; and
- Preventing Displacement.

One of the defining aspects of gentrification is the way it can change the character of an area. This effect of gentrification is primarily countered through intentional planning, including land use and transportation planning and placemaking.

Land Use: Land use policies and zoning are powerful tools for protecting neighborhoods and retaining neighborhood character. These planning tools regulate what type of uses are allowed in an area, what densities and intensities can be developed, and parameters for how a site can be developed (e.g., setbacks, minimum lot sizes, height limitations, etc.). In some cases, these tools are appropriately used to transform an area. For example, properties along Gaines Street were upzoned to the University Village zoning district allowing the area to redevelop from a warehouse district to an active urban village. In other cases, zoning is used to protect an area from this type of change. The existing neighborhoods on the southside are generally zoned for low-density residential uses. This type of zoning prevents redevelopment of neighborhoods in ways that are out of scale with the existing uses (e.g., single-family homes cannot be redeveloped into high-density multi-family apartments or big box retail uses).

Many traditional neighborhoods included a mix of non-residential uses in addition to the residential uses. To ensure such scenarios are properly addressed, as an example, staff worked with the Bond Neighborhood to develop the Neighborhood Boundary land use category and zoning district as a way to ensure a mix of both residential and non-residential uses in specific parts of the neighborhoods, such mix of uses occur at a small, neighborhood scale (i.e., corner stores, daycares,

and small cafes are allowed but apartments, strip malls, and big box retail are prohibited). This type of zoning allows neighborhoods to grow and evolve without large scale redevelopment that has the potential to displace existing residents.

Transportation Planning: Planning for multimodal transportation provides people with mobility options so they can choose how they traverse the community. Many of the public investments being made on the Southside add to the mobility options available to residents. For example, new sidewalks and new connections between neighborhoods and the St. Marks Trail increase opportunities for people to use much more affordable non-motorized transportation (i.e., walking, bicycling, and micro mobility such as e-scooters and e-bikes). Investments in transit facilities like the Southside Transit Center help expand transit options for residents and make using transit to get to work, appointments, and other daily needs more reliable and consistent.

Placemaking: Placemaking is a process that promotes the distinctive characteristics and elements of a place and aims to expand on the positive experiences of those who live or visit there. The process considers historical attributes of people and an area, important current features and assets, and the future desires of a community, on which placemaking aims to capitalize to further the identity and viability of a place. There are currently two Neighborhood First Plans for areas in the SAP: The Greater Bond Neighborhood and the Providence Neighborhood. These two Neighborhood First Plans include elements that support placemaking and protecting the character of these individual neighborhoods.

Public Investment: As Leon County and community partners invest in areas, the investments are intended to benefit residents equitably. Public involvement is a crucial component of implementation of public investment projects. Public projects include specific public engagement efforts that can include stakeholder meetings, online and in-person surveys, and public open houses, discussed further below. Additionally, in some instances, such as with the Blueprint Infrastructure projects, original project concepts are developed through an intentionally thorough public-vetting process over the course of many meetings with a diverse cross-section of community representatives. All these efforts are to ensure that the public is aware of new project investments in the community, and to ensure that their voice is heard, and input considered for public project implementation.

Public investments into a particular area of the community inherently benefit the nearby residents. Stormwater and water quality projects reduce the impacts of flooding and ensure access to clean drinking water. Trails and greenways improve access to alternative transportation methods and increase community physical and mental health through increased recreation opportunities, resulting in 3:1 returns on investments due to healthcare savings. Roadway investments reduce congestion and facilitate the flow of residents, goods, and services throughout the community. Investments in parks improve quality of life and community safety. And all public investments foster new economic development opportunities, spurring private investment into an area to increase access to jobs and services, and provide the community exponential returns on the original public investment, in some instances as high as 10:1 (Cascades Park) or even 18:1 (Gaines Street).

As highlighted previously, over \$1.13 billion is being invested into the SAP, delivering with it these tangible benefits for residents of the SAP. Several examples of these benefits seen in the

SAP include those brought by Blueprint's Capital Cascades Trail which have resulted in better stormwater management, remediation of environmental hazards, and improvements to pedestrian mobility. Additionally, the Blueprint Orange/Meridian Placemaking Project provides \$1,000,000 to the development of the City's StarMetro Sustainable Southside Transit Center, which will improve transit service for the SAP area, better allowing residents to meet their needs without a car.

An additional benefit public investment brings is an increase to property values and equity for homeowners. Increased property values are an asset to many homeowners. In some cases, increased values may actually prevent properties from becoming derelict and purchased in aggregate by large-monied interests for large-scale development that can more dramatically affect neighborhood character. Additionally, the Save our Homes Assessment Limitation limits the tax increase of homestead properties to not more than 3%, or the change in the Consumer Price Index (CPI), whichever is lower. Moreover, in the State of Florida, homeowners with a homestead exemption can be eligible for up to \$50,000. In addition to the homestead exemption there are numerous additional property tax exemptions for certain qualifying individuals, such as for widows/widowers, those with a qualifying disability, low income seniors, long-term senior residents, veterans with a service connected disability, or a surviving spouse of a veteran, deployed military members, among others. These exemptions further insulate homeowners from the tax-related effects of increasing property values.

Complementing this public investment, is Private Investment, which includes a robust public outreach. Public engagement on private developments include mailed notifications, the posting of legal advertisements, information posted on websites, signage posted at the site of the proposed development, review by citizens committees, and public hearings. Private residential developments generally add to the housing stock, which can help lower housing costs because the price of housing generally decreases when the supply of housing is above the demand for housing. Non-residential development in an area also provides benefits through the creation of jobs, the provision of places for people to meet their daily needs, and a decrease in the distance people need to travel to access goods and services.

Diversity and Economic Inclusion: In order to ensure equitable access to the public investments described above, and to ensure minority and women-owned businesses are poised to capitalize on the benefits of investments, both public and private, The Office of Economic Vitality (OEV) administers numerous programs including the Minority, Women, and Small Business Enterprise (MWSBE) Division, which is committed to providing business support to qualifying entities. First, the MWSBE Division sets MWBE participation goals on all public infrastructure projects. Second, the MWSBE Division's programs include an MWSBE certification program, which features businesses in an Online Directory of Certified MWSBE Vendors, highlighting these businesses for other vendors to utilize, and provides these businesses networking, retention, and expansion support. Third, OEV partners with the Small Business Development Center at FAMU to offer assistance to new and existing small business owners during every phase of the business life cycle, to ensure they're ready to take advantage of the benefits provided by new investments in the community. These programs ensure that MWSBEs are able to have the resources they need to thrive and take advantage of increased economic opportunities brought on by new public and

private development. Additionally, special opportunity incentives such as the urban area opportunity awards are also in place to help bring jobs to the urban core.

Affordable Housing: The public housing supply is managed by the Tallahassee Housing Authority (THA) and new affordable units are added each year through a partnership between local government and non-profit Community Housing Development Organizations. Additionally, the County Housing Element of the Comprehensive Plan includes many policies aimed at increasing the supply of affordable housing, including policies requiring:

- Streamlined permitting processes for affordable housing projects;
- Leon County Housing Services Division working with major employers to incorporate employee home ownership assistance programs as part of employee retention programs; and
- Leon County providing incentives for the voluntary provision of residential units affordable to very low-, low-, and moderate-income households.

Resources for Homeowners: There are a number of programs that draw from local, Federal, and non-profit sources to assist homeowners with improving their home and growing equity:

- Federal funds from the Neighborhood Stabilization Program are used to purchase and rehabilitate vacant properties for sale or rent to very-low-income applicants.
- The Purchase Assistance Program offers down payment and closing cost loans to qualified applicants through the Tallahassee Lender's Consortium.
- The Leon County Housing Division provides funds for eligible homeowners living in the unincorporated areas of Leon County, for rehabilitation projects associated with homes in dire conditions that need to be mitigated immediately via a short-term and/or permanent repair. These are typically funded by a deferred payment, forgivable, noninterest-bearing loan. Under this program grants for minimal, temporary repairs may be provided.

(4) How Leon County Expands Affordable Housing Options

Leon County is committed to increasing the stock of affordable housing for low-income households. As provided previously in Table 3, there has been over \$186 million invested into the SAP to rehabilitate or provide 781 units of affordable housing. This includes a direct investment of over \$6.2 million from Leon County and over \$103 million in bond financing.

Additionally, to construct more affordable rental units for extremely low-income households, the Board amended the County's State Housing Initiatives Partnership Program-Local Housing Assistance Plan (SHIP-LHAP) in July of 2024 to require proposed affordable rental developments seeking SHIP funding to set aside a portion of their units for individuals and families experiencing homelessness. SHIP is the primary funding source for the County's affordable housing program, while the LHAP, as adopted by the Board, governs the funded programs.

On May 23, 2023, the Board held a workshop addressing homelessness and directed staff to take specific action related to both homelessness and housing. The actions were ratified at the Board's meeting on June 13, 2023. In addition to actions related to addressing homelessness, actions directly related to affordable housing included:

- Continue funding Permanent Supportive Housing to place homeless individuals and families in housing,
- Direct staff to develop a draft policy to require affordable rental developments seeking County funding or bond authorization to set aside a portion of the units for individuals or families exiting homelessness,
- Direct staff to bring back an agenda item evaluating suitable and available Leon County-owned facilities that could be converted for permanent supportive housing, and also analyze the following:
 - Pursue federal and other sources of funding to convert vacant buildings (e.g., hotels, retail spaces, etc.) into permanent supportive housing.
 - Work with the City of Tallahassee to identify properties within the Urban Service Area that can be rezoned for increased density for affordable housing.

During its October 10, 2023 meeting, the Board approved an additional \$35 million in bond financing for the Lake Bradford Affordable Housing Project. The project creates an additional 156 affordable rental units. Furthermore, utilizing State Housing Initiative Partnership (SHIP) funding allocated annually to the County by the State of Florida, the County's Housing Program administers programs that enhance access to, and preserve affordable housing, including Down Payment Assistance, Rental Development, Emergency Home Repair, Home Rehabilitation, Home Replacement, and Homeownership Development.

Both the City and the County have provided direct staff assistance with various tasks to bring the project to fruition, along with financial support to the Tallahassee Housing Authority (THA) Orange Avenue Redevelopment project. The redevelopment consists of three phases that will produce a 390-unit mix of voucher-based public housing, low-income rentals, and market-rate rental units. The project is a major component of the Purpose-Built Communities (PBC) revitalization model which is being implemented in the South City community with support from the City, County, and the South City Foundation.

The Leon County Board of County Commissioners and the Tallahassee City Commission have a long history of collaboration on affordable housing. On October 27, 2016, the Board and City Commission held a joint workshop on the affordable housing efforts in the community which included an overview of the City's and County's respective housing programs. At that time, the Board of County Commissioners and City Commissions reaffirmed their commitment to promoting, preserving, and expanding homeownership by maintaining the existing City and County housing programs. In addition, the two Commissions established the Tallahassee-Leon County Affordable Housing Workgroup (Workgroup) to be staffed jointly by the County and City staff. On January 24, 2017, the County and City entered into a joint agreement to retain the services of the Florida Housing Coalition to provide research, analysis, and technical support to County and City staff. The Coalition provided the Workgroup expertise and guidance on funding strategies and options to support an organizational structure that could sustain the collaborative effort of the Workgroup. This Workgroup continues to meet to consider topics and issues relevant to local affordable housing efforts. In July 2021, the City and County Commissions met again at a joint workshop to discuss affordable housing and homelessness.

The City and County Commissions held a joint workshop to discuss affordable housing on February 22, 2022. The Director of City Housing & Community Resilience and the Director of the County Office of Human Services & Community Partnerships, each made presentations on their municipality's respective programs and projects, and jointly provided recommendations that are currently in development. On July 9, 2024, the Board was presented an update on the FY 2025 State Housing Initiatives Partnership Funding. It is anticipated that the 2024 Annual Affordable Housing Advisory Committee Report of Recommendations will be brought to the Board in late 2024.

The Blueprint Intergovernmental Agency Board of Directors (IA Board) has previously taken action to address and support affordable housing by voting to amend the Blueprint Real Estate Policy ("Policy") at its December 12, 2019 meeting. At that meeting, the IA Board approved an amendment to the Policy that requires Blueprint to consult with the City and County affordable housing offices to determine whether property is suitable for dedication as affordable housing before the property is declared as surplus. Section 107.12 (E), of the Policy states as follows: Blueprint will consult the Director of the City of Tallahassee Division of Community Housing and Human Services and the Director of the Leon County Office of Human Services and Community Partnerships to determine whether potential surplus property eligible for disposition and not otherwise committed to the City, County, or other entity for ongoing maintenance is suitable for donation to the City or County for use as Affordable Housing. This revision was accomplished without a revision to the Second Amended and Restated Interlocal Agreement (Interlocal Agreement) because Blueprint has the authority to acquire property to accomplish the existing Blueprint projects. The Interlocal Agreement also grants Blueprint the authority to exercise all of the statutory privileges, benefits, powers and terms of Cities and Counties, which includes authority to convey property to another governmental entity. Accordingly, Blueprint can convey surplus property to the City or County after the property has been used for its intended purpose without amending the Interlocal Agreement.

(5) How Leon County Extends Transit to Unincorporated Areas

At the June 11, 2024 regular meeting, the Board discussed the idea of providing transit to Woodville. The following provides information on coordination between Leon County and the City of Tallahassee on the provision of transit outside of city limits.

The consideration of establishing new routes, is subject to a deliberate process whereas StarMetro evaluates the location and ridership of the closest existing routes, the densities of the population to be served, the non-residential intensities, and the location employment centers and activity centers. These factors provide the basis for determining if the route is feasible, and influence the routes design characteristics such as location of transit stops.

A new transit route to Woodville would need to consider the closest existing route (the Big Bend Route that travels south on Woodville Highway until it turns west on Ross Road), the low-density characteristic of the area between Capital Circle and the Woodville rural community, and the low-density nature of Woodville and the relatively little non-residential development in Woodville. While StarMetro would need to fully evaluate any proposed route to Woodville, the general

conditions of the area would likely make a new route infeasible or only feasible with very limited service.

The City of Tallahassee's StarMetro service is supported by City general revenues (property taxes collected within the City limits) and is limited to provide public transportation within City limits, unless a funding agreement to extend StarMetro service into the unincorporated area is adopted. This funding agreement would likely include a cost for the initial start-up of new services for fleet expansion, and an additional annual operating fee to extend service. In 2022, the City provided information to the County regarding the cost of extending StarMetro service to approximately 3.5 miles from an existing StarMetro route into the unincorporated part of Leon County. The cost estimate for the 3.5-mile extension was \$1.3 million for the start-up fee and an annual \$275,000 operating fee. The distance from the existing StarMetro route on Ross Road to Woodville is approximately 4.5 miles. Should the Board wish to pursue the expansion of transit service to Woodville Highway, staff will coordinate with the City of Tallahassee on the start-up costs as well as the annual operating costs to the County for Board consideration.

Status Report on the Fairgrounds Master Plan Implementation

A primary goal of the SAP is to encourage quality land development and redevelopment within the SAP area. The North Florida Fairgrounds represents a prime opportunity to achieve this goal through the implementation of the Blueprint *Beautification and Improvements to the Fairgrounds* project, which is designed to "provide funding to construct improvements to the Fairgrounds property". Significant progress has been made towards achieving the goals of the Blueprint project and larger SAP, and this section addresses the history of the Fairgrounds site and uses, Blueprint project progress to date, and identifies the implementation strategy with next steps for the project.

The Fairgrounds Master Plan proposes to invest \$30 million to realize immediate benefits for the community and beautification of the site. In addition to the immediate benefits, this investment in the Fairgrounds site also prepares the site for long-term development. Consistent with IA Board direction received at the February 29, 2024 meeting, Blueprint is proceeding with design services to implement the Fairgrounds Master Plan. To fully implement the vision for redevelopment of the Fairgrounds site as proposed in the Master Plan, it is necessary for Leon County to renegotiate the current lease with the Fair Association. This item also requests the Board include a Comprehensive Plan map amendment for the Fairgrounds in the next Comprehensive Plan amendment cycle to provide for the redevelopment of the Fairgrounds site.

History/Background

The Fairgrounds site, encompassing approximately 119.5 acres, is owned by Leon County but is operated and maintained by numerous outside organizations under various leases and agreements. The Leon County Extension Office occupies 4.2 acres and includes Leon County government offices and the UF/IFAS Extension. Gene Cox stadium is located on 7.8 acres of the site and operates through a lease agreement between Leon County and Leon County School Board. Paul Russell Road right of way covers 0.5-acre of the site. The remaining 107 acres are leased to the North Florida Fair Association through 2067. The existing uses and acreages of the site are shown in Figure #2 below.

Figure #2: Existing Uses and Acreages



The Midway Exhibition Area, the primary area of land used by the Fair Association for fair activities, is approximately 32 acres of the 107-acre leased area. A shared parking area adjacent to Gene Cox Stadium uses approximately 9.14 acres and functions through the Shared Stadium Parking Joint Use Agreement between the Fair Association and Leon County Schools. Capital Park, including two ballfields, covers approximately 20.1 acres and operates through the Capital Park & Recreation Agreement between Leon County and the City of Tallahassee. Existing leases and agreements are shown in Figure #3.

Figure #3: Leases and Agreements



Existing Conditions Assessment

Recent assessments of existing conditions indicate that much of the land in the leased area is not utilized and many of the structures on the site are at the end of their service life. Other aspects of the site, such as utility infrastructure and stormwater management, are outdated in their design and capacity.

Of the 26 structures on the Fairgrounds property, only three buildings are climate-controlled. Two of the climate-controlled buildings are rented for private and community events and used for exhibitions during the North Florida Fair and for various trade shows. The remaining 23 structures are primarily used for exhibitions and activities during the North Florida Fair, or storage. As determined by the Building Envelope and Roof Assessment Report and the Existing Conditions Assessment, many of the buildings show signs of significant natural wear and deterioration. Various degrees of repair are required to extend the remaining useful life of the buildings' exterior walls, roofs, and roof systems. Additionally, the HVAC systems, water heaters, and electrical panels require replacement at various locations. The RV area requires significant site layout and utility improvements, including establishing a sewer line and Department of Health certified dump station. The restroom facilities have roof systems that are near the end of their expected useful life, with rust and corrosion formed around the unsealed areas.

As envisioned by the Fairgrounds Master Plan, upgrades to existing buildings are necessary to extend their service life and both improve and increase event spaces available for rent via the Fair Association. Additionally, due to the state of some existing buildings, the Fairgrounds Master Plan proposes to relocate select Fair activities to maximize the space available for community use, as detailed in the following section.

Previous Studies and Board of County Commissioners (BOCC) Direction

Between 2005 and 2013, the BOCC considered several major possibilities regarding the Fairgrounds including: 1) acquiring a 114-acre parcel for potential Fairgrounds relocation (2006), and 2) creating a Sports Complex on the existing Fairgrounds site and relocating the Fairgrounds activities (2010-2012). Ultimately, no further action was taken on these initiatives.

Prior to the initiation of the Blueprint project in 2020, the most recent analysis completed by Leon County was a 2015 Market Report, which found that: a.) any type of private development on outparcels of the Fairgrounds was not considered feasible at that time, and b.) there is current and potential future market demand for new events and rentals at the Fairgrounds, which support demand for a new multi-use exhibition building at the Fairgrounds.

As part of the current 2022-2025 Leon County Strategic Plan, the Board approved a strategic initiative that addressed redevelopment of the Fairgrounds:

- *Support the completion of the Fairgrounds Master Plan by Blueprint and, upon completion, effectuate the next steps for the redevelopment of the North Florida Fairgrounds. (2022-10).*

Blueprint Infrastructure Project – Beautification & Improvements to the Fairgrounds

The Beautification and Improvements to the Fairgrounds project is one of 27 Blueprint 2020 infrastructure projects approved by the IA Board at the April 22, 2014 meeting. As outlined in the 2015 Second Amended and Restated Interlocal Agreement, this project is designed to “provide funding to construct improvements to the Fairgrounds property”. At the onset of funding for the Blueprint 2020 projects on January 1, 2020, the IA Board has taken several key actions to progress the Fairgrounds project:

- July 9, 2020 – Directed Blueprint to integrate the Fairgrounds project into the Blueprint Infrastructure Five-Year Capital Improvement Plan.
- September 17, 2020 – Advanced full funding for the Fairgrounds project into the Five-Year Capital Improvement Program (CIP) and provided direction to initiate an updated market study.
- December 9, 2021 – Accepted the 2021 North Florida Fairgrounds Market Feasibility Assessment and Alternative Site Analysis Report and directed staff to initiate a master plan for the Beautification and Improvements to the Fairgrounds project.
- May 11, 2023 – Accepted a Status Update on the Fairgrounds Master Plan process, provided direction for the top-ranked priorities and amenities, and discussed an indoor, multipurpose facility and sports complex.
- September 26, 2023 – Approved the FY 2024 – 2028 Blueprint Capital Improvement Plan increasing the project allocation from \$14 million to \$30 million.
- February 29, 2024 – IA Board acceptance of the Fairgrounds Master Plan.

The *2021 North Florida Fairgrounds Market Feasibility Assessment and Alternative Site Analysis Report* (Attachment #4) determined that the optimal site for the Fairgrounds is its current location. Moreover, the Report found that relocation of Fairgrounds operations to any available site is not financially feasible at this time, however, opportunities exist to consolidate Fair operations, improve economic opportunities, and redevelop portions of the site. The Economic Impact Analysis found that the over 200,000 annual visitors to the Fairgrounds contribute a total annual economic impact of approximately \$79.2 million to the local economy. The technical analysis determined that Fair activities can be accommodated on less acreage. This finding is corroborated by the Fair Association, which has estimated their footprint for the 11-day event could be reduced to 55 acres. Redevelopment is achievable by consolidating Fair uses onsite, and the area does exhibit a need for increased housing production. The Report concluded that the role of the Fairgrounds and its economic impact will continue to grow, and it is reasonable to expect that targeted improvements to the existing Fairgrounds would yield additional positive economic impacts.

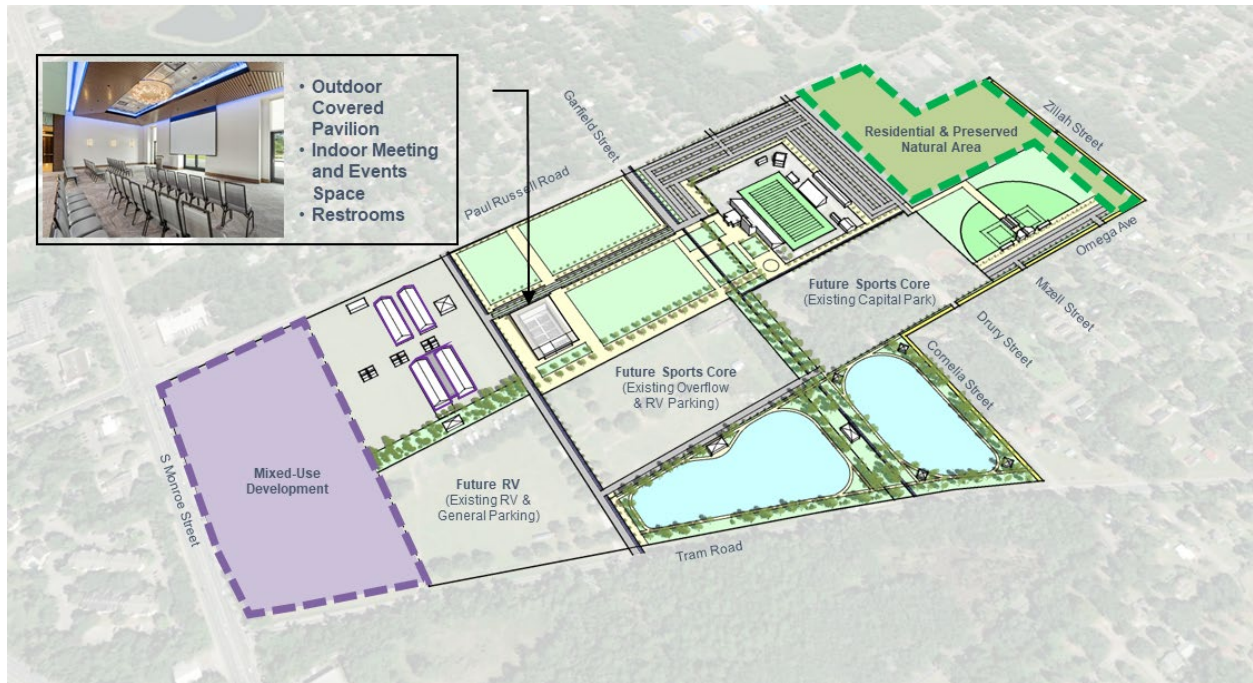
On February 29, 2024, the IA Board accepted the Fairgrounds Master Plan (Attachment #5). The Master Plan graphically presents a 40-year vision to activate the Fairgrounds as an integral part of the Southside and as a regional hub for Tallahassee-Leon County. The Master Plan serves as a roadmap, guiding the short-term and long-range future development of the property, with consideration of both public and private investment. The Master Plan maximizes the benefits of the existing complementary uses such as Gene Cox Stadium and Capital Park and identifies new investment opportunities.

The Master Plan is a comprehensive, visionary plan of action that provides the framework to realize the property's untapped potential as a community asset. Improvements include: a new 25,000 square foot community hub with indoor meeting space for approximately 150 people, central restrooms, and attached outdoor pavilion for events and public use, a central green with park pavilions, renovations to existing restrooms, new Capital Park ballfields, parking improvements around Gene Cox Stadium, utility upgrades, and new stormwater ponds with park-like amenities. The Fairgrounds Master Plan emerged from extensive community engagement involving over 120 stakeholders, including the Fair Association Board, the City of Tallahassee Parks and Recreation Department (Capital Park), Leon County Schools, and various neighboring communities. It reflects a careful balance of community priorities while preserving and enhancing the operations of the North Florida Fair. The Fairgrounds Master Plan incorporates proven strategies and features that have been successful at other Florida fairs, ensuring that the plan's key elements are grounded in practical, effective solutions that enhance functionality, community engagement, and economic potential.

This comprehensive long-term vision aims to revitalize the Fairgrounds through several key projects, bringing immediate improvements and long-term benefits to the site and the surrounding community. Blueprint conducted a thorough review of the Fairgrounds site, evaluated the highest and best use of the property, reviewed prior studies, conducted market feasibility analyses, engaged the public for input, leveraged professional expertise from consultants and staff, received valuable direction from the IA Board, and worked within the project scope and budget. The Master Plan recommendations are the culmination of these efforts, detailing the investment of \$30 million in Blueprint infrastructure funds into the fairgrounds. As illustrated in Figure #4, below, this investment will quickly achieve long-standing community goals to improve and beautify the fairgrounds while ensuring supportive infrastructure is in place to attract future public and private investment.

In addition to significantly benefiting the current uses and activities at the fairgrounds, the improvements using the \$30 million allocated to the project have the added benefit of preparing the site for continued improvements in the future. With a longer-term vision in mind, necessary improvements such as site preparation and grading, utilities, and stormwater management would also offer a 'pad-ready' site for future development. This preparation produces cost savings and streamlines the future building process and timeline.

Figure #4: Recommended Improvements to Improve and Beautify the Fairgrounds (\$30 million)



A summary of the approved improvements includes:

1. **Multipurpose Pavilion:** A new 25,000 square feet community hub with indoor meeting space suitable to host community meetings with up to approximately 150 people, central restrooms, and an attached outdoor pavilion for events and public use.
2. **Public Spaces:** A central green area to provide space for public events, fostering community engagement and offering flexibility for various activities.
3. **Recreational Facilities:** New ballfields at Capital Park, along with restrooms, concessions, and parking to support local sports and community events.
4. **Infrastructure and Utilities:** Stormwater ponds and upgraded utilities (water, sewer, electric) to support planned and future developments.
5. **Site Preparation:** Comprehensive site preparation (demolition, grading, landscaping) to ensure successful implementation of improvements and set the stage for future growth.
6. **Community and Economic Benefits:** The plan addresses community goals of beautification and improved functionality, attracting future investments and spurring economic growth.

Current fairgrounds property tenants, most notably the North Florida Fair Association, will significantly benefit from the implementation of the Fairgrounds Master Plan. The plan includes upgraded buildings and new meeting spaces, enhancing facilities for various events as coordinated by the North Florida Fair Association, who will likely benefit through increases revenues of rental spaces. The creation of a central green area and a multipurpose pavilion will facilitate more diverse and frequent activities, improving event spaces and increasing revenue. Modernized utilities will

ensure reliable support for current and future events, while expanded parking and improved stormwater management will enhance visitor accessibility and aesthetics. New and rehabilitated parking areas will also be a benefit to Gene Cox Stadium patrons. The improved infrastructure and aesthetics will attract new visitors and expand programming opportunities, ensuring long-term growth and sustainability.

By addressing both the immediate needs of the site and laying the groundwork for future opportunities, the Fairgrounds Master Plan provides the highest and best use of the fairgrounds. It transforms the site into a vibrant, multifunctional space that meets the evolving needs of the Tallahassee-Leon County community, ensuring its role as a vital community asset for years to come. This transformation will activate the Fairgrounds site as an integral part of the Southside and as a regional hub for Tallahassee-Leon County.

North Florida Fair Association

As illustrated above, the North Florida Fair Association operates and maintains a majority of the Leon County property, with its current lease of 107 acres through the year 2067 at a rate of \$1 annually. To support the implementation of the Fairgrounds Master Plan, Option #2 requests the Board direct County staff to renegotiate the lease with the Fair Association, specifically to move certain Fair Association activities and allow the implementation of the planned Blueprint improvements. These planned Blueprint improvements/renovations will benefit the Fair Association.

Since its establishment in 1941, the North Florida Fair Association has been dedicated to conducting and operating public fairs and expositions, as governed by Chapter 616, Florida Statutes. Managed by a 15-member Board of Directors and a 9-member Executive Committee, the Fair Association operates independently of the County, without direct County control over its membership or operations. The North Florida Fair Association employs 6 permanent staff for year-round fairgrounds events. During the fair, approximately 100 seasonal workers are added. There is an office for staff on site as well as various other buildings for events, storage, and a maintenance building. The Fair Association also provides a house for the maintenance supervisor who lives onsite as a security presence.

The financial condition of the fairgrounds has been historically stable. The North Florida Fair Association currently leases the 107.5 acres of the fairgrounds from Leon County for \$1 a year. The total operating revenue for the North Florida Fair Association was approximately \$1.7 million in 2022, a slight decrease in revenues compared to 2021. Surplus, defined as the excess of revenue over expenses for nonprofit organizations, was reported as \$567,155 in 2021 and \$246,775 in 2022. These surplus funds are available to the Fair Association to maintain and improve the fairgrounds facilities.

The evolution of the fairgrounds under the stewardship of the North Florida Fair Association has been significant, reflecting both the changing needs of the community and the ongoing commitment to preserving the annual fair. This evolution is poised to continue, guided by the Fairgrounds Master Plan, which presents a clear vision for the future of the site. As we consider the broader context of county fairs, it's essential to recognize that they vary significantly, each

reflecting the unique local context, community priorities, and interests. Despite this diversity, several elements are commonly recognized as essential to their success and longevity: community support, well-maintained infrastructure and facilities, strategic marketing and promotion, strong leadership and organization, and financial stability. By prioritizing these collective elements, county fairs can not only enhance their appeal and foster deeper community engagement, but also ensure their sustainability for generations to come. Notable examples of successful county fairs in Florida include those in Clay County, Pasco County, Greater Jacksonville, Southeastern Youth Fair, Florida State Fair, and Manatee County.

Blueprint Coordination with the North Florida Fair Association:

Over the past four years and throughout the development of the Fairgrounds Master Plan, Blueprint has maintained consistent and proactive communication with the North Florida Fair Association Executive Director, Mark Harvey, and provided timely updates to the Fair Board members. Blueprint staff provided frequent status updates through the Executive Director and presented to the full Fair Board at five meetings from 2021 – 2024. As part of the Master Plan development, Blueprint and a consultant team met with each Fair Board member individually to discuss the existing conditions and future opportunities for the Fairgrounds site.

Most recently, Blueprint staff attended the Fair Board meeting on April 16, 2024, to share the Fairgrounds Master Plan and discuss next steps. Following that meeting, the North Florida Fair Association submitted a list of questions to County Commissioners and Blueprint regarding how fair operations and event space would continue to function in the future. Their primary concerns were storage areas for fair equipment, livestock event space, parking, and phasing of construction. In order to address the Fair Association's concerns, Blueprint met with Mark Harvey and staff onsite multiple times throughout the summer to discuss fair operations.

Based on this coordination and collaboration, Blueprint developed the following Solutions Statements in order to address the Fair Associations concerns. These Solutions Statements were presented to the Fair Board at their September 12, 2024 meeting. As included in the Master Plan, Blueprint has committed to addressing Parking, Existing Agriculture Events, and Storage through the design process; the Fair Board discussed addressing Phasing through the lease negotiations.

- **Parking:** Provide 2,000 parking spaces, continued flexible use of parking areas, and provide safe internal connectivity for all users and uses.
- **Existing Agriculture Events:** Safely accommodate existing agricultural uses as well as new regional events located at least 50' from designated food vendor area.
- **Storage and Maintenance:** Maintain at least 20,000 sq. ft. storage and space for a maintenance shop.
- **Phasing:** Future sports core and mixed-use development areas will continue to be available for fair use (or remain part of the fair leased area) until development occurs. Advance coordination with fair association will occur prior to Blueprint infrastructure improvements to mitigate impacts to scheduled fair events.

Master Plan: Next Steps

Following approval of the Master Plan at the February 29, 2024 IA Board meeting, Blueprint began development of a request for proposals (RFP) to procure design services for the fairgrounds. This RFP for design services was advertised in mid-August 2024. Blueprint intentionally structured the RFP to ensure that the most qualified team possible is selected to address the many complexities inherent with the fairgrounds operations and overall site. The successful respondent design team will have experience in large scale fair events and the specialized knowledge in fairgrounds transitions, as well the integration of fair operations into a multipurpose site that can be utilized not only for all existing onsite events, but to design facilities that offer opportunities for numerous additional events throughout the rest of the year. Blueprint estimates design beginning in Q1 2025.

Fairgrounds Property: Leases and Agreements

North Florida Fair Association: On April 22, 2014, the Leon County Board of County Commissioners accepted a status report on the Contractual Relationship with the North Florida Fair Association, comprehensively highlighting the long-standing relationship between the County and the Fair Association (Attachment #6). The County's contractual relationship with the Fair Association began in 1954 when the Board accepted the Fair Association's conveyance of the fairgrounds property at no cost to the County. The initial lease agreement between Leon County and the North Florida Fair Association was established in 1959 and has evolved through several modifications. The current 1995 lease grants the Fair Association a 95-year leasehold interest at \$1 per year, providing exclusive possession of approximately 107 acres through December 2067. This leased area includes the fairgrounds buildings and midway exhibition area, the RV/vehicle parking areas, and natural forested areas. Also included within the lease area is the 9.1-acre shared stadium parking area subject to a joint-use agreement between the North Florida Fair Association and Leon County Schools, and the 20.1-acre Capital Park subject to an agreement between Leon County and the City of Tallahassee.

The Fair Association exists and operates entirely separate and apart from the County under the governance of the rules promulgated by the Department of Agriculture. As such, the only opportunity for the County's involvement in the operation of the fairgrounds property is through its contractual relationship as provided in the lease agreement. While this lease allows the Fair Association significant leasehold interest, it also requires cooperative decision-making with Leon County for any future construction or redevelopment projects. To facilitate the implementation of the Fairgrounds Master Plan, the lease will need to be renegotiated to allow for site improvements. In return, the Fair Association will benefit from renovations to existing structures, utility upgrades (including electrical, water, and sewer systems), and enhanced public areas for fair-related activities. To allow for targeted improvements to the Fairgrounds site and allow for future growth and development, it is recommended that Leon County and the various property leaseholders evaluate the existing long-term agreements and property management structure needed to support the Fairgrounds Master Plan implementation.

Capital Park: The recommended Blueprint investments include an improved Capital Park complex that provides two new ballfields (replacing two that must be relocated to address drainage and stormwater), a playground, restrooms, concessions, and parking areas. The current 20.1-acre

Capital Park is operated and maintained by the City of Tallahassee through a Parks and Recreation Agreement with Leon County that also covers Tom Brown Park. The Fair Association, the City of Tallahassee, and Leon County would need to evaluate the existing long-term lease and recreation agreement to support the construction of an improved Capital Park complex.

Leon County School Board – Gene Cox Stadium: The 7.8-acre Gene Cox Stadium area is leased and operated by Leon County Schools. Per the 1989 lease between Leon County and the School Board, Gene Cox Stadium is operated and maintained by the School Board through 2029 at a lease rate of \$1 per year. Additionally, the School Board is obligated by the lease to maintain the 9.1 acre shared-use parking area between the fairgrounds and Gene Cox Stadium. The Fair Association, Leon County, and the School Board would need to coordinate on planned improvements to the parking area, which is proposed to be upgraded and expanded as part of the Master Plan improvements.

Proposed Comprehensive Plan Amendment

This item also requests the Board include a Comprehensive Plan map amendment for the fairgrounds in the next Comprehensive Plan amendment cycle to provide for the redevelopment of the Fairgrounds site (Option #3). The Comprehensive Plan currently provides a vision for growth in the County and City to the year 2030.

To ensure that the redevelopment and improvements proposed through the Fairgrounds Master Plan can be achieved, the Land Use on the fairgrounds property must be amended. Currently, the Fairgrounds site Future Land Use Map designation in the Comprehensive Plan is split between Recreation/Open Space on the portion near Monroe Street and Government Operational on the remainder of the property (Attachment #7). Current zoning includes a mix of Open Space, Office Residential-2, and a Planned Unit Development (PUD) approved in 1988. Staff recommends that a Comprehensive Plan amendment and rezoning be initiated to ensure the proper designations are in place to allow for future development of the recommended exhibition building. At this time, a change to the “Suburban” future land use category appears to accommodate the active and passive recreation, commercial exhibit, office, open space, and community service uses. Rezoning may be needed at a later date. It does not appear an immediate rezoning would be needed. At the direction of the Board, the Planning Department will work to include the land use change in the City’s 2025 Comprehensive Plan Amendment Cycle.

Per Policy 1.8.1 of the Intergovernmental Coordination Element of the adopted Comprehensive Plan, amendments to the Future Land Use Map require the approval of Tallahassee City Commission if the property is located entirely within City limits, and approval of the Leon County Board of County Commissioners if the property is located entirely within unincorporated Leon County.

Over the past 70 years, the Leon County-owned fairgrounds property has evolved significantly, expanding its role from solely supporting the annual North Florida Fair and local agriculture to becoming a vibrant community venue that hosts a diverse array of events. The Fairgrounds Master Plan, as accepted by the Blueprint IA Board at the February 29, 2024 meeting, provides a starting point for the next phases, design and lease renegotiation of the fairgrounds property. Regarding

next steps, design will begin in late 2024 / early 2025. To support the implementation of the Fairgrounds Master Plan, this item recommends the Board direct County staff to renegotiate the lease with the Fair Association (Option #2) and include a Comprehensive Plan map amendment for the fairgrounds in the next Comprehensive Plan amendment cycle (Option #3). The Fairgrounds Master Plan provides a starting point for both the lease negotiations and the design phase. Ultimately, all parties will be working together throughout the process to refine the redevelopment concept and conduct the necessary analysis to bring the planned improvements to fruition.

Conclusion:

This workshop presents a status update on the Southside Action Plan (SAP) and addresses specific topics discussed by the Board at the June 11, 2024 regular meeting, including incentivizing development, expanding sewer service, mitigating gentrification, protecting neighborhoods, increasing affordable housing, extending transit to unincorporated areas, and implementing the Fairgrounds Master Plan. As highlighted in this workshop, ongoing projects and those completed in the last five years within the SAP represent more than \$1.13 billion of investment into the southside of Leon County and illustrate the region's commitment to spurring economic development in this important area of our community.

The detail provided in this workshop illustrates the many ways that the Tallahassee-Leon County community is moving forward with a focus on improving quality of life for SAP residents by providing new infrastructure, increasing supply of affordable housing, incentivizing infill development and redevelopment in line with the adopted growth strategy, while ensuring barriers are in place to mitigate negative impacts of urbanization, and neighborhoods are engaged.

As provided above, the Blueprint Beautification and Improvements to the Fairgrounds project represents a prime opportunity to encourage quality land development and redevelopment within the SAP area. Significant progress has been made towards achieving the goals of the Blueprint project and the SAP, including Blueprint proceeding with design services to implement the Fairgrounds Master Plan. To fully implement the vision for redevelopment of the Fairgrounds Master Plan, to become a vibrant community venue that hosts a diverse array of events, it is necessary for Leon County to renegotiate the current lease with the Fair Association, and to initiate an amendment to the Comprehensive Plan to provide for the redevelopment of the Fairgrounds site.

As such, staff is recommending the Board accept the status update on the Southside Action Plan (Option #1), direct County staff to renegotiate the lease with the Fair Association to support implementation of the Fairgrounds Master Plan (Option #2), and direct staff to initiate a Comprehensive Plan map amendment for the fairgrounds in the next Comprehensive Plan amendment cycle (Option #3).

Options:

1. Accept the status update on the Southside Action Plan.
2. Direct staff to renegotiate the lease with the Fair Association to support the implementation of the Fairgrounds Master Plan.
3. Direct staff to initiate a Comprehensive Plan map amendment for the fairgrounds in the next Comprehensive Plan amendment cycle.
4. Board direction.

Recommendations:

Options #1, #2, and #3

Attachments:

1. June 11, 2024 Board of County Commissioners Regular Meeting Item #17 Status Update on the Southside Action Plan
2. Unsewered Target Areas Map
3. Primary Springs Protection Zone Map
4. 2021 North Florida Fairgrounds Market Feasibility Assessment and Alternative Site Analysis Report
5. Fairgrounds Master Plan
6. April 22, 2014 BOCC Status Report on the Contractual Relationship with the North Florida Fair Association
7. Fairgrounds Site Future Land Use Map

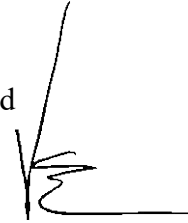
Leon County Board of County Commissioners

Agenda Item #17

June 11, 2024

To: Honorable Chair and Members of the Board

From: Vincent S. Long, County Administrator



Title: Status Update on the Southside Action Plan

Review and Approval:	Vincent S. Long, County Administrator
Department/ Division Review:	Ken Morris, Assistant County Administrator Ben Pingree, Assistant County Administrator Artie White, Director, Planning, Land Management & Community Enhancement (PLACE)
Lead Staff/ Project Team:	Mike Alfano, Special Projects Coordinator, Planning Department

Statement of Issue:

This item presents a status update on the Southside Action Plan (SAP). The item provides a history of the Southside Action Plan including an overview of the three phases of the plan, the corresponding June 2023 amendment to the Tallahassee-Leon County Comprehensive Plan, and “action” projects that have been implemented through a combination of public and private investments in southern Leon County.

Fiscal Impact:

This item has a fiscal impact.

Staff Recommendation:

Option #1: Accept the status update on the Southside Action Plan.

Report and Discussion

Background:

This item presents a status update on the Southside Action Plan. The item provides a history of the Southside Action Plan including an overview of the three phases of the plan, the corresponding June 2023 amendment to the Tallahassee-Leon County Comprehensive Plan, and “action” projects that have been implemented through a combination of public and private investments in southern Leon County. These investments help demonstrate the continued investment of Leon County and community partners to promote balanced and equitable growth and development in line with the Board’s Strategic Priorities and Initiatives in the Leon County FY2022-2026 Strategic Plan.

On June 12, 2023, the Board approved a text amendment to the Comprehensive Plan which included an annual reporting requirement on the implementation of the Southside Action Plan in coordination with the County’s strategic plan. This status update is the first required annual update since the Board’s adoption of the text amendment to the Southside Action Plan.

This item advances the following FY2022-FY2026 Strategic Initiatives:

- *Continue to work with the state to seek matching grants to convert septic to sewer systems and support septic system upgrades. (2022-11, rev. 2023)*
- *Continue to support updates to the Comprehensive Plan that encourage annexation of southside properties within the Urban Services Area. (2022-41)*
- *Continue to explore policies such as inclusionary housing and mixed housing developments to increase the stock of affordable housing throughout Leon County. (2023-52)*

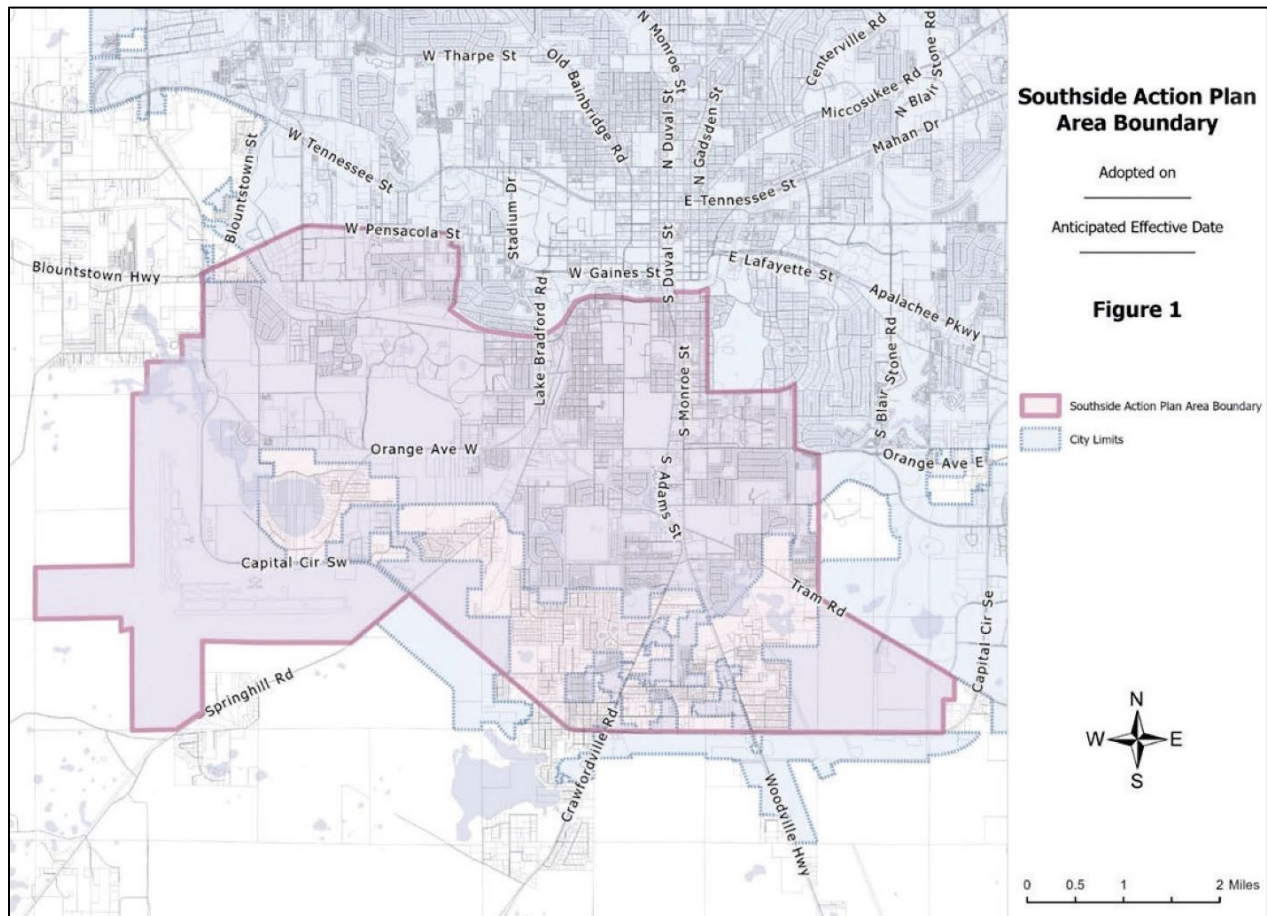
These particular Strategic Initiatives align with the Board’s Environment, Governance and Quality of Life Strategic Priorities:

- *(EN1) Protect the quality and supply of our water.*
- *(G5) Exercise responsible stewardship of County resources, sound financial management, and ensure that the provision of services and community enhancements are done in a fair and equitable manner.*
- *(Q4) Support and promote access to basic healthcare, mental health, affordable housing, and homeless prevention services to our community members most in need.*

The SAP is a robust three-phased approach to creating balanced and equitable growth in those areas designated within the SAP boundary of southern Leon County (Figure 1). The SAP was initiated in 2021 by the Board and the City Commission to re-evaluate the “Southern Strategy Area” policies that were adopted into the Tallahassee-Leon County Comprehensive Plan in 1998 in response to growing concerns by the Board and the Tallahassee City Commission about the unbalanced development pattern happening throughout the County. The primary goal of the policy was to encourage quality land development and redevelopment with the intended outcomes of increasing population growth, incentivizing retention and expansion of business and employment opportunities, and attaining an income mix in the comparable to the remainder of the urbanized

county. In 2021, the Board and the City Commission directed staff to update the policy to include a change in policy name and to better meet the goals of the original policy to encourage quality land development and redevelopment.

Figure 1. Map of the Southside Action Plan Boundary



The SAP three-phased approach was approved by the Board and the City Commission at the April 13, 2021, Joint Public Hearing on the Comprehensive Plan. The approach differed from previous policy updates in that it incorporated a substantial community engagement process to ensure that the goals of the policy reflected the priorities of the southside community members that lived, worked, and worshiped in the area. These three phases outlined in the agenda materials at that time were: 1) Introduction to the Southside (Initial Assessment); 2) Understanding the Southside (Community Feedback); and 3) Southside in Action (Policy Review and Recommendations).

Throughout the development of the Southside Action Plan, the Board has been provided updates by staff at the meetings listed below:

- February 16, 2021 Southside Update at the Board of County Commissioners Meeting
- March 23, 2021 Southside Action Plan Community Engagement Strategy Update at the City-County Joint Workshop on the Comprehensive Plan

April 13, 2021	Southside Action Plan Community Engagement Strategy Ratified at the City-County Joint Public Hearing
January 24, 2022	Southside Action Plan Update at the Board of County Commissioners Annual Retreat
March 7, 2023	Joint City-County Workshop on the Comprehensive Plan Amendments including Southside Action Plan Text Amendment
May 9, 2023	County Transmittal Public Hearing for Southside Action Plan and other Text Amendments
June 13, 2023	County Adoption Public Hearing for Southside Action Plan and other Text Amendments

Implementation of the SAP is achieved through Phase III of the plan: Southside in Action (Policy Review and Recommendations), which includes the June 2023 adoption of the updated SAP policy in the Tallahassee-Leon County Comprehensive Plan and the ongoing action projects in the southside area that align with the updated policy objectives and Leon County Strategic Initiatives.

This item provides the Board with an overview of SAP implementation, which includes a summary of public and private investments made within the area over the past five years, representing a total investment of over \$1.13 billion. Additionally, this item provides a review of recent annexations of properties into the City of Tallahassee within, or in close proximity to, the SAP boundary. These annexations represent previously unincorporated areas that are now eligible for City services, such as sewer, due to their location within the Urban Services Area and City of Tallahassee limits.

Analysis:

The adoption of the SAP to replace the previous “Southern Strategy Area” as Goal 11 in the Tallahassee-Leon County Comprehensive Plan was approved at the June 13, 2023, Board public hearing and June 14, 2023 City Commission public hearing, and became effective on August 5, 2023 (Attachment #1). Since that time, the Board has implemented a number of public and private projects that reflect the updated SAP Policy objectives of: Beautification, Investment, and Engaged and Activated Citizens.

SAP projects that are active or recently completed represent over \$1.13 billion in investment in the SAP boundary. This includes approximately \$616.1 million in direct public investments by Leon County and Blueprint 2020 including Florida Department of Transportation investments in Blueprint infrastructure projects. These investments are in addition to other public investments totaling \$393.4 million and known investments in other major ongoing and proposed developments that total approximately \$124 million, which are tracked by the Tallahassee-Leon County Office of Economic Vitality. Table 1 shows these investments broken out by implementing entity.

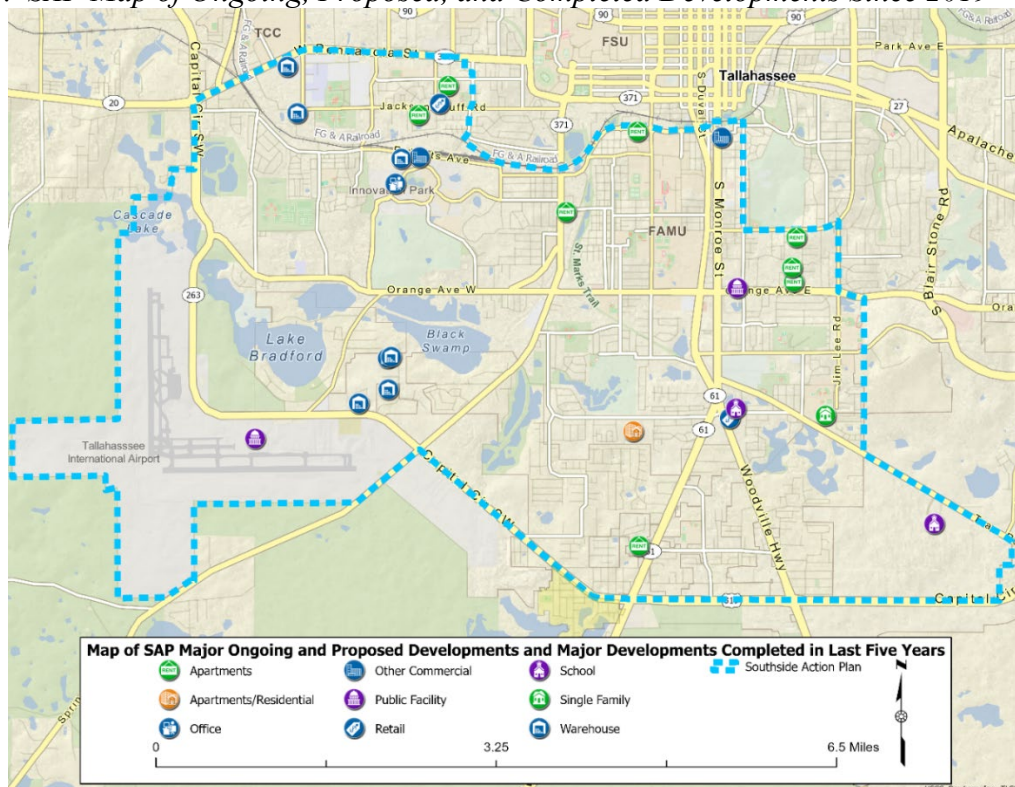
Table 1. Southside Action Plan Investments by Entity

Entity	Investment Amount
Leon County*	\$125,662,972
Blueprint Infrastructure Projects**	\$490,503,699
City of Tallahassee	\$267,130,204
Tallahassee Housing Authority (Columbia Gardens)***	\$76,834,647
CRA	\$10,048,413
Additional FDOT Investment in SAP	\$39,465,023
Other Major Proposed and Ongoing Projects****	\$123,994,476
TOTAL SAP INVESTMENT	\$1,133,639,434

- * Includes Leon County Housing Finance Authority Investments in SAP affordable housing
- ** Includes FDOT investments in Blueprint Projects & County-managed Magnolia Drive Trail
- *** Includes funding from numerous entities
- ****Includes only investment totals known/identified; includes projects with additional public investments; actual total is greater

The Tallahassee-Leon County Office of Economic Vitality (OEV) tracks Major Ongoing and Proposed Developments. These projects include major proposed and ongoing construction projects that include 20 or more residential units and/or 10,000 or more square feet of non-residential development. A map of the current Major Ongoing and Proposed Developments, and those completed in the last five years, within the SAP, is included at Figure 2.

Figure 2. SAP Map of Ongoing, Proposed, and Completed Developments Since 2019



In addition, there are currently 138 active building permits in the SAP area. Of these, 116 are residential uses, encompassing 704 units and nearly 973,000 square feet. Twenty-two active permits constitute over 272,000 square feet of non-residential uses. This analysis provides further information on these investments, which total well-over \$252 million, and highlights several key projects.

Key Public Investment Highlights in the SAP Area

As shown in Table 1, the overwhelming majority of the \$1.13 billion SAP investment comes from direct investments by Leon County, the City of Tallahassee, Blueprint, the CRA, or FDOT investments in Blueprint projects. These public investments highlight the commitment of local leadership to either directly fund, or successfully advocate for, investments into local projects. Additional details on many of the projects and programs that correspond to the total investments in Table 1 are included in Attachment #2. This item includes additional project investment totals than those compiled in Attachment #2.

Table 2 and Table 3 provide additional information on SAP investments in two key areas: Infrastructure projects by the County and investments in affordable housing projects in the SAP by Leon County, its Housing Finance Authority, and the Tallahassee Housing Authority.

Table 2. Leon County SAP Infrastructure Investments

Project	Estimated Investment
Tram Road Multi-Use Trail - Gaile Ave. to Crossing Rocks Rd.	\$2,240,000
Innovation Park Central Pond Trail	\$195,439
Lake Henrietta Sediment Removal	\$2,000,000
Woodside Heights Septic to Sewer Conversion Project	\$4,600,000
Belair/Annawood Septic to Sewer Conversion Project	\$5,388,000
Westway Road Sidewalk	\$1,600,000
Shelfer Road Sidewalk from Crossway to CCSW	\$300,000
TOTAL INVESTMENT	\$16,323,439

Table 3. Public SAP Affordable Housing Investments

Project (Units)	Funding Entity	Estimated Investment
Homeownership Rehabilitations (14)	Leon County	\$172,707
Homeownership Replacements (1)	Leon County	\$264,473
New Homeownership Developments (2)	Leon County	\$137,000
Columbia Gardens Phase I&II (250)	Numerous	\$82,600,000*
Ridge Road Multifamily (250)	HFA Bond Financing	\$55,000,000
Magnolia Terrace Rehabilitation (108)	HFA Bond Financing	\$13,000,000
Lake Bradford Apartments Development (156)	HFA Bond Financing	\$35,000,000
TOTAL INVESTMENT (781)		\$186,174,180

*Total includes \$5,765,353 from Leon County.

As Table 3 shows, direct investments by Leon County and bond financing from the Leon County Housing Finance Authority will contribute an investment of more than \$109 million to implement over 780 new or improved residential units in the SAP area.

The remainder of this section provides information on many public projects being implemented by Leon County, Leon County Housing Finance Authority, Tallahassee Housing Authority, and Blueprint, as well as several City projects (Southern Triangle Water & Sewer Expansion, TLH International Processing Facility, and the Southside Transit Center) that will benefit unincorporated residents.

Tram Road Multi-Use Trail – Gaile Ave. to Crossing Rocks Rd. (County): The Tram Road Multi-Use Trail is under construction. This approximately 0.5-mile project will provide a 10-ft wide concrete surface trail. To mitigate the stormwater requirements, 4-ft of the 10-ft wide trail will be constructed with porous concrete, an innovative approach for project implementation. This project provides crucial connectivity between the St. Marks Trail, area residences, and Fairview Middle School and Jack McLean Park via connections with the City’s Zillah Street PASS project. This investment of \$2,240,000 is anticipated to be completed in 2024 and will connect to the future segment from Crossing Rocks Road to Capital Circle Southeast, where it will connect to the SUN Trail Priority Network. At the May 14, 2024 Board meeting, the Board unanimously authorized the submission of an application for the U.S. Department of Transportation Safe Streets and Roads for All grant, seeking \$4.2 million in funding for the remaining portion of the Tram Road Trail, from Crossing Rocks Road to Capital Circle Southeast.

Woodside Heights/Annawood/Belair Septic to Sewer Projects (County): These three projects represent an investment of nearly \$10 million in the Primary Springs Protection Zone (PSPZ) that will provide sewer connections to over 300 properties in three neighborhoods located inside (north) of Capital Circle Southeast. The Woodside Heights project was completed in 2019, the Annawood/Belair project was completed this year.

The County’s progress in constructing new sewer infrastructure in southern Leon County can be attributed to multiple factors. These factors include strategic planning and establishing goals to remove/replace septic tanks in the PSPZ, a first of its kind partnership with the Florida Department of Environmental Protection (FDEP) providing multiyear matching funds via the Springs Improvement Plan, the dedication of local sales tax funds for water quality projects, and substantial success in pursuing state grants with proven results.

Magnolia Drive Multi-Use Trail (County Managed/Blueprint Funded): The Magnolia Drive Trail will provide an important 2.41-mile multimodal connection from S. Adams Street to Apalachee Parkway. The segments from S. Adams Street to Pontiac Drive are completed. This project is being primarily funded by Blueprint, with the County managing construction. The project will also underground electric utilities from S. Monroe Street to Chowkeebin Nene. Construction for Phase II from Pontiac Drive to Diamond Street is expected to begin later this year and be completed in the fourth quarter of 2025. At the February 20, 2024 Board Meeting, the Board approved the bid award for Phase II construction in the amount of \$8,769,096. Design for the final segment Phase III from Diamond Street to Apalachee Parkway is at 90%, and right-of-way acquisition is ongoing.

Capital Circle Southwest (Blueprint Project/FDOT Primarily Funded and Managed): The Capital Circle Southwest road-widening project, representing more than \$220 million of investment by FDOT and Blueprint in the SAP area, will transform transportation in southwest Leon County, and complete the widening of Capital Circle. The first segment, from Orange Avenue to Springhill Road, is under construction. The second segment, from Springhill Road to Crawfordville Highway, is fully funded in FDOT's five-year work program. Capital Circle Southwest was the #1 priority Blueprint 2020 project. The nearly 6-mile project will also provide a multiuse path, a major component of the Capital Circle Southwest Greenway project from the Tallahassee-Leon County Greenways Master Plan, as well as a sidewalk and bike lanes, connecting to the St. Marks Trail and other existing multimodal facilities.

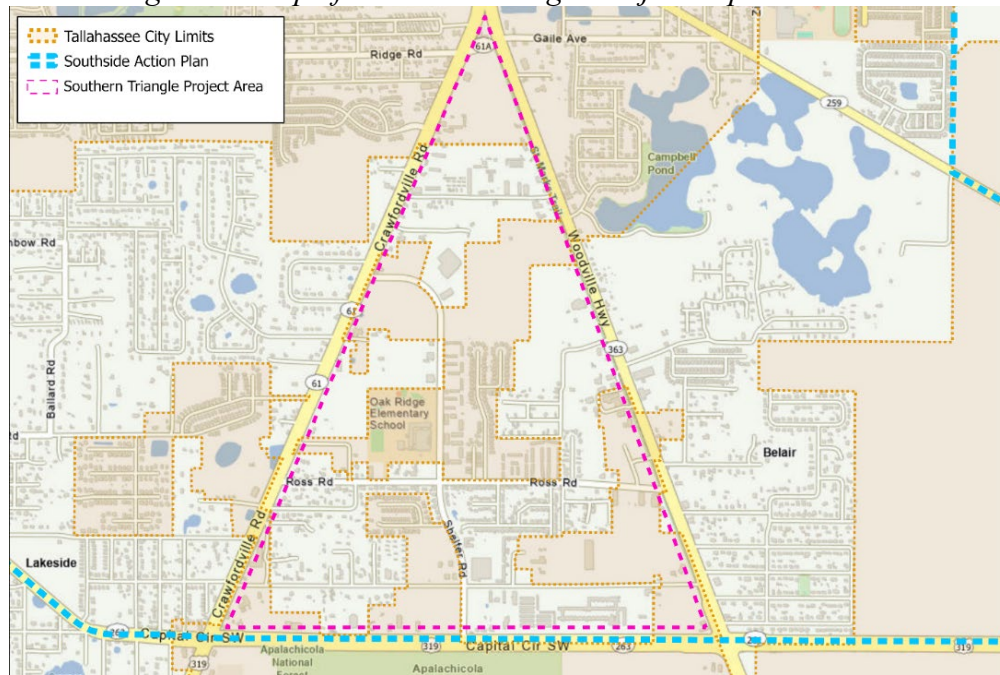
Ridge Road Multifamily: The Ridge Road Multifamily project is a residential development under construction on 31.68 acres along Ridge Road, west of the intersection of Crawfordville Highway. The project will provide an estimated 250 units of affordable/inclusionary housing and new pedestrian facilities along the frontage. The Ridge Road Multifamily project has an estimated development cost of at least \$55,000,000, primarily funded by the Leon County Housing Finance Authority, and is anticipated to be completed in late 2024.

Orange Avenue Redevelopment Project (Columbia Gardens at South City): The Columbia Gardens is a multifamily affordable housing redevelopment project located on Orange Avenue at the intersection with Country Club Drive. This public-private partnership utilizes 10 different funding sources, including funding from Low-Income Housing Tax Credits, Freddie Mac, Florida Housing Finance Corporation, Leon County, the City of Tallahassee, the Community Redevelopment Agency, the National Housing Trust Fund, and the Tallahassee Housing Authority, to provide hundreds of new affordable housing units. This project currently represents known investments of over \$82 million with over 250 affordable housing units being completed by this summer. More details on this project can be found in Attachment #3. This project includes a direct investment from Leon County of over \$5.7 million.

Beautification and Improvements to the Fairgrounds Project (Blueprint Project): The Beautification and Improvements to the Fairgrounds project is another important Blueprint project for the Southside Community. This project has the potential to become a major hub for the SAP area and leverage additional future investment. At the February 29, 2024 Blueprint Intergovernmental Agency Board of Directors (IA Board) meeting, the IA Board accepted Phase 1 of the Fairgrounds Master Plan and directed Blueprint staff to initiate design of the Phase 1 improvements utilizing the funding currently allocated to the project. The project is programmed to be fully funded at \$30 million by FY 2026. This funding would be used to construct the recommended Blueprint investments (Master Plan's Phase 1 improvements) beginning in 2026.

Southern Triangle Water and Sewer Expansion (City Project): The City has initiated the Southern Triangle Water and Sewer Expansion effort to extend water and sewer utility infrastructure into the Southern Triangle, including unincorporated areas of Leon County; and to amend the Water and Sewer FY 2023 Capital Improvement Plans to provide initial planning and design funding for the project. The Figure 3 map, below, shows the project area.

Figure 3. Map of Southern Triangle Project Expansion Area



As provided in the Board’s February 20, 2024 Status Report, the conceptual design for this project began in 2022 and will be completed this year. This phase will be followed by acquisition of easements and rights-of-way, which will take approximately two years (through 2026). As the needed easements and rights-of-way are obtained, construction will begin and take approximately three years (through 2029) for full completion. There are currently 203 properties within the Southern Triangle for which central sewer service is not currently available, and approximately 156 properties that do not have existing City water infrastructure within 100 feet of the properties. Once the project is completed, all residents and properties within the Southern Triangle will have access to the City’s central water and sewer system. A preliminary cost estimate to provide the services described in this item is approximately \$20 million. Once complete, all residents and properties within the Southern Triangle will have access to the central water and sewer system.

Beyond the Southern Triangle, the City has also prioritized necessary sewer infrastructure improvements in preparation to accept new sewer customers from the County’s septic-to-sewer expansion projects, as the construction of those projects are completed and readied to be turned over to the City for operation. Sewer system infrastructure improvements identified in the City’s 2040 Master Sewer Plan include upgrades that will double the city’s sewer capacity and redundancy in the Southern Leon County area to both increase sewer performance and accommodate new flows from the County’s septic-to-sewer projects in the Lake Munson and Woodville Target Areas in southern Leon County, outside the SAP area.

Tallahassee International Airport Passenger Processing Facility (City of Tallahassee): The \$28 million investment for the Tallahassee International Airport International Processing Facility is anticipated to create more than 1,600 jobs and generate over \$300 million annually in economic impact. This investment includes a total of \$14.1 million in annual allocations from Blueprint

sales tax revenues. This project broke ground in Summer 2022 and represents a major milestone towards TLH becoming designated as a Foreign Trade Zone, which will further stimulate and expand trade to and from Tallahassee.

In November 2023, as directed by the Board, the County provided a letter in support of the City's application for a foreign trade zone designation at the Tallahassee Airport. The City's formal application was subsequently submitted to the Foreign-Trade Zone Board and is now pending approval. The City anticipates its FTZ application will be approved concurrent with the completion of the International Processing Facility in 2025.

StarMetro Southside Transit Center (City of Tallahassee): The City of Tallahassee broke ground on the Southside Transit Center in April 2024. This project will provide a new bus transit center servicing the southside of Tallahassee to include 29,373 square feet of vehicular use areas for the bus bays, drive aisles, and employee/visitor parking, a 625 square foot maintenance building and a 9,164 square foot 2-story main building. The Blueprint Orange-Meridian Placemaking project provides \$1 million to this project and the City has secured over \$16 million in Federal and State funding to support this project, which has an estimated investment value of \$18,510,000.

Orange Avenue Redevelopment Project (Columbia Gardens at South City): The Columbia Gardens is a multifamily affordable housing redevelopment project located on Orange Avenue at the intersection with Country Club Drive. This public-private partnership utilizes 10 different funding sources, including funding from Low-Income Housing Tax Credits, Freddie Mac, Florida Housing Finance Corporation, Leon County, the City of Tallahassee, the Community Redevelopment Agency, the National Housing Trust Fund, and the Tallahassee Housing Authority, to provide hundreds of new affordable housing units. This project currently represents known investments of over \$82 million with over 250 affordable housing units being completed by this summer. More details on this project can be found in Attachment #3. This project includes a direct investment from Leon County of over \$5.7 million.

Other Major Ongoing and Proposed Developments

There are currently 27 Major Ongoing and Proposed Development projects underway, or completed in the last five years, within the SAP area. These "major" developments are projects 10,000 square feet or greater for commercial development and 20 units or greater for residential development. This data is tracked by OEV. Of these major developments, there are four additional projects with known investment estimates which are not captured in previous sections of this item. These developments, shown in Table 4, reflect an estimated \$124 million investment that includes private investment. The total additional investment for the remaining major developments being tracked by OEV is unavailable because they are private development projects, but can reasonably be assumed to total millions of dollars of additional private investment in the SAP area.

Table 4. Known Additional Major Ongoing and Proposed Development Investments

Project	Project Type	Estimated Investment
Danfoss Turbocor Expansion (Phase II – Completed)	Commercial	\$45,000,000
Danfoss Turbocor Expansion (Phase III)	Commercial	\$48,000,000
North Florida Innovation Labs	Commercial	\$20,000,000
South Monroe “SoMo” Walls	Commercial	\$10,994,476
Total		\$123,994,476

North Florida Innovation Labs and Danfoss Turbocor Expansion Phase III: Two additional major projects nearing completion are located adjacent to each other in Innovation Park. The North Florida Innovation Labs project is a state-of-the-art 40,000-square-foot business incubator that will include over 30 wet and dry labs, a tissue and bio-culture room, prototype development and fabrication spaces, over 30 offices and multiple co-working spaces and conference rooms. The Labs will sustain over 600 full-time, high-quality jobs in the region and support over 100 growing, early-stage companies. The Tallahassee-Leon County Office of Economic Vitality contributed \$2.5 million to the total investment of \$20 million for this project. The most recent Danfoss Turbocor expansion is a 134,000-square-foot manufacturing facility that will create or retain over 500 permanent jobs. The total economic impact of the project including the long-term job growth, is calculated to be over \$140 million.

Jackson Forest Apartments: This major project entails the construction of 105 affordable/inclusionary housing units on Jackson Bluff Road, east of Mabry Street, limited to residents making no more than 60% of the Area Median Income (AMI). The property will feature a playground, picnic pavilion, splash pad, community bike storage, community room, and resident programs.

South Monroe “SoMo” Walls: This commercial project, slated to open in 2024, represents an investment of nearly \$11 million on the South Monroe corridor within the SAP boundary. This project will develop two buildings consisting of 30,587 square feet of indoor and outdoor commercial space, including restaurant and retail options with rotating walls of artistic expression for the customer to enjoy. The Tallahassee-Leon County Office of Economic Vitality will contribute a total of \$1,759,289 to this project, which includes a \$1 million recoverable grant. This project is anticipated to lead to an estimated \$17.8 million in increased economic impact, \$5.2 million of which would be a permanent impact due to sales and revenue to local restaurants and retail establishments employing approximately 50 people.

Update on Annexations in the Southside

One of the FY2022-FY2026 Leon County Strategic Plan Priorities is to: *Exercise responsible stewardship of County resources, sound financial management, and ensure that the provision of services and community enhancements are done in a fair and equitable manner (G5).* A Strategic Initiative to achieve this goal is to: *Continue to support updates to the Comprehensive Plan that encourage annexation of southside properties within the Urban Services Area (2022-41).*

Since 2019, there have been five annexations within, or in close proximity to, the SAP boundary, totaling approximately 541.43 acres. These properties represent a maximum development

potential of over 10,000 residential units. Having these properties within the City limits and Urban Services area will ensure that future developments are connected to urban services. Figure 4 depicts these locations on the map and Table 5 provides more detail. All of these annexations are within the Urban Services Area, in furtherance of the goals of the Leon County Strategic Plan.

Figure 4. Annexations In or Near SAP Since 2019

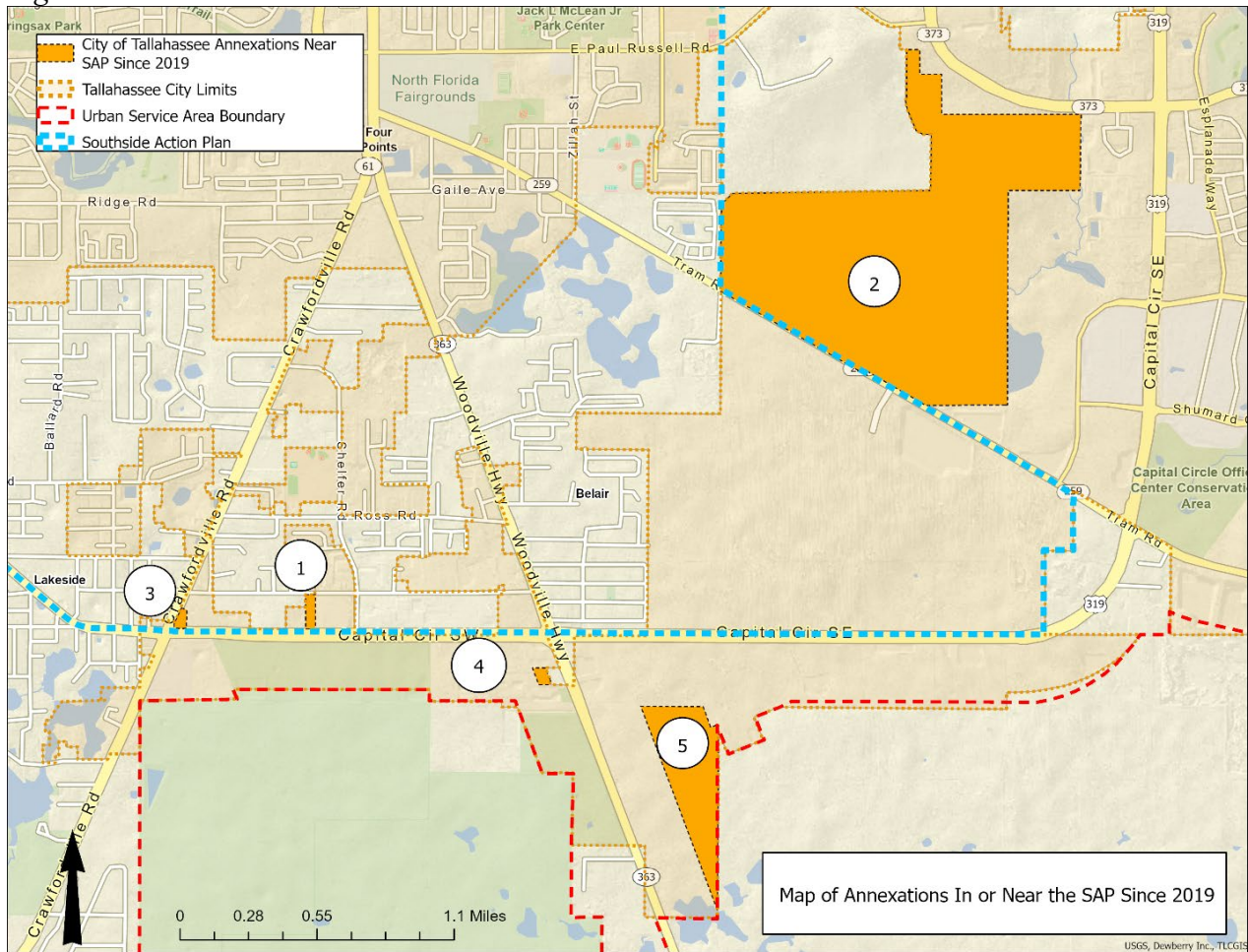


Table 5. Annexations In or Near SAP Since 2019

#	Year	Property Location or Address	Approx. Acres	Max Residential Units
1	2019	5225 Capital Circle SW	2.6	0*
2	2020	English PUD	480	9,600**
3	2022	CCSW & Crawfordville Highway	2	32
4	2022	CCSW & Woodville Highway	1.7	27
5	2022	Woodville Highway and CCSW SE	55	440
TOTAL			541.3	10,067

*Current zoning is M-1 which does not allow residential development. Future Land Use designation of Suburban allows a maximum of 52 residential units.

**Calculation based on 20 dwelling units/acre; property is subject to PUD standards.

Conclusion:

This item provides a comprehensive status update on the Southside Action Plan with a focus on action projects of the plan. It also provides a review of recent annexations within, or near, the Southside Action Plan boundary, in support of the Leon County FY2022 – 2026 Strategic Plan Strategic Initiative to continue to support updates to the Comprehensive Plan that encourage annexation of southside properties within the Urban Services Area. As highlighted in this item, ongoing projects and those completed in the last five years within the SAP represent more than \$1.13 billion of investment into the southside of Leon County and illustrate the region's commitment to spurring economic development in this important area of our community.

This comprehensive Southside Action Plan status update is the first required annual update since the Board's adoption of the text amendment to the Southside Action Plan on June 12, 2023. Recently, on February 20, 2024, the Board approved the scheduling of a workshop on the Southside Action Plan to be held on May 28, 2024. The workshop was canceled due to the ongoing response and recovery efforts associated with the recent tornadoes, and the launching of the \$1 million microgrant program. Given the cancellation of the workshop, this update provides all of the information that would have been presented in the workshop materials. Further, this item was placed on general business for Board consideration and will be accompanied by a staff presentation from the Planning Department.

Should the Board require additional information following the presentation and its consideration of the Southside Action Plan status update, the Board can provide direction at that time to reschedule the Southside Action Plan workshop (Option #3).

Options:

1. Accept the status update on the Southside Action Plan.
2. Do not accept the status update on the Southside Action Plan.
3. Reschedule the workshop on the Southside Action Plan for Tuesday, September 24, 2024, at 1:30 p.m.
4. Board direction.

Recommendation:

Option #1

Attachments:

1. County Ordinance Adopting 2023 Southside Action Plan Comprehensive Plan Amendments
2. Southside Action Plan Investments
3. April 8, 2024 CRA Tallahassee Housing Authority Columbia Gardens Presentation

LEON COUNTY ORDINANCE NO. 2023- 08

AN ORDINANCE OF THE BOARD OF COUNTY COMMISSIONERS OF LEON COUNTY, FLORIDA, AMENDING THE 2030 TALLAHASSEE-LEON COUNTY COMPREHENSIVE PLAN; ADOPTING AMENDMENTS TO THE LAND USE ELEMENT, UTILITIES ELEMENT, HOUSING ELEMENT, CAPITAL IMPROVEMENT ELEMENT, AND VISION STATEMENT; PROVIDING FOR APPLICABILITY AND EFFECT; PROVIDING FOR CONFLICTS; PROVIDING FOR SEVERABILITY; PROVIDING FOR A COPY TO BE ON FILE WITH THE TALLAHASSEE-LEON COUNTY PLANNING DEPARTMENT; AND PROVIDING FOR AN EFFECTIVE DATE.

RECITALS

WHEREAS, Chapters 125 and 163, Florida Statutes, empowers the Board of County Commissioners of Leon County to prepare and enforce comprehensive plans for the development of the County; and

WHEREAS, Sections 163.3161 through 163.3215, Florida Statutes, the Community Planning Act, empowers and requires the Board of County Commissioners of Leon County to (a) plan for the County’s future development and growth; (b) adopt and amend comprehensive plans, or elements or portions thereof, to guide the future growth and development of the County; (c) implement adopted or amended comprehensive plans by the adoption of appropriate land development regulations; and (d) establish, support, and maintain administrative instruments and procedures to carry out the provisions and purposes of the Act; and

WHEREAS, Ordinance 90-30 was enacted on July 16, 1990, to adopt the Tallahassee-Leon County 2010 Comprehensive Plan for the unincorporated area of Leon County. The City of Tallahassee also adopted a plan for its municipal area by separate ordinance; and

WHEREAS, the horizon year for the Tallahassee-Leon County Comprehensive Plan is now 2030 and the Comprehensive Plan is now known as the Tallahassee-Leon County 2030 Comprehensive Plan; and

1 WHEREAS, pursuant to Section 163.3184, Florida Statutes, the Board of County
2 Commissioners of Leon County has held several public work sessions, public meetings, and public
3 hearings on the proposed amendment to the comprehensive plan, with due public notice having been
4 provided, to obtain public comment, and has considered all written and oral comments received during
5 said work sessions, public meetings and public hearings; and

6 WHEREAS, pursuant to Section 163.3184, Florida Statutes, the Board of County
7 Commissioners of Leon County transmitted copies of the proposed amendment to the comprehensive
8 plan to the Department of Economic Opportunity as the State Land Planning Agency and other state
9 and regional agencies for written comment; and

10 WHEREAS, pursuant to Section 163.3184, Florida Statutes, the Board of County
11 Commissioners of Leon County held a public hearing with due public notice having been provided on
12 the proposed amendment to the comprehensive plan; and

13 WHEREAS, the Board of County Commissioners of Leon County further considered all oral
14 and written comments received during such public hearing, including the data collection and analyses
15 packages, the recommendations of the Tallahassee-Leon County Local Planning Agency, and the
16 Objections, Recommendations, and Comments Report of the Department of Economic Opportunity;
17 and

18 WHEREAS, in exercise of its authority, the Board of County Commissioners of Leon County
19 has determined it necessary and desirable to adopt the amendment to the comprehensive plan to
20 preserve and enhance present advantages; encourage the most appropriate use of land, water and
21 resources, consistent with the public interest; overcome present handicaps; and deal effectively with
22 future problems that may result from the use and development of land within Leon County, and to meet
23 all requirements of law;

1 BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF LEON
2 COUNTY, FLORIDA, that:

3 **Section 1. Purpose and Intent.**

4 This Ordinance is hereby enacted to carry out the purpose and intent of, and exercise the
5 authority set out in the Community Planning Act, Sections 163.3161 through 163.3215, Florida
6 Statutes, as amended.

7 **Section 2. Text Amendment.**

8 The Ordinance does hereby adopt the following portion of the text attached hereto as Exhibit
9 “A,” and made a part hereof, as an amendment to the Tallahassee-Leon County 2030 Comprehensive
10 Plan, as amended, and does hereby amend “The Tallahassee-Leon County 2030 Comprehensive Plan,”
11 as amended, in accordance therewith, being an amendment to the following Plan element:

12 Text Amendment TTA 2023-009, which relates to the Land Use Element, Utilities Element,
13 Housing Element, Capital Improvements Element, and Vision Statement.

14 **Section 3. Applicability and Effect.**

15 The applicability and effect of this amendment to the 2030 Comprehensive Plan shall be as
16 provided by the Community Planning Act, Sections 163.3161 through 163.3215, Florida Statutes, and
17 this Ordinance, and shall apply to all properties under the jurisdiction of Leon County.

18 **Section 4. Conflict with Other Ordinances and Codes.**

19 All ordinances or parts of ordinances of the Code of Laws of Leon County, Florida, in conflict
20 with the provisions of this Ordinance are hereby repealed to the extent of such conflict.

21 **Section 5. Severability.**

1 If any word, phrase, clause, section, or portion of this Ordinance is declared by any court of
2 competent jurisdiction to be void, unconstitutional, or unenforceable, then all remaining provisions and
3 portions of this Ordinance shall remain in full force and effect.

4 **Section 6. Copy on File.**

5 To make the Tallahassee-Leon County 2030 Comprehensive Plan available to the public, a
6 certified copy of the enacting ordinance, as well as certified copies of the Tallahassee-Leon County
7 2030 Comprehensive Plan and these updates thereto, shall also be located in the Tallahassee-Leon
8 County Planning Department. The Planning Director shall also make copies available to the public for
9 a reasonable publication charge.


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1 **Section 7. Effective Date.**

2 The plan amendment shall be effective upon adoption by the Leon County Board of County
3 Commissioners and the Tallahassee City Commission and as further provided by the applicable statutes
4 and regulations pertaining thereto.

5 DONE, ADOPTED AND PASSED by the Board of County Commissioners of Leon County,
6 Florida, this 13th day of June, 2023.

7
8 LEON COUNTY, FLORIDA

9 DocuSigned by:
10 
11 4997E9A7C8EB483

12 By: _____
13 Nick Maddox, Chairman
14 Board of County Commissioners

15
16
17 ATTESTED BY:
18 Gwendolyn Marshall Knight, Clerk of the Court
19 & Comptroller, Leon County, Florida

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21
22 DocuSigned by:
23 By: Gwendolyn Marshall Knight
24 178D7F95C3774F4...



26 APPROVED AS TO FORM:
27 Chasity H. O'Steen, County Attorney
28 Leon County Attorney's Office

29 DocuSigned by:
30 By: Chasity H. O'Steen
BCE5E0EFD079484...

Exhibit A

SOUTHSIDE ACTION PLAN PROPOSED COMPREHENSIVE PLAN TEXT AMENDMENT GOAL 11: [L] – SOUTHSIDE ACTION PLAN, STRIKE THRU- UNDERLINE

SOUTHSIDE ACTION PLAN

Goal 11: [L] – Southside Action Plan

A plan shall be developed and monitored to align with the community's desire for a framework of action in the southern part of the Tallahassee urban area. To achieve this goal, the local governments shall develop a Southside Action Plan that complements long term public and private investment with small scale visible improvements that are relatable and community driven. This approach recognizes that the vision of Southside citizens is essential to guiding the development, redevelopment, and rehabilitation of the Southside; and that the community's vision focuses on three main areas of improvement: Beautification, Investment, and Engaged and Activated Citizens.

Objective 11.1 [L] – Beautification

Beautify and enhance both public and private spaces across the Southside Action Plan area by improving maintenance and increasing investment.

Policy 11.1.1: [L]

Focus local government beautification efforts in shared public spaces by frequently maintaining and enhancing existing public areas. Support citizen and business investment on private property and shared spaces.

Objective 11.2 [L] – Investment

Direct collaborative efforts of both the public and private sectors towards an increase of homeownership, diverse development and redevelopment types, business variety, and infrastructure in the Southside Community.

Policy 11.2.1: [L]

Identify projects that initiate further investment opportunities in the Southside Community. Support partnerships across federal, state, city and county governments with non-profits and private organizations to identify resources for housing, homeownership, business, and infrastructure for the public.

Policy 11.2.2: [L]

Investment within the Southside Action Plan area shall not occur at the expense of the natural environment or water quality in a manner which is found to be inconsistent with local government initiatives, policies, rules or regulations.

Objective 11.3 [L] – Engaged and Activated Citizens

Foster community involvement and celebration of the Southside.

Policy 11.3.1: [L]

Encourage citizens, neighborhoods, and businesses in the Southside to be engaged and actively involved in community-led projects. Promote projects, empower residents, and connect efforts with resources.

Objective 11.4 [L] – Southside Action Plan Evaluation and Update; Relation to Other Goals Objectives & Policies

Policy 11.4.1: [L]

The Tallahassee-Leon County Planning Department will monitor project implementation of the Southside Action Plan by reporting annually on Objective 11.1, 11.2, and 11.3; in coordination with the Leon County and the City of Tallahassee strategic plans.

SOUTHERN STRATEGY AREA**Goal 11: [L] - Southern Strategy Area (EFF. 12/8/98; REV. EFF. 7/26/06)**

The goal of the Southern Strategy is to encourage quality land development and redevelopment which results in increased population growth toward the southern part of the Tallahassee urban area, to retain and increase employment opportunities, and to attain an income mix in the Southern Strategy Area that is comparable to the remainder of the urbanized County. To achieve this goal, the Southern Strategy will seek to reverse the trend of population loss in the urban core area, reverse the continued increase of families that are living below the poverty level in this area and to stop the further physical deterioration of this vital part of the community. This goal is also to be achieved through considered land development decisions, capital investments, and policies by all levels of government so as to serve as a catalyst for private sector investment in the area. Such decisions are to be based on a sound balance of social, economic, and physical development criteria that are designed to make better use of the available resources to the south, while lessening development pressure in the north and east. The boundaries of the Southern Strategy Area are as shown on the attached map.

Objective 11.1 [L] - Housing (EFF. 12/8/98)

In conjunction with the efforts to redirect development and focus population growth toward the southern part of the Tallahassee urban area, a wide range of housing opportunities, both in terms of type and price, will be directed toward the Southern Strategy Area. Components to this effort will be phased.

Policy 11.1.1: [L] (City of Tallahassee) (EFF. 12/8/98)

In years 1999 through 2004, housing efforts shall focus on:

- ▲ Maintaining the supply of affordable housing and raising the overall assessed value of housing in the Southern Strategy Area by attracting additional quality residential development to the area.
- ▲ Improving the quality of the existing housing stock.
- ▲ Improving the safety, appearance, and overall quality of life in the area.
- ▲ Increasing home ownership opportunities.

Strategies shall include, but need not be limited to maintaining existing housing stock and residential neighborhoods through increased commitment to code enforcement measures. Such strategies should:

- a. Involve non-profit organizations to the maximum extent possible as a source for providing the funds, assistance and labor for the rehabilitation of existing structures. Self-help and volunteer labor programs should be emphasized to offset the costs of rehabilitation and redevelopment projects.
- b. Consider and develop funding sources for the acquisition of appropriate land or homes in the target area for rehabilitation and development.
- c. Encourage home ownership through local lending institutions such as the Tallahassee Lenders Consortium to make new and rehabilitated homes available to potential residents with reduced or market rate loans, with more flexible underwriting criteria, or at a reduced cost.

Policy 11.1.1: [L] (Leon County) (REV. EFF. 4/18/02)

In years 1999 through 2004, housing efforts shall focus on:

- ▲ Maintaining the supply of affordable housing and raising the overall assessed value of housing in the Southern Strategy Area by attracting additional quality residential development to the area.
- ▲ Improving the quality of the existing housing stock.
- ▲ Improving the safety, appearance, and overall quality of life in the area.
- ▲ Increasing home ownership opportunities.

~~Strategies shall include, but need not be limited to maintaining existing housing stock and residential neighborhoods through increased commitment to code enforcement measures. Such strategies should:~~

- ~~a. Develop funding sources for the acquisition of appropriate land or homes in the target area for rehabilitation and development.~~
- ~~b. Involve non-profit organizations to the maximum extent possible as a source for providing the funds, assistance and labor for the rehabilitation of existing structures. Self help and volunteer labor programs should be emphasized to offset the costs of rehabilitation and redevelopment projects.~~
- ~~c. Encourage home ownership through local lending institutions such as the Tallahassee Lenders Consortium to make new and rehabilitated homes available to potential residents with reduced or market rate loans, with more flexible underwriting criteria, or at a reduced cost.~~

~~Policy 11.1.2: [L] (EFF. 12/8/98)~~

~~Long term housing policy shall focus on increasing the amount of moderate and upper income housing in the area as a proportion of total housing stock. Strategies shall include, but need not be limited to, improving public infrastructure, improving public safety, and encouraging increased employment opportunities in the Southern Strategy Area.~~

~~Objective 11.2: [L] Southern Strategy Sector Plan(s) (EFF. 12/8/98)~~

~~The Southern Strategy goal shall be implemented through sector plans. Development of these sector plans shall involve residents and business owners, and shall be consistent overall with the Comprehensive Plan and the goals, objectives, and policies within the Plan for the Southern Strategy Area.~~

~~Policy 11.2.1: [L] (EFF. 12/8/98; REV. EFF. 7/20/05)~~

~~The Tallahassee Leon County Planning Department will evaluate, every three years, the "State of the Southern Strategy" report and submit it to the Local Planning Agency, the Tallahassee City Commission, the Leon County Board of County Commissioners, and City and County departments. This evaluation will serve as one of the factors used in the annual budget submittals of City and County departments. The evaluation will include such land use, demographic, and other data as necessary to provide elected officials, staff, and other citizens a clear assessment as to the progress being made in improving conditions in the Southern Strategy Area.~~

~~Policy 11.2.2: [L] (REV. EFF. 12/10/02)~~

~~By 2004, a sector plan, or plans, shall be prepared and adopted by local government for the Southern Strategy Area. The sector plan(s) shall:~~

- ~~a. Be coordinated with the preparation of redevelopment plans for a Community Redevelopment Area.~~
- ~~b. Include an inventory and assessment of public facilities; an inventory of housing structural conditions; and an assessment of key socioeconomic indicators.~~
- ~~c. Prioritize and focus infrastructure improvements on those facilities that serve this designated area. This should include but not be limited to roadways, utilities, schools, and parks.~~
- ~~d. Encourage and provide forums for the involvement of neighborhood residents, community leaders, neighborhood business leaders, and others in the redevelopment and rehabilitation of this corridor.~~
- ~~e. Identify land use and land development regulation changes to achieve plan objectives, and shall address other issues as identified by sector plan participants.~~
- ~~f. Provide for follow through in the form of a work plan, including capital improvements programming, with the intent that government projects and programs will proactively serve as stimulants to private sector investment and reinvestment in the Southern Strategy Area.~~
- ~~g. Assess options to increase home ownership.~~

Policy 11.2.3: [L] (City of Tallahassee) (EFF. 12/8/98)

~~The "State of the Southern Strategy" document will be used to monitor the commitment to undertake needed repairs, replace obsolete infrastructure and facilities and address existing deficiencies within the Southern Strategy Area. This will help to assure the long-term community health of the Southern Strategy Area.~~

Policy 11.2.3: [L] (Leon County) (REV. EFF. 4/18/02)

~~The "State of the Southern Strategy" document will be used to monitor the commitment to undertake needed repairs, replace obsolete infrastructure and facilities and address existing deficiencies within the Southern Strategy Area. This will help to assure the long-term community health of the Southern Strategy Area and to assess community disparities.~~

Policy 11.2.4: [L] (REV. EFF. 1/19/02)

~~By 2002, develop and implement a program which is intended to establish incentives for construction, reconstruction, and rehabilitation of housing in the Southern Strategy Area. This program may include, but need not be limited to incentives such as the allocation of funding for and implementation of water and sewer rebates for construction costs (on-site and off-site), payment of utilities connection fees, and systems charges.~~

Policy 11.2.5: [L] (REV. EFF. 1/19/02)

~~Concurrent with promoting economic growth in the Southern Strategy Area (SSA), the local government will continue to promote actions leading to restoration and maintenance of surface water quality in the SSA lakes through the implementation of ongoing water quality studies as mandated by Conservation Policy 2.1.7. These studies will identify pollution problems and formulate a plan for resolving these issues. It is not the intent of local government to promote development or redevelopment of the SSA at the expense of the natural environment or water quality of this area.~~

Objective 11.3: [L] Attraction of Development (EFF. 12/8/98; REV. EFF. 12/24/10)

~~Based on the need to reduce infrastructure and public service delivery costs, enhance urban core stability, protect natural resources, and reduce economic disparity, it is intended that new development be directed into the Southern Strategy Area by making areas inside the urban core and Southern Strategy Area more attractive to development than development at the edges of the urbanized area. To accomplish this over the Plan Horizon, it is intended that residential densities in the Southern Strategy Area average at least two dwelling units per gross acre, and that new non-residential development average at least 10,000 square feet per gross acre.~~

Policy 11.3.1: [L] (EFF. 12/8/98)

~~By 2000, the Transportation Plan and the Transit Development Plan for both the City and the County shall establish criteria for promoting improvements that are needed in the Southern Strategy Area. This may be accomplished by including "Positive impact to the Southern Strategy Area" as one of the criteria for promoting projects in the Southern Strategy Area.~~

Policy 11.3.2: [L] (EFF. 12/8/98)

~~Require a differential in costs of development for areas outside the Southern Strategy Area to be used as an incentive for development inside the Southern Strategy Area. This can be done through techniques such as reduced permit fees and/or facilities surcharges, and/or through streamlined review for development within the Southern Strategy Area, so long as these techniques are not at the expense of other areas.~~

~~Policy 11.3.3: [L] (EFF. 12/8/98)~~

~~By 2004, establish a Tax Increment Financing district in the Southern Strategy Area for the purpose of encouraging reinvestment. This district need not include the entire Southern Strategy Area. Local government may stimulate reinvestment by all means provided by law, including public-private partnerships.~~

~~Policy 11.3.4: [L] (DEL. EFF. 7/20/05)~~

~~Reserved~~

~~Policy 11.3.5: [L] (EFF. 1/19/02)~~

~~By year 2002, develop landscape and streetscape programs for the Southern Strategy area. Promote the Southern Strategy Area as a focus area to receive available moneys for landscaping of public areas and streetscaping of roadways. Develop several highly visible landscape and streetscape pilot projects to showcase the type of public improvements that emphasize the assets of the Southern Strategy Area.~~

~~Policy 11.3.6: [L] (EFF. 12/8/98)~~

~~By 2004, develop a plan and funding mechanisms to retrofit existing stormwater capacity problem areas within the Southern Strategy Area, and amend the comprehensive plan accordingly in the next available plan amendment cycle after retrofit plan adoption. Offer subsidized regional stormwater capacity through regional ponds for new and rehabilitated developments in the Southern Strategy Area.~~

~~Policy 11.3.7: [L] (EFF. 12/8/98)~~

~~The City and the County will work with the Leon County School Board to adopt a Southern Strategy policy statement for public schools by the year 2000. This policy statement will be based on the identification of problems and opportunities associated with the provision of public schools in the Southern Strategy Area, and will include a work plan to establish and maintain public schools as a positive force in assisting the City, the County, and citizens at large in achieving the long term community health of the Southern Strategy Area.~~

~~Policy 11.3.8: [L] (EFF. 12/19/02)~~

~~Areas within the Southern Strategy Area that are designated as type B areas will only be permitted to take advantage of concurrency flexibility reflected in Transportation Objective 2.3 and accompanying policies. Areas designated as type B will not be permitted to take advantage of other SSA policies or benefits as outlined in the adopted SSA Comprehensive Plan Policies.~~

~~Objective 11.4: [L] Sensitive Treatment and Location of Institutional Land Uses (EFF. 12/8/98)~~

~~In conjunction with efforts to redirect development and improve the desirability of residing in the Southern Strategy Area of the Tallahassee urban area, special consideration shall be made to avoid the placement of new institutional land uses in the Southern Strategy Area, and to provide mitigative measures to existing institutional land uses in the Southern Strategy Area in order to improve compatibility with surrounding uses.~~

~~Policy 11.4.1: [L] (EFF. 12/8/98)~~

~~Where environmentally, economically and geographically practical, new heavy infrastructure land uses such as waste water treatment plants, airports, correctional facilities, and power plants which serve larger than neighborhood areas, shall be located in areas outside of the Southern Strategy Area. This policy does not apply to public facilities such as schools, parks, greenways, trails, and other recreational uses that would enhance the desirability of residing in the Southern Strategy Area.~~

~~Policy 11.4.2: [L] (REV. EFF. 1/19/02)~~

~~By the Year 2002, the City and County shall identify and schedule landscaping improvements to enhance the visual appearance of publicly owned institutional land uses in the Southern Strategy Area. Enhanced landscaping requirements shall apply to all existing City and County institutional facilities, as well as to all new institutional facilities and to expanded or improved institutional facilities.~~

~~Policy 11.4.3: [L] (DEL. EFF. 12/10/02)~~

~~Reserved~~

~~Objective 11.5 [L] Economic Assets (REV. EFF. 1/19/02)~~

~~Identify key economic assets which provide employment in the Southern Strategy area and, by 2002, develop programs or actions to help assure their continued viability as a part of the area's economic base.~~

~~Policy 11.5.1: [L] (EFF. 12/8/98)~~

~~Work with private sector and educational entities to accomplish the following:~~

- ~~(a) Develop a proactive marketing strategy for Southern Strategy Area properties to encourage appropriate new businesses and the reuse of existing vacant developments;~~
- ~~(b) Focus small business assistance programs on businesses in the Southern Strategy Area;~~
- ~~(c) Research and apply for grants to support economic development in the Southern Strategy Area;~~
- ~~(d) Focus job training opportunities to lower income residents in the Southern Strategy Area.~~
- ~~(e) Provide adequate urban infrastructure to support private investment and reinvestment in the Southern Strategy Area.~~

~~Policy 11.5.2: [L] (EFF. 1/7/10)~~

~~The economic revitalization of the Southern Strategy Area shall focus on business opportunities from the following industries: Aerospace, Defense/Security, Materials and Healthcare.~~

~~Policy 11.5.3: [L] (EFF. 1/7/10)~~

~~Healthcare facilities shall be encouraged to locate in the Southern Strategy Area. Non-financial incentives shall be provided to facilitate the location of such facilities within the Southern Strategy Area and/or within the southern section of Tallahassee Leon County.~~

SOUTHSIDE ACTION PLAN
PROPOSED COMPREHENSIVE PLAN TEXT AMENDMENT

CONSISTENCY TEXT AMENDMENTS, STRIKE THRU-UNDERLINE

[INTRODUCTION]**VISION STATEMENT AND IMPLEMENTATION****(REV. EFF. 7/26/06; REV. EFF. 1/7/10)***[in relevant part only]*

...The plan encourages projects and activities that provide significant additional value to the community. This includes supporting development in strategic areas such as the Downtown Overlay, Multimodal Transportation District and ~~Southern Strategy Area~~ Southside Action Plan areas.

~~The intent of the Southern Strategy is to direct quality development and redevelopment into the area designated as the Southern Strategy area. Success of the Southern Strategy will benefit the entire community in terms of an increased tax base, greater choices for residential and employment opportunities, and other general quality of life factors such as greater availability of shopping, recreation and educational opportunities throughout the community. The focus of this strategy is to make this area of the community a desirable residential location for people of all incomes. This area contains many assets we strive for in other parts of the community such as close proximity to jobs and downtown, walk to commercial, neighborhood schools and parks, and affordable housing. Similarly, the Lake Bradford Chain of Lakes, the St. Marks Bike Trail and its extensions, and the proximity of the National Forest make this area important for environmental and recreational reasons. It also contains historic neighborhoods and is in proximity to cultural activities in the community, with museums and nearby concert facilities; educational activities, with two nearby universities and the community college. It contains a great diversity of neighborhoods, housing, and employment close to the urban core. These are the assets that make a true city.~~

The Downtown Overlay consists primarily of the urban core of the City of Tallahassee and is intended to clearly distinguish the City's Downtown Boundary. This overlay district primarily comprises the Capital Center area, Gaines Street Corridor, and parts of the ~~Southern Strategy Area~~ Southside Action Plan area. The intent of this overlay district is to encourage high density and quality redevelopment as well as remove barriers to achieving the allowable densities within this area...

UTILITIES: POTABLE WATER

**Policy 1.3.4: [PW] (Leon County)
(REV. EFF. 8/17/92)**

Connection and user fees shall be set at levels sufficient to equitably finance the water infrastructure projects in the CIE. For the purposes of the Sanitary Sewer and Water Sub-Elements, equitably is defined as users paying for hook-up and system charges and their pro rata share of the costs of facility expansions to serve their development, but allowing for special practices to implement the ~~Plan's Southern Strategy~~ Southside Action Plan. Pro rata amounts will be determined by the cost impacts of each development which is anticipated to hook-up to the facility expansion.

UTILITIES: SANITARY SEWER**Policy 1.3.2: [SS]****(REV. EFF. 12/24/10, PREVIOUSLY POLICY 1.3.1: [SS]; REV. EFF. 12/15/11)**

For areas lying outside of the Urban Service Area boundary and within the Urban Fringe land use category, central sanitary sewer service may be extended and/or provided by an existing utility provider under the following circumstances:

- a) To serve an existing residential subdivision in order to correct documented environmental or health problems associated with failing septic treatment systems; or
- b) To serve a new Conservation subdivision or permitted non-residential use that is otherwise in compliance with the Comprehensive Plan and its implementing land development regulations; AND
- c) No additional lands designated Rural or Urban Fringe as of August 26, 2006 shall be converted to a more dense or intense land use category unless adjoining lands are also within the designated Urban Service Area boundary or the designated Woodville Rural Community. Conversions to the Woodville Rural Community designation shall be consistent with the Transfer of Development Units provision in Policy 4.2.5: [C].

All costs of sewer line extensions, any necessary lift stations and on-site sewer infrastructure shall be borne by the developer as specified within the adopted "Water and Sewer Agreement" and shall be constructed to the standards specified within the Agreement. In cases where the City of Tallahassee is the service provider, the City Manager and the County Administrator or their designees may agree that the connection of a development to central sewer is not economically feasible and may deny such requests to connect. Such cases may arise when considering lower density isolated developments, developments located in areas that are not environmentally sensitive, or developments that are not within a reasonable distance to existing infrastructure. The City of Tallahassee shall place a higher priority upon serving areas that are within the ~~Southern Strategy Area~~ Southside Action Plan area and/or areas that may be determined to negatively impact the environmental quality of Wakulla Springs if developed with traditional septic tank systems. The City of Tallahassee reserves the right to develop agreements with property owners and developers to make service available within time frames and at locations that vary from those criteria for connection found within the "Water and Sewer Agreement." As part of such agreements, additional financial responsibility may be borne by the developer for connection to occur.

Policy 1.3.7: [SS] (Leon County)**(REV. EFF. 8/17/92; REV. AND RENUMBERING EFF. 12/24/10)**

Connection fees and user fees shall be set at levels sufficient to equitably finance the sewer infrastructure projects in the CIE. For the purposes of the Sanitary Sewer and Water Sub-Elements, equitably is defined as users paying for hook-up and system charges and their pro rata share of the costs of facility expansions to serve their development, but allowing for special practices to implement the ~~Plan's Southern Strategy~~ Southside Action Plan. Pro rata amounts will be determined by the cost impacts of each development which is anticipated to hook-up to the facility expansion.

**(CITY OF TALLAHASSEE)
HOUSING ELEMENT**

**Policy 1.2.4: [H]
(EFF. 4/10/09)**

To insure that future development provides some degree of affordable housing units and that these units are evenly distributed throughout the community and to prevent negative impacts associated with geographic over-concentration, the City shall continue to require the following for residential developments: the construction of affordable on-site housing units or off-site housing units within the same census tract or other location as approved by elected officials.

The percentage of affordable units required to be built by the developer shall be established by ordinance and shall be consistent with the following: the most recent housing information available from the Shimberg Center for Affordable Housing and the latest estimates of area family income published annually by the federal Housing and Urban Development Department, or the best available data, as determined by the Planning Department.

The option of contributing fees to an applicable affordable housing program in lieu of construction of an affordable unit shall be available only for small and medium size developments. This fee shall be established by ordinance and shall be based upon a percentage of the difference between the average selling price of the units sold and the established maximum sales price affordable to a low income family. The fee shall apply to each required affordable unit not built. The thresholds for small, medium and large residential developments will be established by ordinance.

In order to accomplish equitable distribution of affordable housing, this policy shall apply only to developments located within census tracts where the median family income is higher than the median family income for Leon County. Census tracts located in the ~~Southern Strategy Boundary~~ Southside Action Plan area where the median family income is higher than the median family income for Leon County shall be exempted from this policy. Maps of the census tracts affected by this policy are located at the end of the Housing Element Goals, Objectives, and Policies.

For the purposes of this policy, two or more developments shall be aggregated and considered as one development, if they are no more than ¼ mile apart and any two of the following criteria are met:

- a) There is a common interest in two or more developments;
- b) The developments will undergo improvements within the same five year period;
- c) A master plan exists submitted to a governmental body addressing all developments;
- d) All developments share some infrastructure or amenities;
- e) A common advertising scheme addresses all development.

**Policy 3.2.2: [H]
(EFF. 12/8/98)**

City and County governments will consider incentives to individuals and businesses to encourage them to reside and locate, and to promote business and homeownership within the ~~Southern Strategy Area~~ Southside Action Plan area and Central Core. These incentives may include obligations on the part of such individuals and businesses to participate in the betterment of the targeted area through commitment of resources, assets, or other contributions. Special consideration shall be given to provide incentives to attract law enforcement personnel to reside within the targeted Central Core and ~~Southern Strategy Area~~ Southside Action Plan area neighborhoods.

**(LEON COUNTY)
HOUSING ELEMENT**

**Policy 1.3.7: [HC]
(EFF. 7/1/94; REV. EFF. 4/10/09)**

By 2009, the County shall adopt an ordinance providing developer incentives for the provision of low and moderate income homeownership opportunities within new developments or at nearby off-site locations. Priority shall be given to developments locating within the ~~Southern Strategy Area~~ Southside Action Plan area, especially developments locating in areas where urban infrastructure currently exists with adequate capacity to support new development. This ordinance shall specify all applicable implementation details, including, but not limited to: available developer incentives; criteria for granting incentives; eligible household recipient qualifications and applicable restrictions; exemptions as may be applicable; and periodic review and monitoring of the implementation of Policies 1.4.6 and 1.4.7.

**Policy 1.4.4: [HC]
(EFF. 4/10/09)**

The first priority for the expenditure of unrestricted County housing funding shall be housing rehabilitation and preference shall be given to housing rehabilitation within the target areas adopted pursuant to Policy 1.4.3[HC] and the ~~Southern Strategy Area~~ Southside Action Plan area.

**Policy 1.8.3: [HC]
(EFF. 4/18/02)**

City and County governments will consider incentives to individuals and businesses to encourage them to reside and locate, and to promote business and homeownership within the ~~Southern Strategy Area~~ Southside Action Plan area and Central Core. These incentives may include obligations on the part of such individuals and businesses to participate in the betterment of the targeted area through commitment of resources, assets, or other contributions. Special consideration shall be given to provide incentives to attract law enforcement personnel to reside with the targeted Central Core and ~~Southern Strategy Area~~ Southside Action Plan area neighborhoods.

**Policy 1.8.4: [HC]
(EFF. 4/10/09)**

The development of affordable housing shall be encouraged in the unincorporated section of the ~~Southern Strategy Area~~ Southside Action Plan area. The County shall prioritize or set-aside a portion of existing incentives for developments locating in the ~~Southern Strategy Area~~ Southside Action Plan area and are providing an integrate community with a mixture of housing types, prices, and lot sizes. As provided for in Policy 1.3.7, Leon County shall develop and adopt incentives for affordable housing development with specific priority and/or set-aside for quality housing development in the ~~Southern Strategy Area~~ Southside Action Plan area that include affordable/workforce housing.

CAPITAL IMPROVEMENT ELMENT

Policy 1.1.3: [CI]
(REV. EFF. 7/25/03; REV. EFF. 7/20/05; REV. EFF. 12/24/10; REV. EFF. 12/15/11)
LEVELS OF SERVICE REQUIRED FOR INFRASTRUCTURE, FACILITIES, AND UTILITIES
[in relevant part only]

The following standards are hereby established as the minimum levels of service for various infrastructure, facilities, utilities and services required to support new development within the City of Tallahassee and Leon County.

1. Roadways

The peak hour roadway level of service for Tallahassee and Leon County is established as follows:

Table 1: Peak hour roadway level of service (Capital Improvements)

Functional Classification	Inside the USA	Outside the USA
Interstate, Intrastate, Limited Access Parkways	C	B
Principal Arterials	D	C
Minor Arterials	D / E*	C
Major and Minor Collectors	D / E*	C
Local Streets	D	D

*For Minor Arterials, and Major and Minor Collectors located inside the Urban Service Area and south of U.S. 90, the Level of Service shall be "D" for purposes of establishing priorities for programming transportation improvements, and "E" for meeting concurrency requirements, to support the ~~Southern Strategy~~ Southside Action Plan. Roads north of U.S. 90 shall be LOS D for both programming improvement and concurrency purposes.

Policy 1.2.2: [CI]
(REV. EFF. 12/8/98; REV. EFF. 7/21/05; REV. EFF. 3/17/11)

Existing and future development shall both pay for the costs of needed public facilities.

1. Future development

- a. Future development shall pay for its proportional share of the capital improvements needed to address the impact of such development. Enterprise fund user charges, connection fees, and other user fees paid by new development shall be reviewed every two years to assure that provision of capital improvements needed to address the impact of future development will not increase ad valorem tax rates or rates of electric, gas, water or sewer utilities. Upon completion of construction, "future" development becomes "present" development, and shall contribute to paying the costs of the replacement of obsolete or worn out facilities as described in subsection 2, below.
- b. Future development's payments may take the form of, but are not limited to, voluntary contributions for the benefit of any public facility, impact fees, capacity fees, dedications of land, provision of public facilities, and future payments of user fees, special assessments and taxes.
- c. Future development's payment of proportionate fair-share mitigation for various deficient facilities may be aggregated to pay for one or more transportation system improvements. "Significant benefit" proportionate fair share may be applied to calculate and expend developer mitigation in the following manner:

Assessment: The local government shall require an analysis of transportation facilities level of service to determine if deficiencies occur or are projected to occur within a prospective five-year period. If deficiencies are anticipated, the local government may use the "significant benefit" approach to assess proportionate fair-share mitigation and schedule improvements to address the identified deficiency(ies) on the impacted facility(ies) to meet the requirements for financial feasibility pursuant to Sections 163.3164(32), F.S., and 163.3177(3), F.S.

Implementation: The "significant benefit" provision shall be enacted through a Significant Benefit Memorandum of Agreement ("MOA") between the State of Florida Department of Transportation ("FDOT"), the City of Tallahassee, and Leon County, as it may be amended from time to time. The MOA shall adhere to the following:

- (1) Identify geographic zones and prioritize specific facilities that constitute "significant benefit" facilities for each zone. These facilities, and the amount of funding necessary to pay for each of them, shall be identified within the MOA. Significant benefit facilities included in the annual Capital Improvements Element update shall be noted as being funded by significant benefit proportionate fair-share. A map showing the most current boundaries of the geographic zones shall also be included in the annual Capital Improvements Element update;
 - (2) When there are no roadway capacity projects in the City, County, or FDOT Capital Improvements Plan ("CIP") that address the capacity deficiency of an impacted roadway segment(s), the local government may collect proportionate fair-share mitigation based on the deficient facility(ies), and direct that mitigation toward the top priority project identified in the MOA;
 - (3) Proportionate fair-share mitigation shall be accumulated for the top priority significant benefit project for each zone until such time as the project is fully funded. This project shall be incorporated into the local government's 5-Year Capital Improvements Schedule;
 - (4) Prior to adoption of any comprehensive plan amendment relying on a MOA for City and/or County approval, the developer/applicant shall enter into a binding agreement with the City and/or County guaranteeing payment of the proportionate fair-share amount at the time of site plan approval. This agreement shall apply to the parcel rather than the applicant, and shall be submitted to the state land planning agency as data and analysis in support of the comprehensive plan amendment
 - (5) In the event a plan amendment necessitates the addition, deletion or change in priority for projects listed in the significant benefit project priority list (Attachment B of the MOA), the 5-Year Capital Improvements Schedule must be amended to indicate the significant benefit project(s) to which the proportionate fair-share funding will be allocated.
2. Existing development
 - a. Existing development shall pay for the capital improvements that reduce or eliminate existing deficiencies, and some or all of the replacement of obsolete or worn out facilities.
 - b. Existing development's payments may take the form of user fees, special assessments and taxes. 9J-5.016(3)(b)4, (3)(c)8
 3. Both existing and future development may have part of their costs paid by grants, entitlements or the provision of public facilities from other levels of government and independent districts.

4. The City will eliminate on-site refunds to property owners or their representatives except in those situations within the City limits which specifically support the City's goals of affordable housing, urban infill development, or ~~the Southern Strategy goal of a more balanced growth pattern~~ goals of the Southside Action Plan. In order to receive a rebate, a development must have an average net density of not less than two (2) units per acre.

For purposes of this paragraph, the following definitions shall apply:

- a. Affordable housing: Any residential development in which 7% or greater of the residential units are determined to be affordable housing as defined in Section XIII, Glossary, under the Housing Element.
- b. Urban infill development: A development located on a parcel of property bounded on two or more sides by existing urban development, or adjacent to existing water or sewer service. "Urban development" is defined as densities or intensities of one unit per acre or greater.
- c. ~~Southern Strategy~~ Southside Action Plan: Any development located within the ~~Southern Strategy Area~~ Southside Action Plan Area Boundary, as defined in the Land Use Element. (REV. EFF. 4/18/02)

The amount of on-site water and sewer refunds, on a residential equivalent basis shall not exceed (for water) an amount calculated to be the average cost to extend water distribution lines across a lot having 80 feet of frontage and (for sewer) an amount calculated to be the average cost to extend sewer collection lines across a lot having 80 feet of frontage.

The City shall amend its water and sewer extension policies and ordinances within sixty (60) days of the effective date of this amendment in order to effectuate the intent of this amendment.

In any utility reimbursement agreement, urban services agreement, or any other agreement which provides for on-site refunds, the agreement shall state the specific goal or goals of this plan which are served or achieved by the provision of refunds.

Objective 1.6: [CI]
(EFF. 12/8/98)

The City of Tallahassee and Leon County shall adopt and implement revised programs and/or policies which favor the funding and scheduling of their capital improvements programs and policies for the Central Core Area and ~~Southern Strategy Area~~ Southside Action Plan area.

Policy 1.6.1: [CI]
(EFF. 12/8/98)

The local governments shall commit to undertake needed repairs, replace obsolete infrastructure and facilities, and address existing infrastructure deficiencies within the Central Core Area and ~~Southern Strategy Area~~ Southside Action Plan area. The identification of such projects shall be based on the Comprehensive Assessment of the Central Core Area; the Comprehensive Assessment of the ~~Southern Strategy Area~~ Southside Action Plan area; the Strategic Implementation Plan of the Central Core Area; the Strategic Implementation Plan of the ~~Southern Strategy Area~~ Southside Action Plan area; and, any applicable Sector Plans.

Policy 1.6.2: [CI]
(EFF. 12/8/98)

By 1999, the local governments shall establish criteria for evaluation of projects proposed for inclusion within the 5 Year Capital Improvement Schedule. Among these criteria, there shall be criteria reflecting

the commitment to needed improvements within the Central Core Area and the ~~Southern Strategy Area~~ Southside Action Plan area.

Policy 1.6.3: [CI]

(EFF. 12/8/98)

Funding approved to implement capital improvements necessary to address those needs identified by the Comprehensive Assessment of the Central Core Area and the Comprehensive Assessment of the ~~Southern Strategy Area~~ Southside Action Plan area shall not be diverted to other projects without the expressed consent of the Commission.



Action Summary

Underground Utilities and Public Infrastructure		
Streets and Sidewalks		
Active	3	\$ 27,116,565.00
Completed	14	
Planned	12	
Total	29	
Resurfacing Projects		
Completed	17	\$ 5,492,484.82
Planned	14	
Total	31	
Stormwater Projects		
Completed	22	\$ 33,445,041.00
Planned	5	
Total	27	
Water and Sewer Improvements		
Active	13	\$ 139,591,334.00
Completed	54	
Planned	12	
Total	79	
Grand Total	166	\$ 205,645,424.82

Gas and Electric		
Gas Projects		
Completed	47	48
Planned	1	
Electric Projects		
Active	9	13
Completed	2	
Planned	2	

Leon County Public Works		
Active	6	9
Completed	3	

Blueprint		
Active	5	\$ 490,503,699.00
Completed	13	
Total	18	

Major Ongoing and Proposed Development		
Project Type		
Mixed Use	1	21
Commercial	9	
Residential	9	
Communal Facility	2	
Project Status		
Active	8	21
Planned	13	

Affordable Housing		
Affordable Multifamily Units By AMI Level		
Existing (constructed prior to 2020)	954	2181 units
Newly Completed (since 2020)	110	
Under Development	1117	
Affordable Housing Projects / Inclusionary Housing		
Active	3	837 units
Completed	3	
Planned	1	
Total	7	
Rental Rehab		
Active	7	11 units
Completed	4	
Affordable Housing Construction Loan Program (AHCLP)		
Active	6	8 units
Completed	2	
Owner-Occupied Rehabilitation and Repair		
Citywide	29 units	
Down Payment Assistance		
8 units	\$ 248,800	

Neighborhood Affairs		
Active	4	\$ 5,945,480.00
Completed	6	
Planned	1	
Total	11	
Greater Bond Scorecard		
Projects	4	\$ 15,725,980.00

Community Redevelopment Agency		
2018	6	\$179,544
2019	8	\$6,561,217
2020	6	\$615,450
2021	9	\$917,688
2022	5	\$706,576
2023	3	\$1,067,938
Grand Total		\$10,048,413

Major Projects and Investments on the Southside

Momentum on the Southside has been building over time, as previously approved and funded projects are being implemented now for a vibrant Southside tomorrow. These projects reflect medium and large-scale infrastructure investments approved by City and County Commissions and the Blueprint and Capital Region Transportation Planning Agency Boards. The tables below show projects and project information in the Southside spanning between one to five years and reflect investments from both singular and collective agency budgets.

UUPI Projects

Streets and Sidewalks	Budget	Status
FAMU Way Phase 3	\$ 7,659,862	Completed
FAMU Way Phase 4	\$ 5,000,000	Planned
Floral Street from Keith Street to Perry Street	\$ 600,000	Planned
Robert & Trudie Perkins Way Streetscaping	\$ 350,000	Completed
Holton Street from Orange Avenue to Floral Street	\$ 800,000	Planned
Keith Street from Dead End to Floral Street	\$ 1,500,000	Planned
Zillah St. PASS Project	\$ 3,000,000	Active
Iamonia Street Sidewalk	\$ 568,252	Completed
Polk Drive Phase I	\$ 289,547	Completed
Polk Drive Phase II	\$ 674,806	Completed
Putnam Drive Sidewalk Improvements Seg 1	\$ 363,791	Completed
Putnam Drive Sidewalk Improvements Seg 2	\$ 1,147,209	Completed
Rankin Avenue Sidewalk	\$ 575,000	Completed
Texas Street Sidewalk Improvements	\$ 151,399	Completed
Gadsden Street Sidewalk Phase I	\$ 600,000	Completed
Gadsden Street Sidewalk Phase II	\$ 200,000	Active
Jakes and Patterson Street Sidewalk	\$ 244,284	Completed
Saxon Street Sidewalk & Streetscape Project	\$ 1,150,000	Completed
Providence HOH, sidewalks along Hillsborough, Lake, & Highland Street	\$ 250,000	Completed
Villamore Avenue Sidewalk, Eisenhower Street to Dale Street	\$ 355,000	Planned
Dale Street, Villamore Avenue to Ridgeway Street	\$ 75,000	Planned
Ridgeway Street, Harris Street to Eisenhower Street	\$ 75,000	Planned
Harris Street, From Steps to Ridgeway Street	\$ 50,000	Planned
Levy Avenue Sidewalk	\$ 100,000	Completed
Belle Vue Way Sidewalk	\$ 125,000	Active
Lakewood Drive Sidewalk	\$ 213,932	Planned
Skylark Avenue Sidewalk	\$ 106,966	Planned
Falcon Drive Sidewalk	\$ 213,932	Planned
Callen Street Sidewalk	\$ 677,584	Planned
Subtotal	\$ 27,116,565	

Resurfacing Projects	Budget	Status
Rankin Avenue (Roberts Road to Lakeview)	\$ 418,665	Completed
Osceola Street (Wahnish Way to MLK Jr. Boulevard)	\$ 120,728	Completed
Caldwell Drive (Roberts Road to Rankin Avenue)	\$ 29,670	Completed
Brooks Street (Roberts Road to Caldwell Drive)	\$ 12,847	Completed
Deslin Drive (Ross Road to cul-de-sac)	\$ 36,735	Completed
Deslin Court (Deslin Drive to cul-de-sac)	\$ 18,397	Completed
Robert & Trudie Perkins Way (FAMU roundabout to Perry Street)	\$ 201,717	Completed
Saxon Street (Orange Avenue to Floral Street)	\$ 500,000	Completed
Taylor Street (Saxon Street to the dead end)	\$ 21,964	Completed
Mill Street (Kissimmee Street to Robert & Trudie Perkins Way)	\$ 39,353	Completed
Glenda Drive (Pepper Street to Pepper Street)	\$ 26,540	Completed
Fairview Dr (Paul Russell Rd to Laura Lee Ave)	\$ 135,000	Completed
Mock Dr (Fairview Dr to Laura Lee Ave)	\$ 100,000	Completed
Snellings Dr / Emory Ct	\$ 24,085	Completed
Estates Rd	\$ 21,212	Completed
Lindgren Ave / Meridian St / Cornell St	\$ 50,336	Completed
Bass St (Adams St to Monroe St)	\$ 180,000	Completed
Mabry Street (Pensacola Street to Roberts Avenue)	\$ 600,000	Planned
Brighton Rd/Priscilla Ln/Olive Ave/Golfview Dr/Hillside Dr	\$ 100,000	Planned
Wallis St (Adams St to Meridian St)	\$ 100,000	Planned
Calhoun St (Wallis St to Putnam Dr)	\$ 100,000	Planned
Jackson Bluff Road (Hamilton Park Drive to Essex Drive)	\$ 777,300	Planned
Tuskegee/Walnut/Hawkins 5194	\$ 41,552	Planned
Creek/Bunche/Hastie 4175	\$ 33,400	Planned
Omega/Mizell/Laura/Drury/Cornelia 13,535	\$ 108,280	Planned
Ridgeway Street 6636	\$ 212,352	Planned
Hillsborough/Holmes/Warwick/Hutchinson/Highland/Hillsborough 18216	\$ 145,728	Planned
Poppy St / Osceola St / Palm Beach St 10595	\$ 339,040	Planned
Wahnish Way 20442	\$ 654,144	Planned
Wailes St/ Disston St/ Perry St 9281	\$ 296,992	Planned
Lake Palm/Lake Henrietta/Liberty 5806	\$ 46,448	Planned
Subtotal	\$ 5,492,485	

Stormwater Projects	Budget	Status
SPI - Tanner Drive	\$ 76,937	Completed
SPI - South Meridian Street Drainage Improvements	\$ 41,000	Completed
SPI - Toucan Dr/Estate Road Drainage Improvements	\$ 56,000	Completed
SPI - Trapnell Street Drainage Improvements (Dale & McArthur)	\$ 57,872	Completed
SPI - 3907 Roswell Drive	\$ 45,807	Completed
SPI - Millard Street Drainage Improvements	\$ 81,359	Completed
SPI - Cypress Lake Street	\$ 73,452	Completed
Jim Lee Road Detention Facility	\$ 347,015	Completed
FSU/COT RSF	\$ 10,551,467	Completed
Wilson Ridge Flood Relief Project	\$ 295,010	Completed
Jackson Bluff Road	\$ 1,322,347	Completed
North Ridge/Fleetwood Stormwater Improvements	\$ 2,003,339	Completed
Okaloosa Street Drainage - Phase II	\$ 544,215	Completed
Lower CDD Erosion Control Project Phase 1	\$ 5,500,000	Completed
Country Club Creek/Putnam Drive Drainage & Sidewalk Improvements Phase I	\$ 1,666,102	Completed
Lower CDD Erosion Control Project Phase 2	\$ 5,313,100	Completed
Country Club Creek/Putnam Drive Drainage & Sidewalk Improvements Phase II	\$ 867,369	Completed
1930 E Indianhead Dr	\$ 385,000	Completed
SPI - Ridge Road Drainage Improvements	\$ 97,650	Completed
Mercury Dr Pond Outfall	\$ 550,000	Completed
311 E Palmer Ave	\$ 20,000	Completed
Silver Lake Park Area Flood Reduction Study	\$ 40,000	Completed
Holmes and Warwick Drainage Improvements	\$ 960,000	Planned
Silver Lake Park Area Trash Collection Evaluation	\$ 1,800,000	Planned
2003 South MLK Blvd	\$ 750,000	Planned
1215 South Monroe St	TBD	Planned
2917 Rackley Dr	TBD	Planned
Subtotal	\$ 33,445,041	

Water and Sewer Improvements	Budget	Status
Orange Ave Rehab	\$ 93,000	Completed
LBR Sanitary Sewer Extension	\$ 191,214	Completed
Mabry Manor Area Sanitary Sewer Rehabilitation (City Crews)	\$ 49,850	Completed
PS 178 (OLD PS 81)	\$ 312,800	Completed
PS 9, 12 & 149 Surge Control and Air Valve Rehabilitation	\$ 82,259	Completed
Spring Hill Force Main Replacement	\$ 786,651	Completed
Red Arrow	\$ 332,905	Completed
Well 15 Renovations	\$ 25,000	Completed
Perry Street & Osceola Street Sanitary Sewer Improvements (Perry-CO)	\$ 57,684	Completed
Perry Street & Osceola Street Sanitary Sewer Improvements (Osceola-CO)	\$ 109,194	Completed
Coble Drive Sanitary Sewer Improvements (CO)	\$ 277,279	Completed
Susan Ave Water Main (City Crews)	\$ 55,000	Completed
Sunnyside Drive Sewer Improvements - East & West	\$ 1,225,970	Completed
Highland,Lake,McCaskill, Holmes, & Stuckey Water Upgrades	\$ 976,640	Completed
Catherine Ross Water and Wastewater	\$ 262,345	Completed
Capital Circle E3 (Woodville to Crawfordville)	\$ 1,772,418	Completed
Capital Circle SE Force Main (Tram to Connie Drive)	\$ 5,475,564	Completed
Capital Circle N2 (Orange to US-90 West)	\$ 4,391,460	Completed
PS 11 UPGRADES	\$ 188,388	Completed
Tropicaire & Fleetwood Sanitary Sewer	\$ 180,000	Completed
Magnolia Drive Water and Wastewater Infrastructure Upgrades - Phase 1	\$ 1,242,428	Completed
Bond Community Utility Improvements - Pasco-Liberty	\$ 346,592	Completed
Flipper Street Water Main	\$ 9,900	Completed
PS 71 REHAB	\$ 309,910	Completed
SR 265 Magnolia Drive Water and Sewer	\$ 334,552	Completed
Caldwell and Brooks Water Upgrade	\$ 236,397	Completed
Country Club Creek and Putnam Drive Water & Sewer Relocation	\$ 250,000	Completed
Bond Community Water Improvements - Kissimmee	\$ 167,028	Completed
Osceola Street Water Main Replacement	\$ 139,832	Completed
Polk Drive Sewer Improvements	\$ 350,000	Completed
PS 12 TO PS 149 Parallel Force Main	\$ 3,496,126	Completed
Rankin Ave Water Upgrade	\$ 297,406	Completed
South Monroe at Polk Drive Sewer Improvements	\$ 110,000	Completed
TCC CIPP LINING	\$ 1,800,000	Completed
1930 E Indianhead Dr Sewer Replacement	\$ 175,263	Completed
Southeast Gravity Sewer and Sembler Pump Station	\$ 2,764,725	Completed
Magnolia Drive Water and Wastewater Infrastructure Upgrades - Phase II	\$ 5,471,150	Planned

Magnolia Drive Water and Wastewater Infrastructure Upgrades - Phase III	\$ 1,000,000	Planned
Magnolia Drive Water and Wastewater Infrastructure Upgrades - Phase IV	\$ 367,592	Completed
Balkin and Center Water Main Replacement	\$ 806,671	Completed
Providence Fire Hydrant Installation	\$ 50,000	Completed
Cleveland St Water Main Replacement	\$ 473,936	Completed
LBR Plant Demo	\$ 1,229,637	Completed
Bond Community Utility Improvements - Main	\$ 290,159	Completed
Bond Community Utility Improvements - Russell	\$ 376,683	Completed
PS 142 Improvements	\$ 146,915	Completed
LBR Sewer Replacements	\$ 3,860,229	Active
Woodside Heights Water Improvements	\$ 196,950	Completed
Bond Community Utility Improvements - Pinellas	\$ 160,480	Completed
McCaskill/Iamonia/Lake Avenue Water & Sewer Upgrades	\$ 976,640	Completed
PS 177	\$ 491,370	Completed
Lipona Road	\$ 45,000	Completed
Four Points Way Sewer Extension	\$ 97,072	Completed
Country Club Drive Water Main Replacement	\$ 669,596	Completed
Rail Road Ave./FAMU to Gaines St. Water Main	\$ 360,000	Active
Belle Vue Way Water and Sewer Upgrades	\$ 3,677,400	Active
Capital Circle Southwest Water and Sewer (FDOT Segment 1)	\$ 14,745,279	Active
Isabelle & Munson Water Improvement	\$ 1,400,000	Active
Orange Ave Main Water Replacement	\$ 1,200,000	Planned
PS-137 Tie-in to Capital Circle Forcemain and PS UPGRADES	\$ 1,648,000	Planned
Seminole Manor Water Main Improvements	\$ 1,600,000	Planned
Zillah Road Water Improvements	\$ 817,679	Active
TPSWRF Parallel FM Manifold	\$ 4,000,000	Planned
Orange Avenue CIPP Lining, 3800 FT of 36" Gravity Main	\$ 1,600,000	Planned
Oak Ridge Water Main Replacement	\$ 1,093,788	Completed
Daniels Street Water Main Improvements	\$ 350,000	Completed
Poppy-Palm Beach-Pasco & Main Water & Sewer Upgrade	\$ 1,750,000	Planned
South Bronough Water Improvements	\$ 30,000	Completed
PS 182 (PS 12 REPLACEMENT)	\$ 12,660,692	Active
PS 99 GENERATOR (GRANT)	\$ 268,184	Active
PS-141 GENERATORS (GRANT)	\$ 134,030	Active
PS-167 GENERATORS (GRANT)	\$ 148,530	Active
PS-11 GENERATOR (Grant)	\$ 150,000	Planned
FAMU Way Phase III Water and Sewer	\$ 4,121,892	Active
FAMU Way Phase IV Water and Sewer	\$ 700,000	Planned
Gadsden Street Sidewalk Phase II	\$ 300,000	Active
PS-73 Upgrade	\$ 1,250,000	Planned
Capital Circle Southwest Water and Sewer (FDOT Segment 2)	\$ 20,000,000	Planned

Southside Triangle Water and Sewer Extension Project	\$ 20,000,000	Active
Subtotal	\$ 139,591,334	
Grand Total	\$ 205,645,425	

Gas and Electric Utility

Gas Projects	Value	Status
FAMU Way Phase II Main Feeder Segment III (Eugenia to Cleveland)		Completed
2525 S Monroe St (main extension on commercial property)	\$6,500	Completed
Broad between Young and Osceola Relocation	\$8,700	Completed
Lake Bradford Rd to 1410 Orange Ave W	\$11,300	Completed
Kissimmee St and Keith St Gas Valve Replacement	\$3,600	Completed
Fairview Middle School - Relocation	\$6,000	Completed
Rickards HS 2" PE gas main relocation	\$8,000	Completed
FSU Medical Clinic at Van Fleet St main ext	\$3,000	Completed
Kissimmee and Main St Improvements (Relocation/Extension)	\$8,500	Completed
FAMU Way at Adams - Replace	\$8,000	Completed
Kissimmee and Main St Improvements (relocation)	\$5,000	Completed
FAMU Wahnish Way Ph1 700 dorm	\$12,000	Completed
FAMU 700 dorm Osceola Phase2		Completed
Polk Drive Relocation	\$8,000	Completed
Putnam Dr Relocation Ph1 (for stormwater and sidewalk improvement)	\$9,000	Completed
Orange Avenue to Sebring Ct (main extension)	\$3,500	Completed
255 Palmetto St #605 - FAMU	\$5,000	Completed
Putnam Dr Relocation Ph2 (for stormwater and sidewalk improvement)	\$9,000	Completed
572 Appleyard Dr (Enco) Commercial	\$3,500	Completed
517 Wallis St	\$3,200	Completed
Putnam Dr Relocation Ph3 (for stormwater and sidewalk improvement)	\$9,000	Completed
Putnam Dr Relocation Ph1 (for stormwater and sidewalk improvement)	\$9,000	Completed
FAMU Way - Phase 3, Part 1 partial	\$32,000	Completed
Polk Dr between Monroe to Meridian - Relocation		Completed
FAMU Way Phase 3 Part 2	\$32,000	Completed
Artemis Way - Artemis Way via Tram Rd: Joint Trench PARTIAL		Completed
Artemis Way - Artemis Way via Tram Rd: HIGH PRESSURE		Completed
Artemis Way via Tram Rd JT		Completed
Artemis Way - Artemis Way via Tram Rd: Low Pressure		Completed
Fairview Middle School relocation		Completed
FAMU Way Ph3 part 2 Relocation		Completed
E Magnolia Dr Relocation between Meridian and Gadsden		Completed

Dupont Dr cul-de-sac main ext		Completed
Gadsden St and Lewis St Relocation		Completed
Holmes St - Main Extension		Completed
Country Club Relocation		Completed
Mabry Street - Main Ext Relocation		Completed
NFIL at 1728 W Paul Dirac Dr - 4" PE for Building and Generator		Completed
Belle Vue from Ocala to Ausley - Relocation		Completed
Texas St - Relocation		Completed
Garfield St to 2906 - Main Ext		Completed
Zillah St Omega to Paul Russell - Relocation		Completed
Zillah Omega to Tram - Relocation		Completed
Gadsden and Harrison Loop Closure		Completed
Airport Access and Realignment - GAS		Completed
Dupree St Feed to Fuel Compressors		Completed
CCSW and Springhill - Relocation		Planned

Electric Projects		Status
Magnolia OH to UG Conversion		Completed
Saxon St Relocation		Completed
Railroad Ave OH to UG Conversion		Planned
FAMU Way Phase 4		Planned
Overhead to Underground Conversion		Active
Overhead to Underground Conversion		Active
Overhead to Underground Conversion		Active
Overhead to Underground Conversion		Active
Overhead to Underground Conversion		Active
FDOT Road Widening - Capital Circle SW		Active
FSU - IRCB Building		Active
Wawa		Active
Magnolia Family Apartments		Active

Leon County Public Works

Project	Status	SAP Category
Magnolia Drive Major Infrastructure Improvements	Active	Investment
Springhill Road Bridge Rehabilitation	Active	Investment
Tram Road Multi-Use Trail - Gaile Ave to Crossing Rocks Road	Active	Investment
Innovation Park Central Pond Trail	Completed	Investment
Lake Henrietta Sediment Removal	Active	Investment
Woodside Heights Septic to Sewer Conversion Project	Active	Investment
Annawood Septic to Sewer Conversion Project	Completed	Investment
Belair Septic to Sewer Conversion Project	Completed	Investment
Westway Road Sidewalk	Active	Investment

Blueprint Projects

Blueprint Project Investment in the Southside (Previous investments and anticipated investments over the next 5 years)		
Project	Investment	Status
Airport Gateway	Planned	\$ 82,000,000
BRS: Downtown University Protected Bike Lane	Planned	\$ 2,879,699
BRS: Ridge Road Trail	Planned	\$ 1,879,342
BRS: SW Area Connector	Planned	\$ 234,500
Capital Cascades Trail Segment 3	Active	\$ 68,011,617
Capital Cascades Trail Segment 4	Planned	\$ 20,000,000
Capital Circle Southwest	Active	\$ 7,300,000
Fairgrounds Beautification and Improvements	Planned	\$ 30,000,000
GW: Capital Circle Southwest Greenways and Debbie Lightsey Nature Park	Active	\$ 3,777,520
GW: University Greenway	Planned	\$ 676,358
Magnolia Drive Trail	Active	\$ 23,556,734
Monroe-Adams Corridor Placemaking	Planned	\$ 8,532,961
Orange Avenue Road-Widening	Planned	\$ 350,000
Orange-Meridian Placemaking	Planned	\$ 8,709,611
Total Blueprint Southside Investment		\$ 257,908,342
BRS: Projects being implemented under Build the Bike Route System Project		
GW: Projects being implemented under the Implementing the Greenways Master Plan Project		

Blueprint Project on State Roadways in the Southside Being Managed by FDOT (Previous investments and anticipated investments over the next 5 years)		
Capital Circle Southwest	Active	\$ 216,551,195
Orange Ave Road-Widening	Planned	\$ 5,281,306
Southside Gateway: Woodville Highway	Planned	\$ 9,157,490
Westside Student Gateway: Pensacola Street	Planned	\$ 1,605,366
Total Blueprint Southside Investment		\$ 232,595,357
Grand Total		\$ 490,503,699

CRA Southside Projects

2018			
	Project Name	Project Description	Awarded Amount
1	1622 South Monroe Street	Façade Improvements @ 1622 South Monroe Street	\$33,000
2	618 McDonnell Dr (Railroad Square, LLC)	Façade Improvements @ 618 McDonnell Dr	\$50,000
3	1210 S. Adams Street, Qwik Print and Bindery of Florida, Inc. (as the Catalina Café)	Façade Improvement @ 1210 S. Adams Street	\$41,756
4	451 West Gaines Street, Ynot (dba Margo's)	Façade Improvements @ 451 West Gaines Street	\$45,113
5	1405 South Monroe Street (Milton V. and Kathy G. Glass)	Façade Improvement @ 1405 S. Adams Street	\$5,300
6	1415 South Monroe (Milton V. and Kathy G. Glass)	Façade Improvement @ 1415 S. Adams Street	\$4,375
Total			\$179,544

2019			
	Project Name	Project Description	Awarded Amount
1	Greater Bond Neighborhood 1st Plan	Greater Bond Neighborhood 1st Plan	\$6,400,000
2	2529 S. Adams Street (Bessie Johnson)*	Façade Improvement @ 2529 S. Adams Street	\$8,500.00
3	Block & Deck Public Garage	Purchased 172 Public parking spaces	\$72,800
4	Livingstone International Renovation	Façade Improvement @ 604 Eugenia Street	\$8,950
5	1314 S. Adams Street (South Adams, LLC)	Façade Improvement @ 1314 S. Adams Street	\$13,593
6	1316 S. Adams Street (South Adams, LLC)	Façade Improvement @ 1316 S. Adams Street	\$28,672

7	1622 S. Monroe Street (James & Anita Morrell)	Façade Improvement @ 1622 S. Monroe Street)	\$21,250
8	Delta Kappa Omega and Providence Community Center	Geotechnical analysis of community center settling and foundation at 1908 Highland St.	\$7,452
Total			\$6,561,217

2020			
	Project Name	Project Description	Awarded Amount
1	2405 S. Adams St (Patton's Alignment & Brake Service)	Façade Improvement @ 2405 S. Adams St	\$10,000
2	1622 S. Monroe Street (James & Anita Morrell)	Façade Improvement @ 1622 S. Monroe Street)	\$12,250
3	913 Railroad Square (Bluedog Investment)*	Façade Improvement @ 913 Railroad Square	\$50,000
4	2021 Holton Street (former Robinson Grocery Store)	Land Acquisition	\$300,000
5	Stearn Street Condo Association	Stearn Street - Underground overhead electric lines	\$18,750
6	2011 S. Adams Street (Connie Evans/The Chuck and Charles Place)	GFS Medium and Large Program - Site Improvements	\$224,450
Total			\$615,450

2021			
	Project Name	Project Description	Awarded Amount
1	Graceful Solutions, Inc.	Façade Improvement @ 301 S. Polk Dr.	\$28,648
2	South City Business & Job Incubator	Marketing and Feasibility Plan	\$15,000
3	Norman Clements Leadership Academy and Community Center	Interior Renovations and Façade Improvements @ 730 Wailes St.	\$300,000
4	Magnolia Oaks Affordable Housing	Construction of 110-unit Affordable Housing Development @ 825 E. Magnolia Dr.	\$500,000
5	Milton Glass	Façade Improvements @ 1405 S. Adams St.	\$11,324
6	Milton Glass	Façade Improvements @ 1415 S. Adams St.	\$11,429
7	Marlon Williams	Façade Improvements @ 1423 S. Adams St.	\$19,920
8	Annie Fisher	Façade Improvements @ 2621 S. Adams St.	\$7,362
9	Sweet River Properties	Façade Improvements @ 2612 S. Monroe St.	\$24,005
Total			\$917,688

2022			
	Project Name	Project Description	Awarded Amount
1	Providence Heart of the Hills	Additional funding for infrastructure placemaking project (crosswalks and other pedestrian improvements)	\$75,000
2	JVP Lofts	Construction of a Mixed-Use Development @ 506 All Saints St.	\$346,000
3	Simply Soul Food, Inc. (Earley's Kitchen)	Expansion of a restaurant @ 1458 S. Monroe St	\$213,111
4	Orion Motors	Façade Improvements @ 1215 S. Monroe St.	\$50,000
5	Terror of Tallahassee	1408 Lake Bradford Rd.	\$22,465
Total			\$706,576

2023			
	Project Name	Project Description	Awarded Amount
1	915 Railroad Square	Façade improvements @ 915 Railroad Ave.	\$50,000
2	Tallahassee Housing Authority Orange Avenue Apartments	Phase III - 90 unit affordable housing	\$1,000,000
3	1872 Mill St.	Façade Improvements @ 1872 Mill St.	\$17,938
Total			\$1,067,938
Grand Total			\$10,048,413

*NOTE: Funds subsequently rescinded/withdrawn

Housing and Community Resilience

Affordable Multifamily Units By Area Median Income (AMI) Level									
Development Status	At or Below 30% AMI Units	At or Below 33% AMI Units	At or Below 50% AMI Units	At or Below 60% AMI Units	At or Below 80% AMI Units	At or Below 100% AMI Units	Market Rate Units	At or Below 120% AMI Units	Total
Existing (constructed prior to 2020)	3	41	602	108	200	0	0	0	954
Newly Completed (since 2020)	0	11	0	99	0	0	0	0	110
Under Development	103	29	7	552	329	0	97	0	1117
									2181

Affordable Housing Projects / Inclusionary Housing				
Project Name		Address	No. of Units	Status
1	Ekos Magnolia Oaks	821 East Magnolia Dr, Tallahassee, FL 32301	110	Completed
2	Jackson Forest Apartments	2131 Jackson Bluff Road, Tallahassee, FL 32304	105	Active
3	The Oaks at Magnolia	2266 Magnolia Circle, Tallahassee FL 32301	28	Active
4	Ridge Road PUD Multifamily Development	795 Ridge Road, Tallahassee, FL	250	Active
5	Lake Bradford Apartments	1135 Kissimmee St, Tallahassee, FL 32310	156	Planned
6	Innovation Overlook Apartments	1514 / 1517 Levy Avenue Tallahassee, FL 32310	80	Completed
7	Magnolia Terrace	509 E Magnolia Dr	108	Completed
Total Units			837	
<i>Estimated Units are shown for Planned Projects</i>				

Rental Rehab	
Project Status	No. of Units
Completed	4
Active	7
Total Units	11
<i>Estimated Units are shown for Planned Projects</i>	

Affordable Housing Construction Loan Program (AHCLP)	
Project Status	No. of Units
Completed	2
Active	6
Total Units	8
<i>Estimated Units are shown for Planned Projects</i>	

Owner-Occupied Rehabilitation and Repair	
Project Status	No. of Units
City-wide	29

Down Payment Assistance	
Value	No. of Units
\$248,800	8

Neighborhood Affairs

Projects	Value	Status
Greater Bond Linear Park - Phase 1	\$ 650,000	Completed
Speed-Spencer-Stephens Park Enhancements	\$ 30,000	Completed
Neighborhood Art	\$ 27,000	Completed
Greater Bond Residential Façade Improvement Grant Program	\$ 2,000,960	Active
Streetscaping	\$ 1,475,000	Active
Neighborhood Art	\$ 30,000	Active
Engagement around Community Infrastructure	\$ 10,000	Active
Neighborhood First	\$ 1,432,020	Planned
Heart of the Hill Placemaking	\$ 275,000	Completed
Vibrant Neighborhoods Grant Program	\$ 3,000	Completed
Working Together Towards Community Goals	\$ 12,500	Completed
	\$ 5,945,480	

Greater Bond Scorecard	
Economic Development and Resident Empowerment	\$ 9,541,020
Neighborhood Safety & Crime Prevention	\$ 425,000
Community Beautification	\$ 5,759,960
Land Use	
	<u>\$ 15,725,980</u>

Major Ongoing & Proposed Developments

Project	Project Type	Status
Ridge Road Apartments	Mixed Use	Active
South Monroe Walls	Commercial	Active
Jackson Forest Apartments	Residential	Active
Columbia Gardens at South City	Residential	Active
Tallahassee International Airport International Passenger Processing Facility	Commercial	Active
The Summit @ Brooklyn Yard	Residential	Planned
Danfoss Turbocor Expansion	Commercial	Active
North Florida Innovation Labs	Commercial	Active
Columbia Gardens at South City Phase II	Residential	Active
Harmony Oaks	Residential	Planned
Miracles in Me Expansion	Community Facility	Planned
Brixton Gates	Residential	Planned
Pepsi Warehouse Addition	Commercial	Planned
Oak Hill	Residential	Planned
Garner Environmental Facility Expansion	Commercial	Planned
The Gardin	Commercial	Planned
South Side Transit Center	Community Facility	Planned
Apartment building	Residential	Planned
Lake Bradford Apartments	Residential	Planned
Second Harvest Warehouse Expansion	Commercial	Planned
Entrepot Warehouse	Commercial	Planned



Columbia Gardens at South City A Purpose Built Community

Presented by Brenda Williams, Executive Director of Tallahassee Housing Authority
& Ray Kunianksy, Chief Development Officer of Columbia Residential



Illustrative Site Plan



Four Phases

1. Phase I: 130 units (1,2,& 3 bedrooms) Family 100% affordable for households 30-60% of the area median income
2. Phase II: 160 units Family 80% affordable units 20% market rate
3. Phase III: 110 units Senior ages 62+
4. Phase IV: TBD

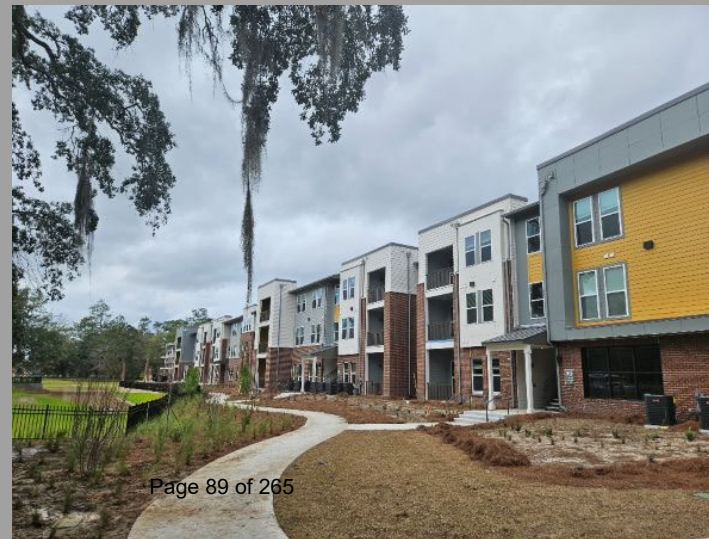
Phase I



Phase I

- 130 Family Units
 - 33 – 1 bedrooms
 - 72 – 2 bedrooms
 - 25 bedrooms

Development Cost: \$37.5M



Phase I Aerial View



Phase I Exterior



Phase I Exterior



Phase I Interior



Amenities

- Community Rooms
- Fitness Center
- Business Center
- Playground
- Outdoor Gazebo



Amenities

- Swimming Pool
- Grilling Area
- Walking/Fitness Trail
- Dog Park
- Laundry Room



Resident Programs

- Adult Literacy
- Employment Assistance
- Financial Management



Phase I Rents

*Based on area fair market rents/and household area median income (AMI).

30% AMI:

- 1 bedroom \$457
- 2 bedroom \$548
- 3 bedroom \$633

40% AMI:

- 1 bedroom \$609
- 2 bedroom \$731
- 3 bedroom \$844

50% AMI:

- 1 bedroom \$761
- 2 bedroom \$914
- 3 bedroom \$1056

60% AMI:

- 1 bedroom \$914
- 2 bedroom \$1096
- 3 bedroom \$1267

Phase 1 –
130 Family units
33 – 1 bedroom
72 – 2 bedrooms
25 – 3 bedrooms
100% affordable (at or below 60% of the area median income (AMI))
Development Cost: \$37.5 M
Awarded 4% tax credits

Phase 2 –
160 Family units
32 – 1 bedroom
96 – 2 bedroom
32 – 3 bedroom
80% of the units will serve households at or below 60% of the AMI; 20% will be market rate units
Development Cost: \$45.1 M
Awarded 9% tax credits

Funding Sources (Phases 1, 2 & 3):

LIHTC	\$ 35,690,104
FreddieMac	\$ 25,000,000
FHFC SAIL	\$ 5,611,577
CoTallahassee	\$ 4,277,853
CoT CRA	\$ 4,500,000
NHTF	\$ 1,113,000
Leon Co.	\$ 2,002,853
FHFC ELI	\$ 600,000
THA	\$ 700,000
Def. Dev. Fee	\$ 5,629,150
	\$85,124,537

Phase 3 –
100 Senior units
89 – 1 bedroom
11 – 2 bedroom
90% of the units will serve households at or below 60% of the AMI; 10% will be market rate units
Development Cost: \$30.7 M

Estimated Gross Rents
*Based on area fair market rents/and household area median income

30% AMI:
1 bedroom \$457
2 bedroom \$548
3 bedroom \$633

40% AMI:
1 bedroom \$609
2 bedroom \$731
3 bedroom \$844

50% AMI:
1 bedroom \$761
2 bedroom \$914
3 bedroom \$1056

60% AMI:
1 bedroom \$914
2 bedroom \$1096
3 bedroom \$1267

For more information contact: info@tha.org

Columbia Gardens at South City

The Master Plan
THA with its developer partner and JHP held charrettes, public meetings and workshops over an eight month period and produced a master plan for redeveloping the site. The Plan called for increased density and the development of up to 500 mixed income units on the property.

USHUD approved the demolition and disposition of the property in June of 2021. By August, 2022, all of the residents were relocated from the property to other public housing properties or to private units utilizing a housing choice voucher. The housing authority paid for relocation expenses, deposits and transfer of utility costs.

Next Steps
Lease up has begun for Phase 1. We anticipate occupancy to begin in Phase 2 late Spring, 2024. In accordance with HUD's regulation, all former residents (as of 6/29/21) will have first right of refusal to return to the newly built units. THA will be reapplying for funding from the Florida Housing Finance Corporation for Phase 3 which will be a 100 unit senior facility on Sebring Court. The Tallahassee-Leon County Office of Economic Vitality (OEV) prepared an economic impact analysis of THA's redevelopment of Phases 1 and 2. Overall, the economic output of the redevelopment was estimated to be \$97,690, 158, producing 1,073 jobs and generating \$48,096, 100 in income or wages.







Orange Ave. Re-Development



OWNERS / DEVELOPER



FINANCING PARTNERS



CONSTRUCTION PARTNERS



Phase II



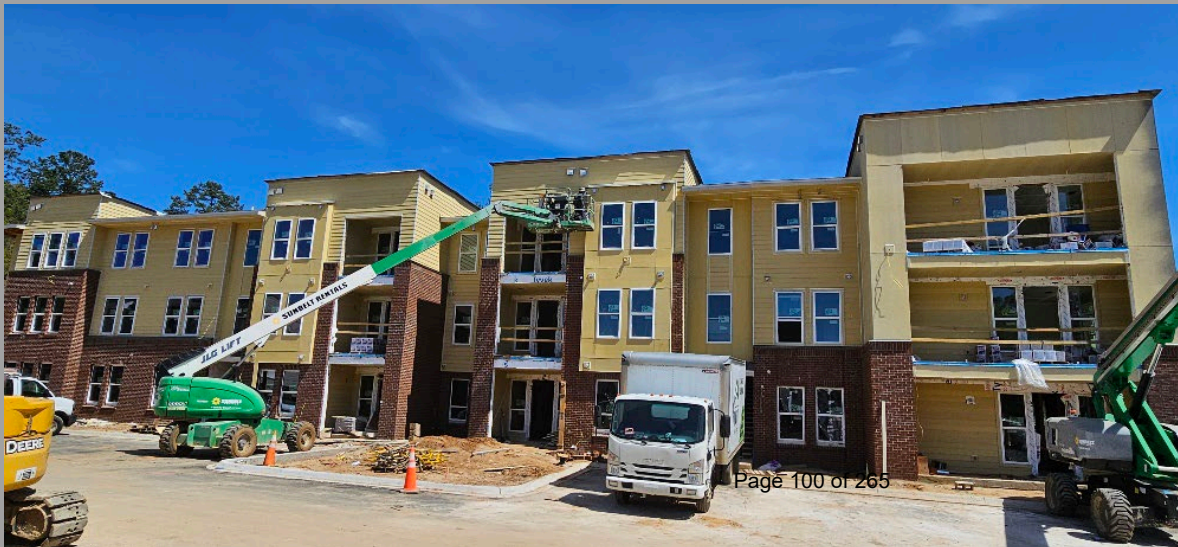
Phase II Aerial View



Phase II

- 160 Family Units
 - 32 – 1 bedrooms
 - 96 – 2 bedrooms
 - 32 bedrooms

Development Cost: \$45.1M



Building 1



Building 2



Building 3



Building 4



Building 5



Building 6





Funding Sources (Phases 1 & 2)

Low-Income Housing Tax Credit	\$35,690,104
Freddie Mac	\$25,000,000
FL Housing Finance Corp. State Apt. Incentive Loan	\$5,611,577
City of Tallahassee	\$2,002,853
Community Redevelopment Agency	\$4,525,000
National Housing Trust Fund	\$1,113,000
Leon County.	\$2,002,853
FL Housing Finance Corp. Extremely Low Income	\$600,000
Tallahassee Housing Authority	\$700,000
Deferred Development Fee	<u>\$5,629,150</u>
Total Costs	\$82,874,537



Phase III



Phase III



- Senior Facility 62+ years of age
 - 110 units of affordable housing for seniors
 - Affordable for households earning 33%-66% of the area median income
 - Corner of Sebring and Country Club
 - Estimated total Development costs: \$30,028,447



Economic Impact Analysis

Construction Impact

- 797 Direct jobs with \$35.8M in wages
- 276 Indirect/induced jobs with \$12.3M in wages
- \$57M direct capital expenditure

Total Economic Impact

1,073 Jobs

\$48.1m in wages

\$97.7m Total Economic Output

Women and Minority Small Business Enterprise

Minority Business Enterprises

- 20% Goal
- 18.77% Utilization
- \$4,219,976

Women-owned Business Enterprises

- 5% Goal
- 14.33% Utilization
- \$3,220,201

Total Project Value \$14,794,286



Estimated Timeline Schedule & Process

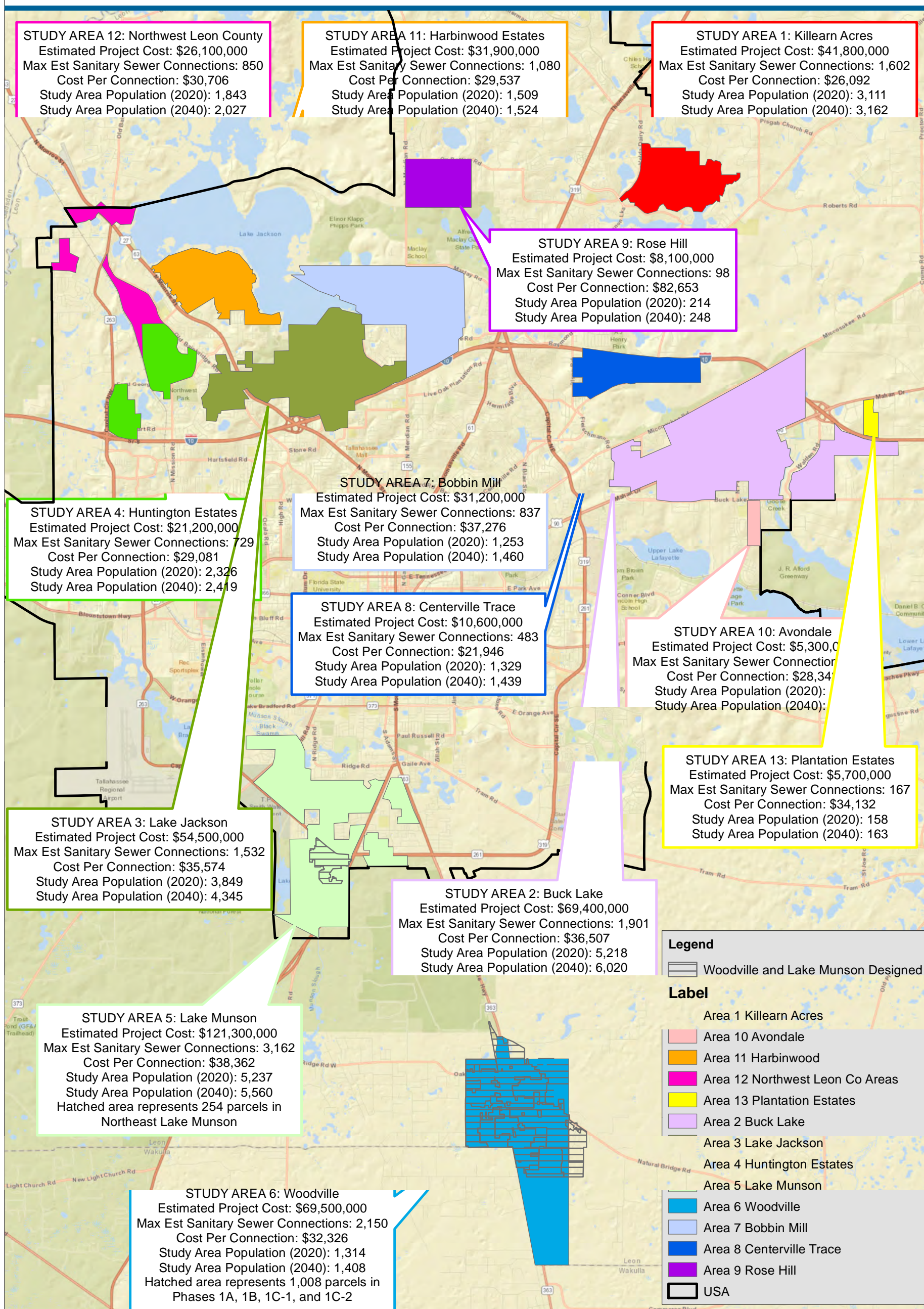
SUBJECT TO CHANGE





- August 2023**
Submit Application to
FL Housing Finance Corp
- September 2023**
FL Housing Board Approval
- Oct – Nov 2023**
Phase I Pre-leasing
- January 2024**
Completion of Phase I
Construction
- March – Apr 2024**
Phase II Pre-leasing
- August 2024**
Anticipated Completion of
Phase II Construction
- Nov – Dec 2024**
Demolition of
Remaining Units

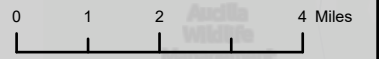
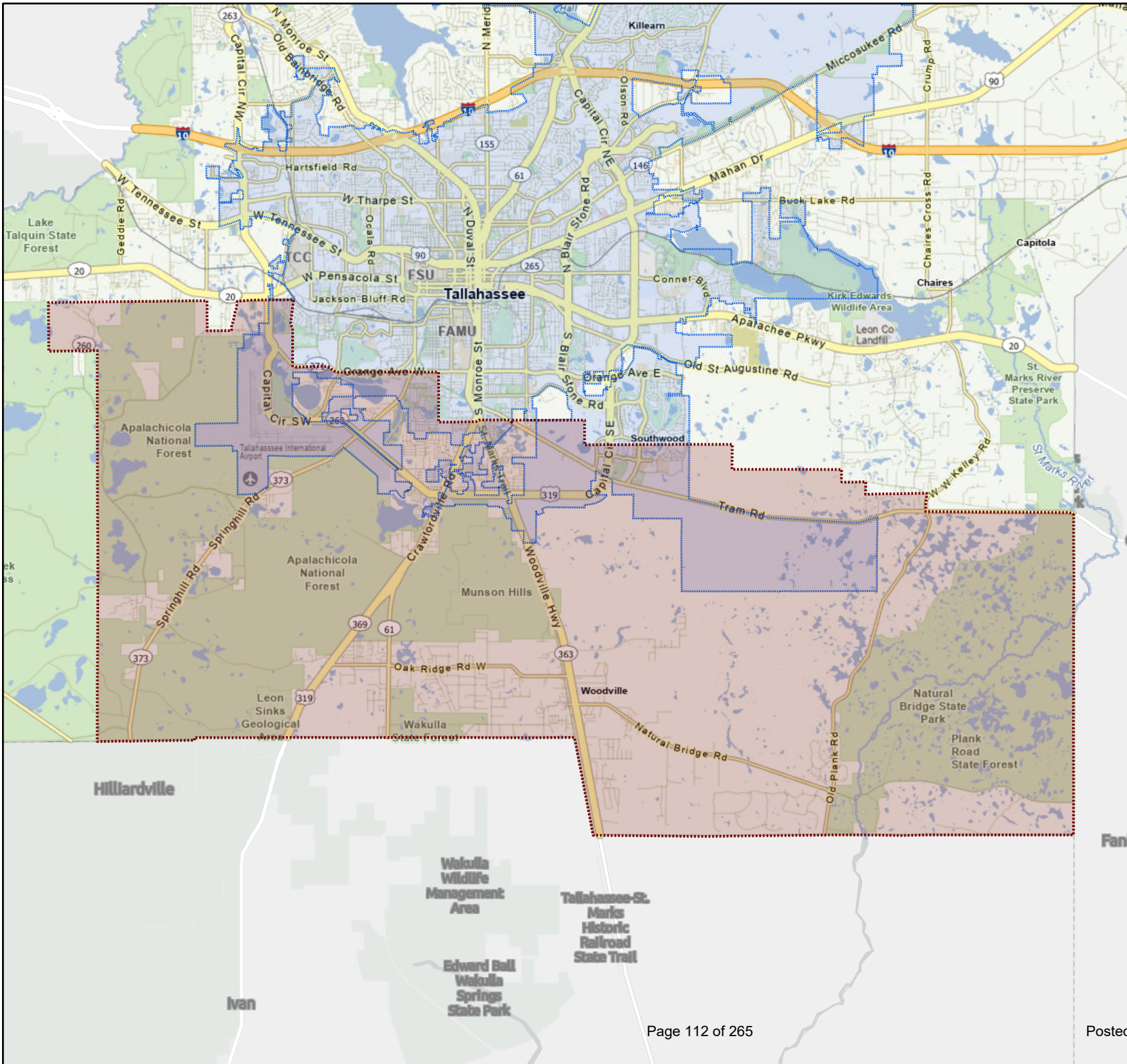
Figure 4-4

Unsewered Target Areas



Legend

-  Primary Springs Protection Zone
-  Tallahassee City Limits



PLANNING
DEPARTMENT PLACE

Map Created: February 6, 2024

This product has been compiled from the most accurate source data from Leon County, Florida, and the Leon County Property Appraiser's Office. However, this product is not intended to be construed as a legal document or survey instrument. Any reliance on the information contained herein is at the user's own risk. Leon County, the City of Tallahassee, and the Leon County Property Appraiser's Office assume no responsibility for any use of the information contained herein or any loss resulting therefrom.



North Florida Fairgrounds

Market Feasibility Assessment and Alternative
Site Analysis Report

Tallahassee, Florida
November 22, 2021



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Executive Summary

The North Florida Fairgrounds (Fairgrounds) is a regional fair complex that hosts the annual November Fair as well as a variety of additional events throughout the year. Currently, the existing North Florida Fair Association activities are financially sound and serve a variety of needs in the Leon County area. As initiated by the Intergovernmental Agency Board of Directors in September 2020, the Blueprint Beautification and Improvements to the Fairgrounds project provides \$12 million to “construct improvements to the fairgrounds.”¹ The first phase of this project is to update a previously completed market feasibility study (April 27, 2015) and conduct an alternative site analysis that considers relocating fair activities to a new site as an opportunity for more development and economic activity. The results of this effort will inform next steps related to Fairgrounds’ improvements or potential relocation.

To accomplish this task, Blueprint Intergovernmental Agency has engaged HDR Engineering, Inc. (HDR) to evaluate the current Fairgrounds property, consider highest and best use options for the existing Fairgrounds site, and identify and assess the feasibility of a Fairgrounds’ relocation. This North Florida Fairgrounds Market Feasibility and Alternative Site Analysis Report (“Report”) details the results of the consultant team’s technical and qualitative analyses, relying on input from residents, businesses, and the North Florida Fair Association, as well as third-party data and existing relevant plans. Additionally, the Office of Economic Vitality has offered input and guidance throughout the course of the study.

Structure and Methodological Framework

This Report begins with a market analysis that analyzes current Fairground facility offerings and assesses the consumer, economic, and market profiles of the Fairgrounds area. Next, an Economic Impact Analysis assesses the broader community impact of activities at the Fairgrounds. A Site Evaluation Analysis considers the feasibility of alternative sites should the Fairgrounds move from its existing location. Finally, a discussion of Site Stakeholder Engagement details listening sessions and related public engagement activities conducted over the course of this study is included.

Key Findings of the Report

The North Florida Fairgrounds plays an important role in the Tallahassee community by providing recreational, shopping, and entertainment options to both locals and visitors. Each year, approximately 115,000 people attend the North Florida Fair. This, combined with estimated attendance at other Fairgrounds activities, suggests that more than 202,000 people visit the Fairgrounds annually. This activity supports the local economy, which has been strong and growing in recent years prior to the recent COVID-19 pandemic. In fact, since 2009, population in Tallahassee has increased 1.13 percent annually and, based on historical five-year data, employment growth has been 1.3 percent annually in Leon County.

The entire Fairgrounds property area owned by Leon County is 119 acres. The leased portion of the Fairgrounds property from the County to the North Florida Fair Association is 107.5 acres.

¹ 2015 Second Interlocal Agreement Amended and Restated.

This does not include the Gene Cox Stadium or Leon County Extension Office/Agricultural Center, which together are approximately 12 acres. Of the 107.5 acres, 71 acres are cleared and 36 identified as woodlands. Approximately 29 acres are designated for the City of Tallahassee's Capital Park and Leon County Sheriff's Office Mounted Patrol and Livestock Impound. While the current area leased by the Fairgrounds is 107.5 acres, Fair activities can be accommodated on less acreage. The Fair Association Board indicates that 55 acres are used for Fairground operations, including exhibit buildings, midway area, and on-site parking for major events.

Results of the Economic Impact Analysis conducted for this study show that visitors to the Fairgrounds contribute between \$40 and \$79 million to the economy annually, including direct, indirect, and induced effects. The role of the Fairgrounds and its economic impact is anticipated to continue to grow as Tallahassee's population and employment base expands in coming years, based on historic trends.

Surrounding the Fairgrounds are several residential neighborhoods and a variety of amenities. The Fair itself draws many families from the area, and other events draw visitors from out of town. While the Fairgrounds is already an important piece of the local community, targeted improvements to the site would expand the types of events the facility can accommodate and enhance its contribution to the community. This has been the experience of other fairs across the country. For example, in Minnesota, 105 County & Regional Fairs generated \$167 million in economic activity in 2020. Over a three-year period, more than \$40 million of that total was attributable to:

- Construction of a \$4.5 million International Bazaar and restroom complex;
- A new \$1.3 million Moo Booth and Milking Parlor educational cattle exhibit;
- New roofs for the historic Livestock Pavilion and Swine Barn;
- Ongoing renovation of the Warner Coliseum;
- Improved amenities for guests; and
- Significant improvements to the State Fair's utilities and technology infrastructure.

Iowa's fairgrounds generated \$167 million in 2020. A \$5 million investment in various capital improvements on these fairgrounds generated an additional \$35 million in statewide economic impact.

It is reasonable to expect that targeted improvements to the existing North Florida Fairgrounds (e.g., landscaping, sidewalk and building façade improvements, new restrooms, and kitchen, etc.) would yield similarly positive economic impacts. More flexible multi-purpose event space and resident access to the site outside of event times might also increase economic activity in the area.

Cureton Johnson & Associates, LLC conducted an updated appraisal of the 107-acre Fairground parcel in October 2021. The appraisal determined that the current market value is \$3.7 million using a land-only approach to valuation, with a highest and best use of mixed-use. The study team determined that even without purchasing a new site or making access and other

improvements to support Fair activities at a new location, the replacement cost for the buildings is estimated to be \$22.8 million. This expense alone suggests that relocating the existing Fairgrounds' operations is cost-prohibitive at this time.

As to alternative sites available on the market today to support a facility of similar size, there are limited options. Based on a desktop analysis of the Multiple Listing Service (MLS) and CoStar data, the study team evaluated sites for suitability based on upland acreage, proximity, visibility, site access, and compatibility with adjacent land uses. Potential alternative sites that were evaluated feature limited developable areas, access limitations, and other shortcomings. In contrast, the existing Fairgrounds site offers multiple street frontages, compatible land uses, and adjacent parking for spillover. The Fairgrounds' current site also serves as a central location for its role as a community assistance center and as a training facility and staging area for federal and local emergency responders.

Review of the real estate market in Tallahassee reveals that there is no immediate redevelopment opportunities for office, industrial, and retail commercial. The area does exhibit a strong demand for increased housing production. The site may also be large enough to accommodate community recreation and event space. Given the potential for residential development and other compatible uses, the study team recommends analysis of the current uses and potential reconfiguration of the site to determine if a portion of the site could be offered to meet the demand.

In consideration of the study findings, it is recommended that the Blueprint Intergovernmental Agency develop a Fairgrounds Master Plan. The findings recommend the continued operations of the Fairgrounds at its existing location and a master planning process to identify how the Fairgrounds could best be configured given the difference between the approximately 55 acres needed for Fair operations and 107.5 acres in the leased area. To maximize the economic impact, the Master plan would identify and prioritize targeted improvements for the Fairgrounds, and guide the long-term growth and investment in the site. The Beautification and Improvements to the Fairgrounds Project \$12 million in funding is recommended for the targeted improvements. Through reconfiguration of the land uses on the site, redevelopment of select areas could be "opened up" presenting an opportunity to capture the demand for residential and other uses as determined through the master planning process. Concurrent to this effort, it is also recommended that Leon County Government and the North Florida Fair Association evaluate the existing long-term lease and property management to support the community investment in the Fairgrounds site.

Chapter 1: Background and Existing Site Analysis

Project Description

This report was prepared for Blueprint Intergovernmental Agency by HDR. It details the results of our assessment to determine potential market support and analyses of financial and economic impacts of capital improvements at the North Florida Fairgrounds, including an alternative site analysis.

Background and Objectives

At the December 9, 2013, Leon County Board of County Commissioners (BOCC) Strategic Planning Retreat, the Board adopted a Strategic Initiative to institute a sense of place initiative for the Fairgrounds and subsequently allocated funds to support the initiative. These funds were utilized to conduct a market study and consider potential improvements at the Fairgrounds. On July 7, 2015, the Board of County Commissioners approved the final report on the Market Report on the North Florida Fairgrounds and sense of place initiative.

The 2015 Market Study Report provided facility recommendations based on projected market demand, and it identified current and potential future opportunities for new event facilities. The recommendations included a new exhibition building with 35,000 to 40,000 square feet of rentable exhibition space, including clear-span, high-ceiling flat floor multipurpose space, dividable into two separate spaces. The facility would also include 2,000 square feet of dividable space, a kitchen, restrooms, a foyer area for pre-function space, concession areas, a show office and have proximity to paved parking. The recommendations also included a list of updates: new fencing and gate entries; electrical infrastructure upgrades; and on-grounds landscaping and beautification. The total estimated cost for the recommended facility and improvements was \$15.2 million. Three possible layouts for the recommended facility was developed and presented as part of the report. It was determined that the existing lease would need to be evaluated in order to make major investments at the site. The projected revenues from the recommended facility would be insufficient to support the necessary financing, and, a Comprehensive Plan amendment and rezoning would need to be initiated to ensure the proper land use designations are in place to allow for future development.

The 2015 Fairgrounds Market Study Report was intended to: provide information on the current and anticipated market of the Fairgrounds; recommend Facility improvements; provide information on the long-term financial feasibility of supporting any recommended facility improvements; and to assess whether selling or leasing portions of the Fairgrounds for private development is a feasible option, while retaining the Fair Association Board operations on the remaining lands.

The Fairgrounds site is owned by Leon County and operated by the North Florida Fair Association (Fair Association Board) through a lease agreement that extends to the year 2067. The county is unable to take action on a Fairgrounds Project without the consent of the Fair Association Board, under the existing lease agreement. The Board of County Commissioners has previously explored relocating the Fair Association Board activities to a new site as an

opportunity for more development and economic activity. Such relocation options have not been financially feasible and were not explicitly a part of the 2015 Market Study Report.

At the September 17, 2020, Intergovernmental Agency Board (IA Board) meeting, the IA Board authorized Blueprint to advertise, negotiate, and award a contract for an updated market feasibility study and alternative site analysis for the Blueprint Infrastructure Beautification and Improvements to the Fairgrounds project. This report will cover the same areas as the 2015 study, and also include the evaluation of alternative sites and the possible relocation of the Fairgrounds.

Key Findings of Market Analysis Study

The following presents the key findings of the market analysis study and existing site analysis.

- It is estimated that approximately 202,600 people attend events at the Fairgrounds, with 115,000 people attending the North Florida Fair annually.
- Results of the Economic Impact Analysis conducted for this Study show that visitors to the Fairgrounds contribute a total economic impact of approximately \$40-\$79 million to the local economy annually, including direct, indirect, and induced effects. The role of the Fairgrounds and its economic impact is anticipated to continue to grow as Tallahassee's population and employment base expands in coming years, based on historic trends.
- Surrounding the Fairgrounds are several residential neighborhoods, and a variety of amenities are in proximity. The Fair itself draws many families from the area, and other events also encourage Tallahassee visitors from out of town.
- While the Fairgrounds is already an important piece of the local community, it is reasonable to expect that targeted improvements to the existing Leon County Fairgrounds (e.g., landscaping, sidewalk and building façade improvements, new restrooms, and kitchen, etc.) would yield additional positive economic impacts.
- In terms of potential relocation of the Fairgrounds, limited alternative site options are available to support a facility of similar size. Developable areas were limited and potential alternative sites that were evaluated feature access limitations and other shortcomings.
- An updated appraisal of the 107-acre Fairground parcel was conducted by Cureton Johnson & Associates, LLC., which determined that the current market value is \$3.7 million. Even without purchasing a new site or making access and other improvements to support existing Fairground activities at a new location, the replacement cost for buildings is estimated to be \$22.8 million. This expense alone suggests that relocating the existing Fairgrounds' operations is cost-prohibitive at this time.
- The existing Fairgrounds site offers multiple street frontages, compatible land uses, and parking spillover that can be handled on adjacent commercial sites. The Fairgrounds' current site also serves as a good location for its role as a community assistance center and as a training facility and staging area for federal and local emergency responders.
- Review of the real estate market in Tallahassee reveals that there has been limited interest on the part of private developers to repurpose the existing Fairgrounds site and

no consensus among stakeholders about a move or reuse strategy. Analysis of the local office, industrial, and retail commercial real estate market conditions also does not reveal immediate redevelopment opportunities. The area does exhibit a need for increased housing production, which is being met at alternative housing sites and private developments.

- The existing Fairgrounds site may be large enough to accommodate tournament space and athletic fields but, based on meetings with City Parks Recreation and Neighborhood Affairs, there is sufficient outdoor play space in the area. While indoor/court space is needed in Tallahassee, these facilities are usually sited near hotels, the interstate, restaurants, etc. They are likely to be used in a cyclical fashion but require maintenance throughout the year, which could not be managed by current Fairgrounds staff. Expansion of staff and equipment would be costly and while some event spaces are heavily subsidized because of these additional costs, it is unclear whether a facility at this location would result in increased local economic activity.

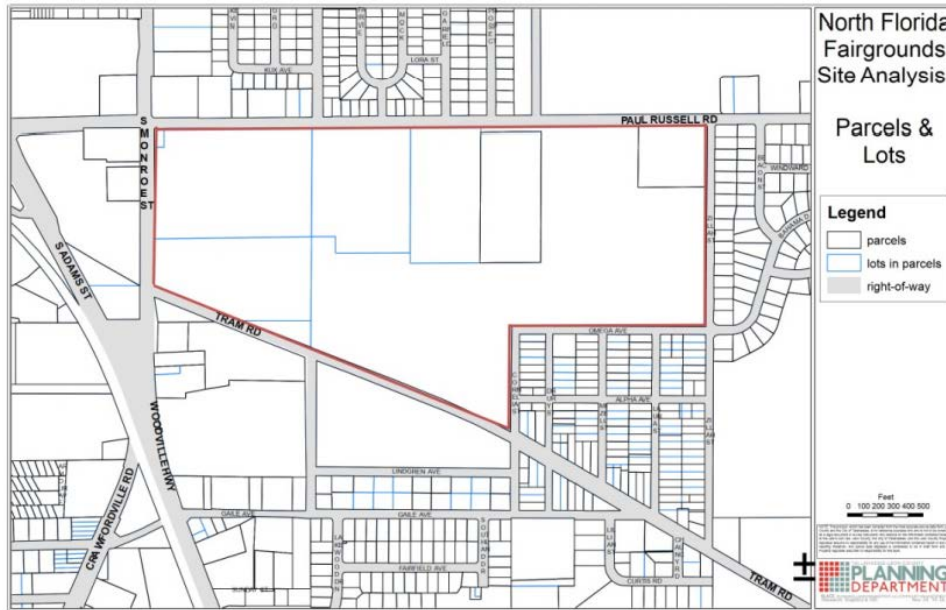
It is recommended that the Blueprint Intergovernmental develop a Master Plan detailing future improvement and enhancement scenarios for the Fairgrounds site. The Fair Association Board indicates that 55 acres are used for Fairground operations, including exhibit buildings, midway area, and on-site parking for major events. Additional offsite locations are used to support parking during peak events. Efficiencies identified through a Master Plan process could identify areas that could be “opened up” for redevelopment.

It is also recommended that Leon County and the North Florida Fair Association consider renegotiating a new lease agreement releasing portions of the Leased Premises to allow for redevelopment of the Fairgrounds property.

Overview of Current Fairgrounds and Related Properties

Figure 1 shows the entire property owned by Leon County and leased to various organizations and entities. The outlined area represents the property that was originally leased to the Fair Association Board in 1959. It comprises approximately 119.5 acres. The lease has since been amended to account for the areas now occupied by the County Extension Office and the Gene Cox Stadium and 0.5 acres for Paul Russell Road right-of-way. The current area leased by the Fairgrounds is 107.5 acres.

Figure 1: North Florida Fairgrounds Site Analysis



Source: Tallahassee Leon County Planning Department

PARCELS AND LOTS

The area in direct proximity to the Fairgrounds is largely residential and has a mix of single and multifamily units. On the western side of the Fairgrounds there are commercial properties that are mostly retail but also include some restaurants. To the east, there are three secondary schools that serve the surrounding community. The Fairgrounds serves as an important recreational space for the residents in direct proximity and in the wider surrounding area.

The Fair Association Board's lease of the Fairgrounds Property, most recently amended in 1995, extends to December 21, 2067, and provides for the Fair Association Board to maintain the grounds and improvements, subject to four additional ongoing uses not associated with the Fair Association Board's activities:

- The 9.1-acre parking lot abutting Gene Cox Stadium is used by the Leon County School Board for bus parking in conjunction with its use of Cox Stadium pursuant to an August 1989 Joint Use Agreement with the Fair Association Board.
- A 5.2-acre portion of the leased property abutting Tram Road is used for the Sheriff's Mounted Patrol Facility and for the County's livestock impoundment area pursuant to a September 1999 Joint Use Agreement with the Fair Association Board.
- An approximate 20.1-acre portion of the leased property abutting Tram Road is maintained by the City of Tallahassee for its Capital Park facility pursuant to the May 2005 Parks and Recreation Agreement, as amended in February 2008, between the City of Tallahassee and the County.
- A 2.6-acre recreational trail is maintained by the City of Tallahassee along the easternmost boundary of the Fairgrounds property, 2.28-acres of which lies within the

leased premises, pursuant to the Recreational Trail Easement conveyed by the County in June 2008 pursuant to Board Resolution 08-19.

The Fair Association Board leases its facilities from Leon County at an annual rate of \$1.

BUILDINGS AND STRUCTURES

The area outlined in red on Figure 2 reflects the leased portion of the property. It does not include the Gene Cox Stadium or Leon County Extension Office (Agriculture Center). This aerial view shows the location of building facilities and open spaces used for parking and events, as well as their purpose. The Fairgrounds shares a 300-space parking lot with the Gene Cox Stadium but is in competition for these spaces when both venues are holding events.

Figure 2: Fairgrounds Buildings and Other Facilities



Source: ESRI, Florida Department of Revenue

Fairground Facilities

Figure 3 presents an overview of principal spaces, buildings and structures shown. The large open grass area to the west is used for midway events and visitor parking. However, during the 11-day run for the Fair this area is unavailable for parking due to the event being located on the site. There are nine buildings on the site, comprising approximately 126,000 square feet, along with several restrooms, a small office, and a kiosk.

Figure 3: Fairgrounds Buildings



Source: Fairground's website.

Buildings on the north side of the central mall, which is the cluster of buildings to the west of Gene Cox Stadium (buildings 1, 3, 7, and cattle barn), are metal structures used for floral exhibits, agricultural displays, housing cattle during the annual fair, poultry and petting zoos and other animal exhibits during the Fair.

Buildings 2 and 4 are located to the south of the central mall and are the only climate-controlled buildings with finished interiors. Each building is about 12,000 square feet and is used for home and fine arts exhibits and commercial exhibitors during the Fair. Next to these buildings is one that is used for 4-H exhibits and other activities during the Fair.

The grass area between the structures and the stadium parking lot is used for a "kiddie midway," which is dedicated to children's mechanical rides. Free entertainment is placed to the north of that lot. Other forms of free entertainment are interspersed where space is available.

The figure also shows the areas and facilities used for storage, information and concessions, restrooms and a camping area that includes electric and water "hook-ups" for 400 identified campsites.

- Buildings 1, 3 and 7 are metal-skin steel structures that are used for floral exhibits, agricultural displays, poultry and petting zoos and house other small animals during the Fair. These buildings are not climate controlled. These building can be rented during the rest of the year when the Fair is not being held.

Figure 4: Interior of Fairgrounds Building



Source: HDR

- The Cattle Barn is a large metal building used for housing cattle during the annual Fair and available for rent during the rest of the year. This building is not climate controlled.
- Buildings 2 and 4 are large metal buildings with finished interiors. Each building is approximately 12,000 square feet and used for home and fine arts exhibits and commercial exhibitors during the Fair. Building 2 has a serving kitchen. These buildings are the only climate-controlled facilities on the Fairgrounds. These buildings are available for rent when the Fair is not being held.
- Building 6 is a metal-skinned building like buildings 1 and 3. This building is used for 4-H exhibits and activities during the Fair. This building is not climate controlled. This building is available for rent during the rest of the year when the Fair is not being held.
- The information and concessions structures are made from concrete and located centrally between the buildings listed above. These spaces are available to vendors who sell food from them during the Fair and other events. During the Fair, these facilities are used for disseminating information to patrons and available to non-profit organizations to sell food concessions.

Figure 5: Concessions Area of Fairgrounds



Source: HDR

Figure 6: Fairgrounds Concessions Area



Source: HDR

- The North Front Lot and South Front Lot are used to hold the Fair and are closed to parking while it is being held. These areas are used for parking for other events outside of when the Fair takes place.

Figure 7: Grassy Area near Fairgrounds Buildings



Source: HDR

RECENT USAGE TRENDS OF FAIRGROUND FACILITIES

The facilities described above provide venues for a variety of uses. To assess the recent historical use of the Fairgrounds, we referenced calendars of events provided by the Fair Association Board for December 2019 through May 2021. During this period, the COVID-19 pandemic impacted many planned public events, so this assessment considers events that were planned but ultimately cancelled or postponed. Those events that were put on hold are also included in the table below. This assessment relates to non-Fair activities only.

According to Fair Association Board records for December 2019 through May 2021, 91 non-Fair events were planned at the Fairgrounds over 201 event days in the 18-month period. On some days, the Fairgrounds was home to multiple events, allowing for multiple event-days to be tallied for the same calendar day. Table 1 presents the number and percentage of events and event-days by event type.

Table 1: Number and Percent of Events and Days by Type of Event

Category of Event	Events		Event-Days	
	Count	%	Count	%
Animal	3	3%	3	1%
Antique	3	3%	5	2%
Arts / Crafts	2	2%	3	1%
Boat	1	1%	3	1%
Civic	1	1%	1	0%
Concert / Performance	11	12%	18	9%
Dog / Pet	13	14%	24	12%
Fireworks	3	3%	19	9%
Food	5	5%	7	3%
Gala / Banquet	5	5%	5	2%
Gun / Knife	9	10%	19	9%

Category of Event	Events		Event-Days	
	Count	%	Count	%
Hot Air Balloon	3	3%	6	3%
Private Event	16	18%	42	21%
Religious	1	1%	1	0%
Rodeo	3	3%	6	3%
RV	6	7%	26	13%
Social Support	3	3%	4	2%
Trade Show	3	3%	9	4%
TOTAL	91	100%	201	100%

Source: Fair Association Board Records

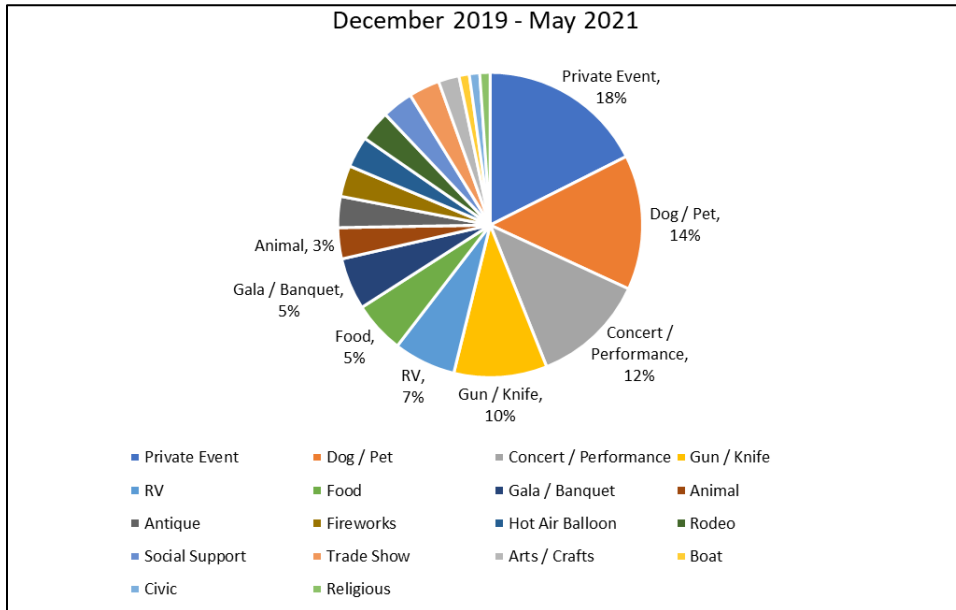
Pre-pandemic and according to the Market and Financial Feasibility Study Report of the North Florida Fairgrounds completed in 2015 (based on Fair Association Board records), 55 non-Fair events were staged at the Fairgrounds in 2012. This accounts for 92 event days and 179 use days. For 2013, 58 non-Fair events were held at the Fairgrounds; accounting for 100 event days and 209 use days. For 2014, 56 non-Fair events accounted for 91 event days and 178 use days. Data for 2015 through 2018 were not available.

Private events are held at the Fairgrounds, and they include weddings, receptions, birthday celebrations, banquets, reunions, Quincenera activities, dances, school testings, to name a few. RV events, fireworks, and trade shows accounted for a higher share of event-day usage than implied by event count. Though dog training / pet activities, concerts / performances, and gun / knife shows represented 14 percent, 12 percent, and 10 percent of the total number of planned events over the December 2019 to May 2021 period, respectively, those activities represented only 12 percent, 9 percent, and 9 percent of total event days.

PLANNED EVENT DISTRIBUTION

The distribution of events by type is presented in Figure 8 below.

Figure 8: North Florida Fairgrounds – Planned Event Distribution by Type



Source: Fair Association Board Records

Examples of non-Fair events planned at the North Florida Fairgrounds during the December 2019 – May 2021 period include:

- The North Florida Gun & Knife Show
- Phantom Fireworks
- Tallahassee Dog Obedience Club events
- Pet Adoption events
- *A Night to Shine* sponsored by the Tim Tebow Foundation
- Tallahassee Regional Boat Show
- Micro Wrestling
- Great American Caravan
- Cabin Fever Drive-In Laser Show
- Tallahassee Balloon Festival
- National Hot Tub Expo
- Pull Up Comedy Show
- Souls to the Polls
- Carnival Food Fair
- The *Less Fortunate Still Matters* Foundation Community Event
- Government events for Leon County, Leon County Schools, and the City of Tallahassee.

While events listed above are not the only non-Fair events hosted at the Fairgrounds, they are representative of the types of events this venue supports.

Site Location Assessment

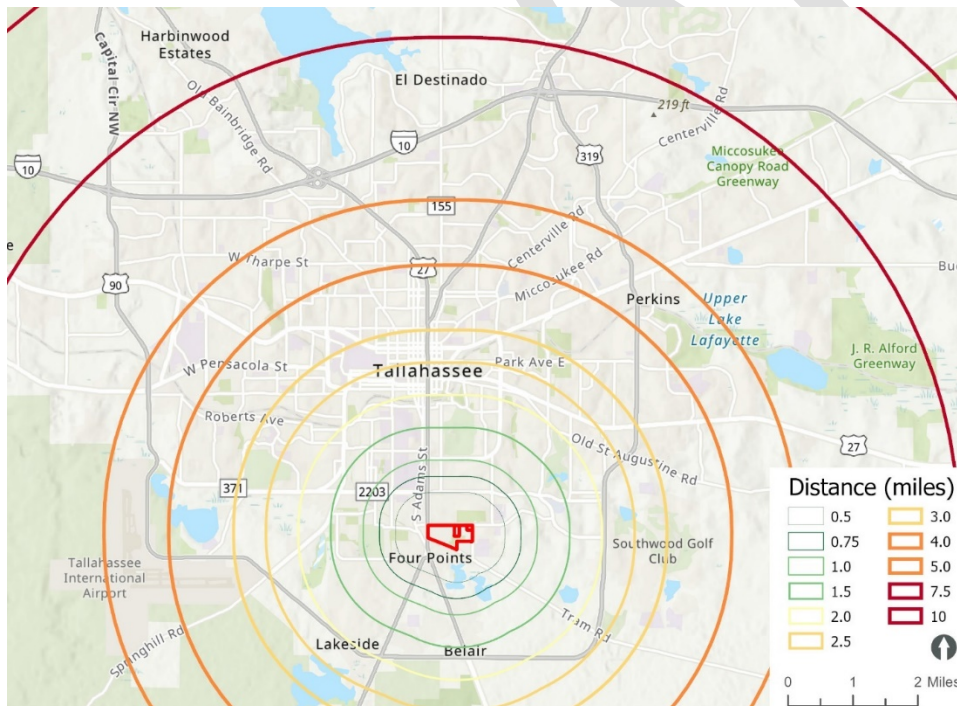
This section evaluates the current site's proximity to likely Fairground's visitors. The following discusses the location of the existing Fairgrounds and describes the population that can access the site within 10, 20, and 30 minutes of drive time. It is worth noting that other local fairs, including those held at Deep South Fairgrounds, the Decatur County Chamber of Commerce, and the Decatur County Agricultural Center are more than 40 miles and more than one hour drive time away. Our focus is therefore within 30 minutes of drive time, or halfway between those fairs and Tallahassee.

REGIONAL LOCATION

The Fairgrounds has regional and multi-area access via interstate 10 from the east and west, US Highway 27 from the northwest and US Highway 319 from the north and south. The Fair in particular draws people from across the region, so access is critical. Nearby fairgrounds include Suwannee County Fairgrounds, which is in Live Oak, Florida, but it is 85.1 miles from Tallahassee. The Central Panhandle Fairgrounds is in Panama City, Florida, which is 97 miles away.

Figure 9 shows the distance in miles from the Fairground via concentric circles, as well as the communities that fall within the various buffers.

Figure 9: Fairgrounds Outlying Areas



Source: ESRI, Florida Department of Revenue

Table 2 shows mileage and drive times to and from Tallahassee from other communities in the region. Larger metropolitan areas such as Jacksonville and Pensacola are still within a 3-hour drive time from the Fairgrounds area.

Table 2: Distance and Drive Time for Regional Cities and Towns

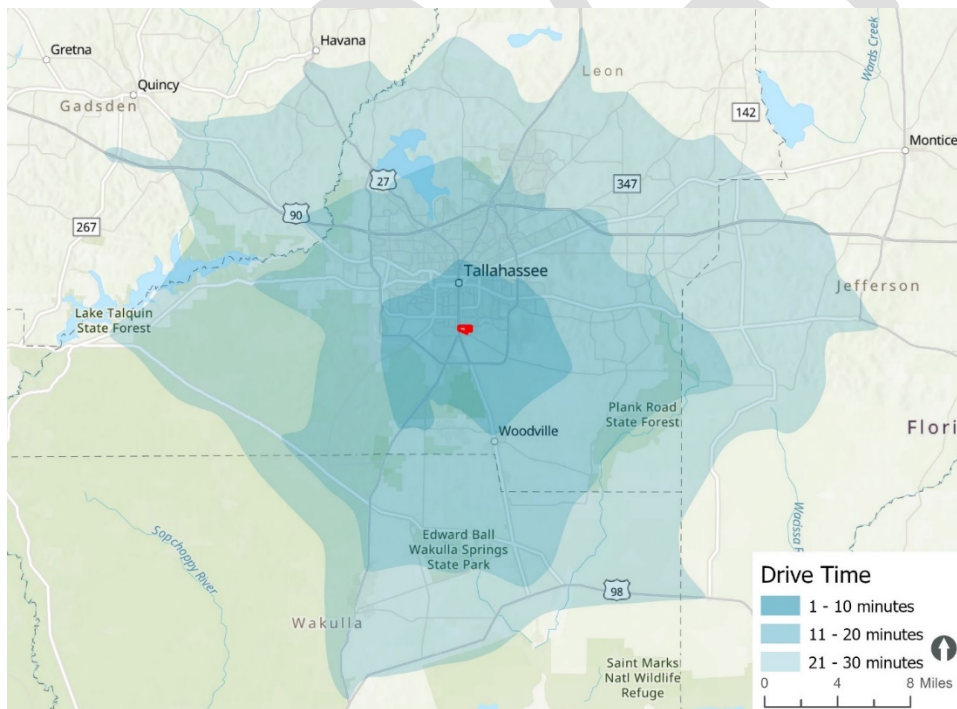
Location	Distance	Drive Time
Monticello, FL	27 miles	37 minutes
Thomasville, GA	34 miles	46 minutes
Bainbridge, GA	40 miles	53 minutes
Tifton, GA	92 miles	115 minutes
Dothan, AL	104 miles	106 minutes
Panama City, FL	104 miles	119 minutes
Gainesville, FL	152 miles	142 minutes
Fort Walton Beach, FL	164 miles	156 minutes
Jacksonville, FL	166 miles	157 minutes
Pensacola, FL	197 miles	170 minutes

Source: Google Maps

DRIVE TIMES IN AND AROUND THE FAIRGROUNDS

The primary market area for non-Fair events and activities at the Fairgrounds is expected to be within a 20-minute drive time, based on the location of the Fairgrounds site, access to the site, and estimated drive times and other transportation access for local residents. Figure 10 shows the areas that fall within various drive time catchment areas.

Figure 10: Drive Times around the Fairgrounds

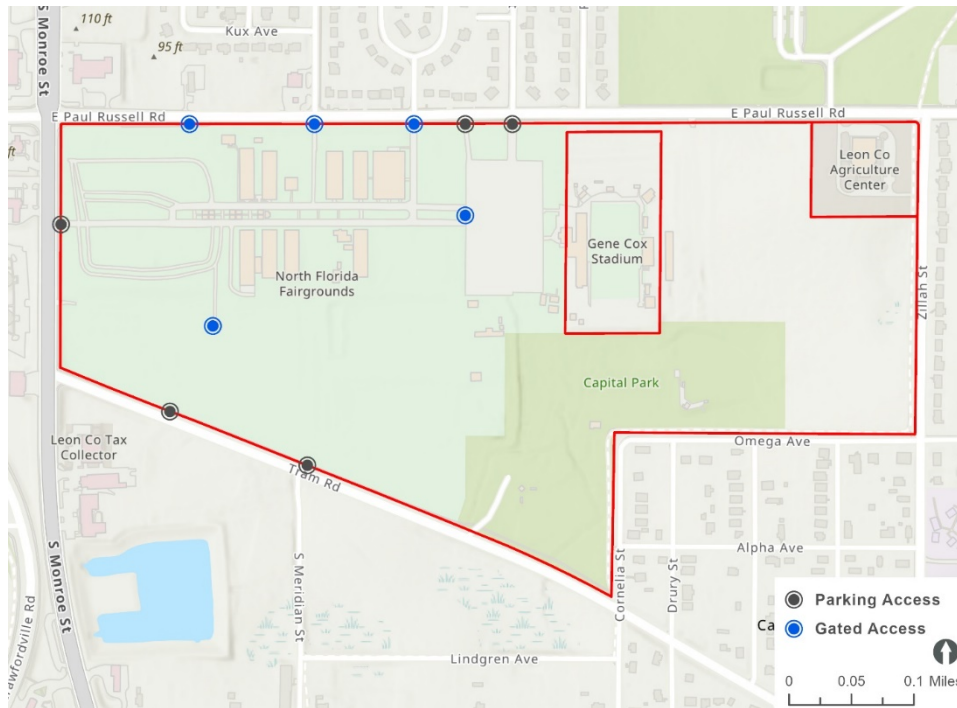


Source: ESRI, Florida Department of Revenue

FAIRGROUNDS ACCESS AND TRAFFIC

The Fairgrounds site is located in the southern area of Tallahassee and south-central Leon County. Local access to the Fairgrounds site is via South Monroe Street from the north, Paul Russell Road from the east and west, and Crawfordville Road and Woodville Highway from the south. The Fairgrounds boundaries relative to South Monroe Street, Paul Russell Road, and Tram Road. Figure 11 shows parking and gated access to the Fairgrounds.

Figure 11: Fairgrounds Access



Source: ESRI, Florida Department of Revenue

Table 3 shows daily traffic counts provided by The Florida Department of Transportation for the streets that provide Fairground’s access. South Monroe Street is the most heavily traveled, followed by Paul Russell Road. South Monroe Street access is closed and there are parking and access restrictions along Paul Russell Road during the annual November Fair. The south parking lots along Tram Road are considered underutilized during this time as well.

Table 3: Average Daily Traffic Counts, 2020

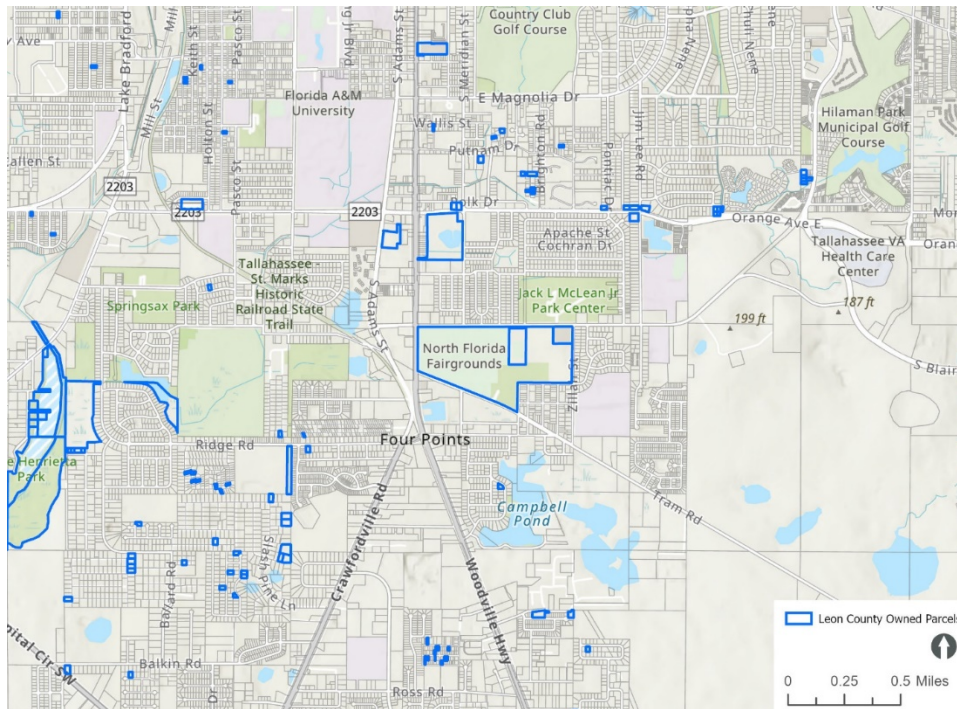
Street Location	Average Daily Traffic Count
Tram Road	3,000
South Monroe Street	15,600
Paul Russell Road	6,900

Source: Florida Department of Transportation

COUNTY OWNED PARCELS AND LAND USE

As shown in Figure 12, Leon County owns a number of parcels in proximity to the Fairgrounds that are primarily home to recreation spaces and administrative buildings. They are relatively smaller, however, which may make their use not feasible for potential Fairgrounds' relocation.

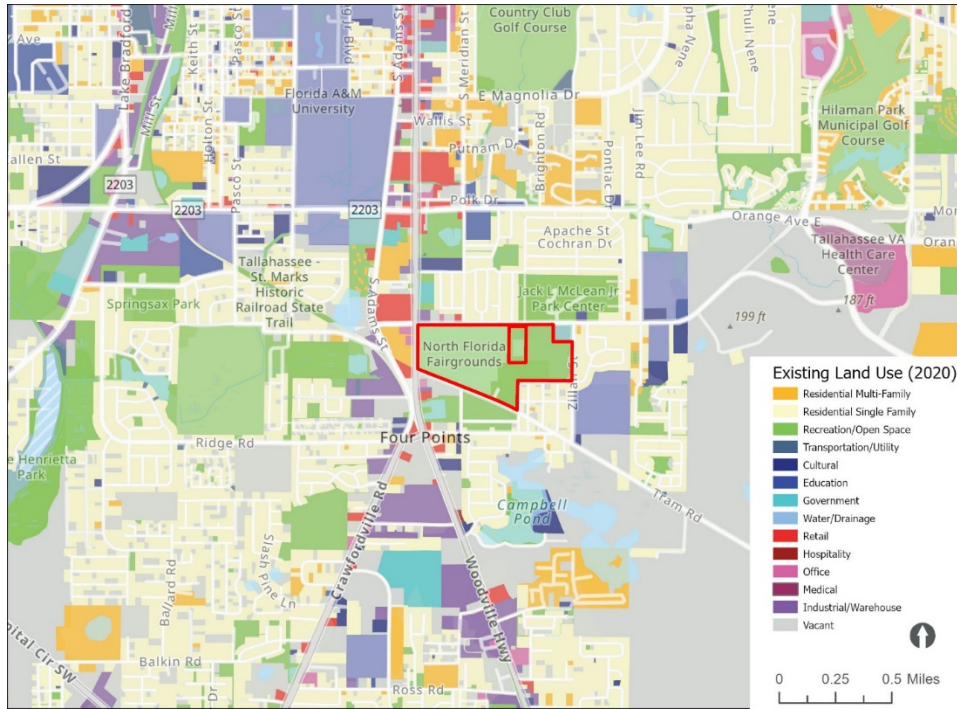
Figure 12: Land Use around the Fairgrounds with Leon County Owned Parcels



Source: ESRI, Florida Department of Revenue

The map view in Figure 13 shows the variety of land uses with areas in closest proximity to the Fairgrounds. In general, the Fairgrounds is a recreational area with a large proportion of open space. It lies within a surrounding neighborhood that is primarily residential. A small amount of retail abuts the Fairgrounds, but there is a higher concentration to the north that offers restaurants and hotels to Fairgrounds' visitors. In addition to providing information about the community in general, some of these identified uses support Fairgrounds activities.

Figure 13: Land Use around the Fairgrounds



Source: ESRI, Florida Department of Revenue, Tallahassee-Leon County GIS

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Chapter 2: Market Analysis Study

Approach to Market Analysis Study

There are several elements to this Market Analysis Study. Working with Blueprint, the consultant team:

- Toured the Fairgrounds site, facilities, and surrounding areas to assess location factors and their impacts on potential events, activities and facility needs;
- Analyzed the current Fairground facility offerings;
- Evaluated current conditions pertaining to the property, including buildings, and existing and future land use;
- Reviewed and analyzed the Fairgrounds facility offerings and the current consumer profile;
- Conducted an economic impact analysis of the Fairground activities on surrounding businesses and neighborhoods and inventoried existing businesses other neighboring amenities;
- Evaluated alternative sites;
- Researched the current Fairgrounds economic position and analyzed possible future economic benefits of either relocating or modifying the Fairgrounds through redevelopment and/or rezoning; and
- Summarized study methodology, information gathered, findings.

Community and Economic Profile

Tallahassee is the state's capital and home of two major state universities and a community college. It also has an international airport available for business and recreational travel. The County is home to a diversified and growing economy, helping to make Tallahassee an attractive tourist destination that drives Fairgrounds events' attendance and tourist spending in the surrounding area. This activity benefits the diverse population of the city by employing residents to support the events held at the Fairgrounds. The local population also benefits from the visitor spending catalyzed by the various Fairgrounds events.

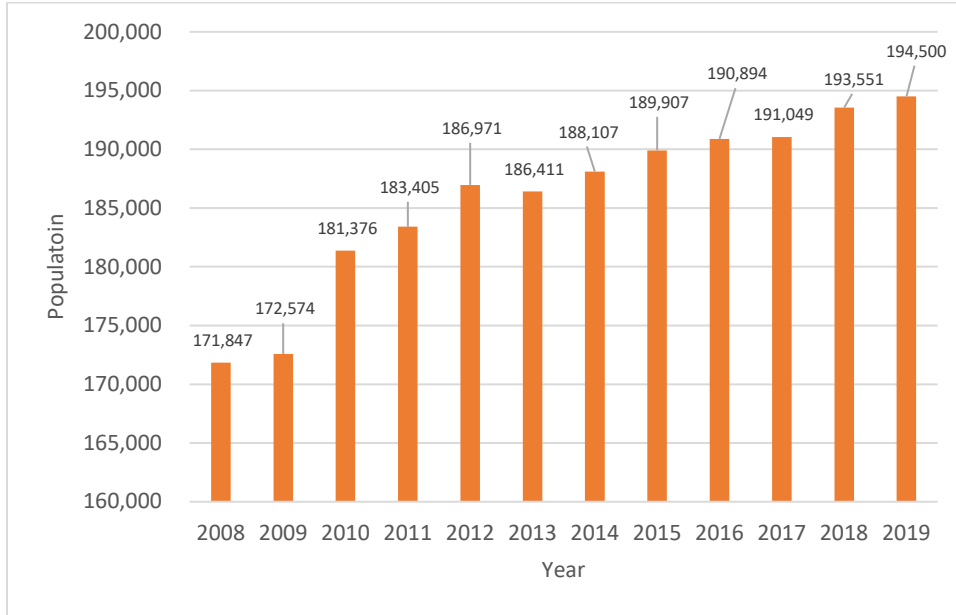
POPULATION TRENDS

Figures 14, 15, and 16 show population growth, total population and the population density in the area surrounding the Fairgrounds. Based on available data, population in Tallahassee grew steadily from 2008 to 2019 and added 22,653 residents during that period of time. The compounded annual growth rate over this time period was 1.13 percent, which equates to a 13.2 percent increase overall. Leon County also grew, but at a slightly slower pace. Since 2019, population growth has been approximately 0.6 percent per year.² There are developments planned in the near future around the Fairgrounds that are expected to increase the overall density of the neighborhood. Approximately 10,000 housing units are expected to be developed directly to the east of the Fairgrounds. While the Fairgrounds is currently located in a low-

² <https://worldpopulationreview.com/us-counties/fl/leon-county-population>

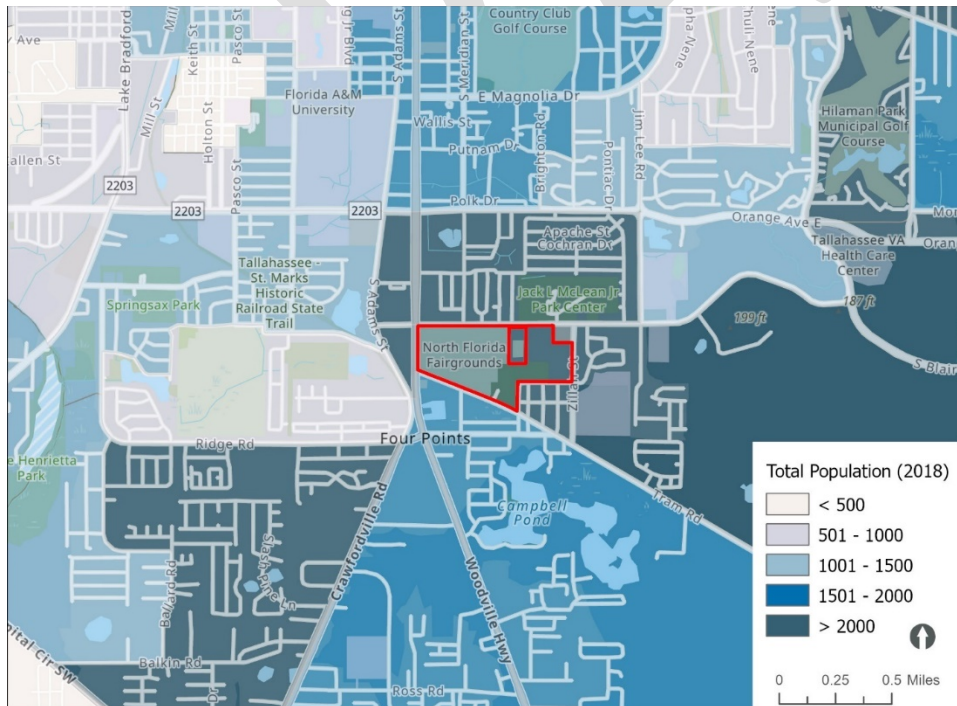
density area population and associated foot and vehicle traffic are expected to grow in the coming years.

Figure 14: Total Tallahassee Population



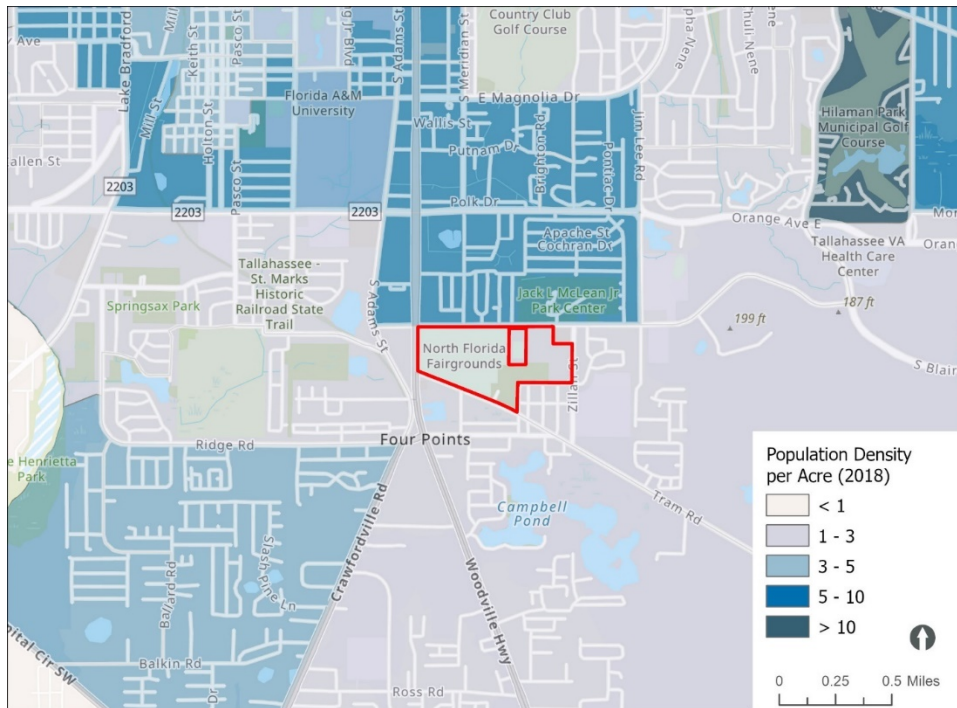
Source: US Census

Figure 15: Tallahassee Population Mapped



Source: ESRI, Florida Department of Revenue, US Census

Figure 16: Population Density per Acre



Source: ESRI, Florida Department of Revenue, US Census

POPULATION AGE

The median age of the population within 20 minutes of the Fairgrounds is estimated to be approximately 32 years, as shown in Table 4. The student populations of Florida State University (FSU) and Florida A&M University (FAMU) impact these statistics, and student residents are assumed to attend selected Fairgrounds’ events. Observational information related to Fairground’s attendees suggests that families represent a significant share of attendees, along with youth who enjoy the carnival rides. Additionally, the primary market area for non-Fair events and activities at the Fairgrounds is expected to be within a 20-minute drive time, based on the location of the Fairgrounds site, access to the site, and estimated drive times and other transportation access for local residents.

Table 4: Population Median Age by Drive Time

Median Age 2020	Median Age
Within 10-minute drive	25.8
Within 20-minute drive	32.1
Within 30-minute drive	34.2

Source: ESRI, US Census

Table 5 presents the age segments for the population within 10-minutes, 20-minutes, and 30-minutes of the Fairgrounds for the year 2020. As shown, the student population of FSU and FAMU significantly affects the distribution of the population’s ages, with over 29 percent of the population in the 18 to 29 age range within 30 minutes of the Fairgrounds.

Table 5: Population Age Range by Drive Time

Population Distribution Percentages - 2020						
	0-17	18-29	30-39	40-49	50-64	65+
Within 10-minute drive	17.4%	40.5%	13.1%	7.8%	12.4%	8.8%
Within 20-minute drive	17.2%	35.1%	12.1%	9.4%	14.9%	11.4%
Within 30-minute drive	18.8%	29.4%	12.1%	10.5%	16.8%	12.5%

Source: ESRI, US Census

POPULATION RACE/ETHNICITY

Table 6 shows the 2020 estimated percentage breakdown of the population by race/ethnicity, within 10-minutes, 20-minutes, and 30-minutes of the Fairgrounds. More than 35,000 Black residents live within a 10-minute drive of the Fairgrounds, representing nearly half of the total population within that buffer. More White residents live within a 20- and 30-minute drive of the Fairgrounds.

Table 6: Share of Population by Race/Ethnicity by Drive Time

Race/Ethnicity by Drive Time – 2020								
Market Area	White	Black	American Indian	Asian	Pacific Islander	Other Race	Two or More Races	Hispanic
Within 10-minute drive	39%	48%	0%	3%	0%	1%	3%	7%
Within 20-minute drive	51%	36%	0%	3%	0%	1%	3%	6%
Within 30-minute drive	56%	31%	0%	3%	0%	1%	2%	6%

Source: ESRI, US Census

HOUSEHOLDS AND FAMILIES

Table 7 presents the number of households by drive time to the Fairgrounds.

Table 7: Households by Drive Time

	Households	Average Household Size
Within 10-minute drive	28,186	2.63
Within 20-minute drive	91,724	2.52
Within 30-minute drive	120,382	2.56

Source: ESRI, US Census

Table 8 presents the number of families by drive time to the Fairgrounds.

Although the composition of the family is not clear, it does infer the likelihood that these family units include children and that family-focused events at the Fairgrounds would serve residents near the Fairgrounds, as well as residents who live outside of Tallahassee. These family-

focused events may be another opportunity for Fairground’s event expansion beyond what is currently offered.

Table 8: Family Households by Drive Time

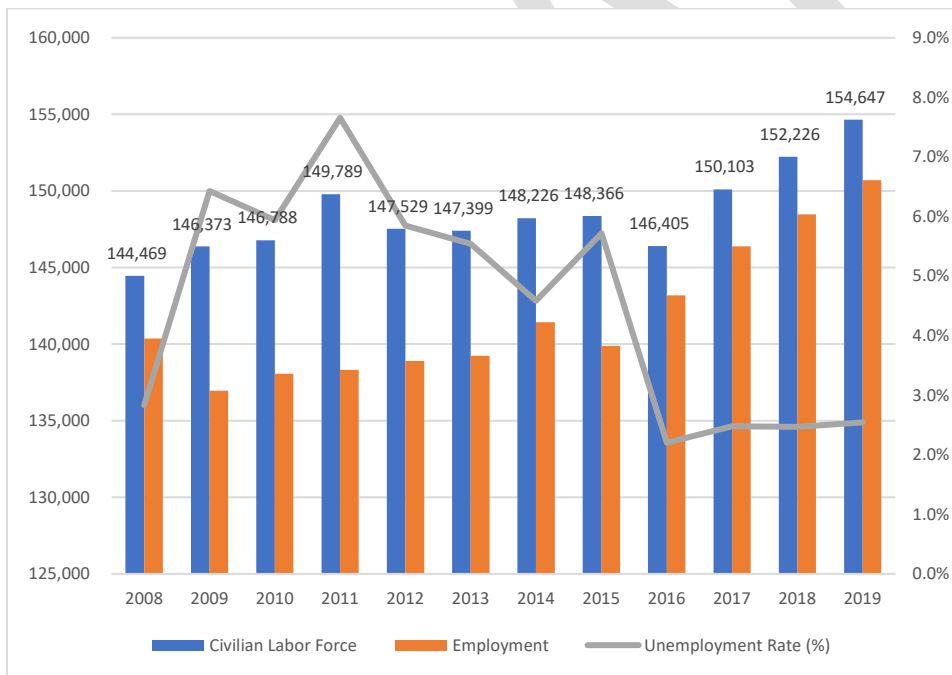
	Families	Average Family Size
Within 10-minute drive	13,035	2.07
Within 20-minute drive	45,074	2.65
Within 30-minute drive	66,333	2.77

Source: ESRI, US Census

LABOR FORCE TRENDS

Labor force is a broad term describing an entire collection of people who are either employed³ or seeking employment. Information related to the Leon County labor force is presented in Figure 17. The unemployment rate held steady at 2.5 percent between 2017-2019. Employment and the labor force have been steadily increasing since 2016 as well. This growth, combined with the population growth the area has been experiencing, presents an opportunity for the Fairgrounds to increase attendance at their events as well as consider an expansion of the events they make available.

Figure 17: Civilian Labor Force, Employment and Unemployment Rate, 2008-2019, Leon County



Source: Federal Reserve Economic Research Division

³ According to the Federal Reserve’s definition, “employed persons consist of: persons who did any work for pay or profit during the survey reference week; persons who did at least 15 hours of unpaid work in a family-operated enterprise; and persons who were temporarily absent from their regular jobs because of illness, vacation, bad weather, industrial dispute, or various personal reasons. Each employed person is counted only once, even if he or she holds more than one job.” <https://fred.stlouisfed.org/categories/32444>

EMPLOYMENT TRENDS

In 2013, businesses in Leon County employed 139,614 people across a variety of industries and occupations. The county added 9,044 employees over five years and in 2018 there were 148,658 people employed in Leon County, based on Current Employment Statistics collected by the Bureau of Labor Statistics. Some of these employees may be residents, while other may commute to the county for work. This amounted to a 6.5 percent growth over five years or 1.3 percent annually. The largest increases in the number of employees were in office & administrative support (+3,235), education (+2,122), material moving (+1,873) and transportation (+1,741) industries over that time period. In terms of percent increases, the largest industries of growth were material moving (+156.0%), transportation (+54.7%) and community & social services (+51.0%). Tables provided in the Appendix provide detail related to employment.

Not all industries in Leon County grew from 2013 to 2018. Employment in food preparation and service decreased (-1,673), as well as management (-923), architecture & engineering (-645) and personal care (-560). The largest percent decreases were in architecture & engineering (-35.2%), farming, fishing, and forestry (-47.4%), law enforcement (-22.0%), installation, maintenance & repairs (-16.2%), and food preparation and service (-15.5%).

LOCATION QUOTIENTS AND INDUSTRY DIVERSITY.

Employment data for Leon County shows an economy with a diverse industry mix and several areas where the county may have a competitive advantage as indicated by location quotients. A location quotient captures the relative intensity of an industry within an area, compared to the surrounding region, state or national intensity. To calculate a location quotient, compare the percent share of employment within an industry to the total number of jobs in the study area and divide that by the percent share of jobs in the surrounding region, state or nationally.

A location quotient greater than one indicates that the area in question has a relatively higher concentration of an industry when compared to the base region. This indicates that the good is an export good and a source of the area's competitive advantage in this industry. This means that the employment productivity in this industry exceeds local demand and that there is an external market to which the excess goods or services are exported. Industries within an area that have a location quotient greater than one are typically good choices for policy makers to promote investment, because their return is typically greater and more sustainable than industries that have location quotients less than one.

An industry with a location quotient less than one is reliant on imports from other regions to support local demand and may be viewed as leakages from the local economy. Investments in these industries typically do not have as great a return and are often not as sustainable, because there is an already established competitive advantage in another external market. One way to think about this is that it is easier and cheaper to grow an industry that is already strong than an industry that is a laggard relative to peer regions.

Table 9 shows the County's employment mix compared to both the national and Florida statewide industry mixes. These location quotients show that there are several strong industry

concentrations in Tallahassee, which give the city a competitive advantage in these areas. Local productivity is exceeding local demand in these industries, and products and services are being exported to meet the demand of external markets.

Notably, with respect to spending related to Fairground’s tourism, entertainment (1.20) and food preparations and serving (1.06) have location quotients greater than one, which indicate that investment and promotion of businesses in these industries and their workforce could have an outsized effect. This further indicates that investment and promotion of the Fairgrounds could support and further the competitive advantage that already exists in the city.

Services present relatively higher location quotients than some other occupations. For example, the Sciences, Legal, Business, and Financial Operations all have location quotients of 1.7 or higher. This may offer an opportunity for the Fairgrounds to target events and activities geared toward these segments of the economy.

Table 9: Location Quotients

Industry	United States	Florida	Leon County	Leon County to National Location Quotient	Leon County to Florida Location Quotient
Life, physical, and social science	0.9	0.6	1.1	1.22	1.94
Legal	0.8	1.1	1.9	2.38	1.74
Business and financial operations	5.6	6.2	10.6	1.89	1.71
Educational instruction and library	6.1	5.0	7.8	1.28	1.55
Community and social service	1.5	1.3	2	1.33	1.54
Computer and mathematical	3.1	2.6	3.7	1.19	1.41
Arts, design, entertainment, sports, and media	1.4	1.2	1.4	1.00	1.20
Management	5.5	5.4	6.3	1.15	1.16
Food preparation and serving related	9.2	9.7	10.3	1.12	1.06
Protective service	2.4	2.8	2.9	1.21	1.04
Farming, fishing, and forestry	0.3	0.2	0.2	0.67	1.03
Personal care and service	2.2	2.1	2	0.91	0.93
Healthcare support	4.4	3.4	3.1	0.70	0.93
Building and grounds cleaning and maintenance	3	3.5	3.2	1.07	0.90
Healthcare practitioners and technical	5.9	6.6	5.9	1.00	0.90
Office and administrative support	13.3	14.7	13.2	0.99	0.90
Architecture and engineering	1.8	1.4	1.2	0.67	0.89
Installation, maintenance, and repair	3.9	4.3	3.7	0.95	0.86

Industry	United States	Florida	Leon County	Leon County to National Location Quotient	Leon County to Florida Location Quotient
Sales and related	9.8	11.2	9	0.92	0.80
Construction and extraction	4.2	4.9	3.6	0.86	0.73
Transportation and material moving	8.5	8.3	5.1	0.60	0.62
Production	6.2	3.5	1.8	0.29	0.51

Source: BLS CES, HDR Analysis

INCOME TRENDS

Along with employment and population, income can be a useful data point to evaluate when thinking about the market for particular goods and services, such as Fairgrounds events. Table 10 presents the estimated 2020 median household incomes by drive times for the Fairgrounds. As shown, household income is significantly less for those residents who live closest to the Fairgrounds. As drive time increases, so do income levels. This suggests that efforts to market the Fairgrounds should be relatively wide, encompassing more than just the downtown Tallahassee area.

Table 10: Median Household Income by Drive Time

Median Household Income	Estimated Median Household Income	Households
Within 10-minute drive	\$35,029	28,186
Within 20-minute drive	\$48,781	91,724
Within 30-minute drive	\$55,879	120,382

Source: ESRI, US Census

The median income of households within 20 minutes of the Fairgrounds, \$48,781, is lower than that same measure for both the United States and State of Florida. The 2020 US median household income was \$68,400 and the 2020 average household income in Florida was \$55,660, according to the U.S. Census Bureau. Part of the discrepancy likely reflects the presence of the large student population of both FSU and FAMU and a relatively more economically-disadvantaged population closer to the Fairgrounds. If the Fairgrounds chooses to expand its event offerings, this data should help identify the types of events that would be affordable to likely visitors.

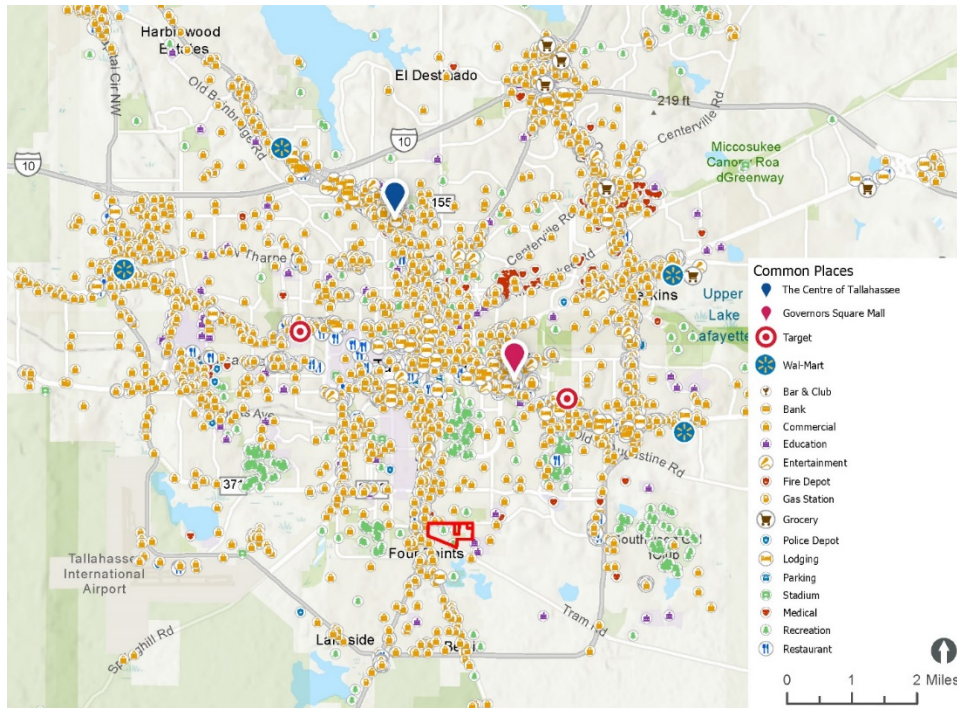
RETAIL

In addition to the commercial and retail areas near the Fairgrounds, Tallahassee has several other retail centers including Governors Square Mall, The Centre of Tallahassee, Walmart, Target, and grocery chains, as shown in Figure 18. The Gaines Street area has also expanded its retail offerings to include local and national businesses.

The retail market is strong in the city and has continued to attract investment over the past decade. Retailers likely benefit from tourists attracted to Tallahassee by the Fairgrounds. Retail real estate vacancy is a bit higher than in cities in the surrounding panhandle region, but net

absorption is also higher which indicates that demand for retail space in the city is strong and healthy. The existing supply largely meets demand although the market continues to grow, and it is expected that investment in this area will continue.

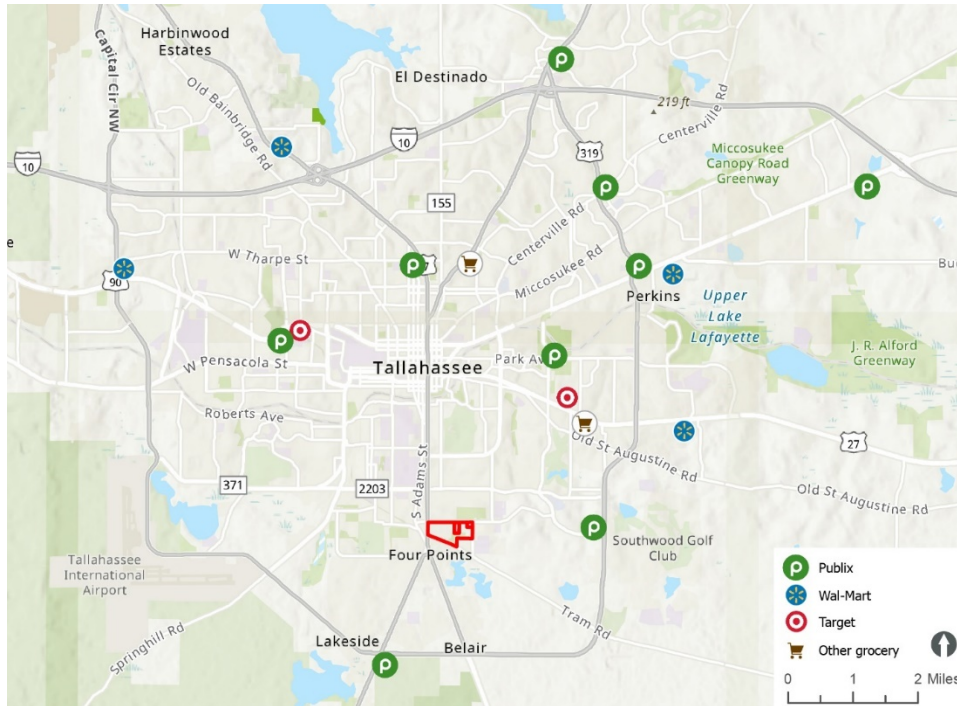
Figure 18: Retail



Source: ESRI, Florida Department of Revenue, Tallahassee-Leon County GIS

There are several grocery stores located near the Fairgrounds that serve the local population and Fairground users, such as those who stay onsite in recreational vehicles. Outlets located close by include Target, Publix, Walmart, Piggly Wiggly, and Save a Lot, as shown in Figure 19.

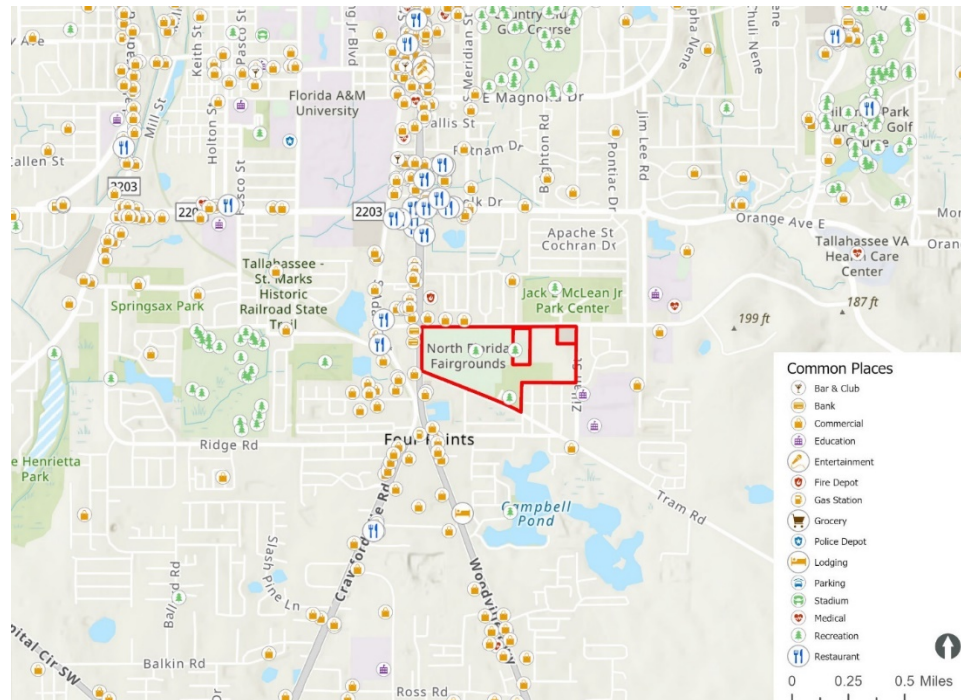
Figure 19: Grocery Stores



Source: ESRI, Florida Department of Revenue, Tallahassee-Leon County GIS

The Fairgrounds is closely surrounded by many retail outlets and some dining establishments, all of which provide additional activities for Fairground's visitors. The greatest concentration of restaurants lies to the north, as presented in Figure 20.

Figure 20: Common Places



Source: ESRI, Florida Department of Revenue, Tallahassee-Leon County GIS

Retail Leakage and Surplus

A retail leakage and surplus analysis was conducted by Buxton in 2020 for Blueprint Intergovernmental that utilized U.S. Census Bureau data to calculate retail leakage and surplus in the North Florida Fairgrounds community. Retail leakage refers to when residents spend more for products than local businesses capture. Retail leakage indicates that the local demand for those goods is not being met by local supply, and residents must spend elsewhere for the product. Conversely, retail surplus indicates that local businesses are selling more of their wares than local residents are purchasing. This indicates that local supply for the goods exceeds local demand and sales are being made to people coming in from elsewhere. A standard measure for these relationships is called the leakage index. An index of 1.0 indicates that local supply perfectly equals local demand, and the market is in equilibrium. An index below 1 indicates a leakage; for example, a leakage index of 0.80 indicates that local demand exceeds local supply by 20 percent, which indicates a leakage. An index above 1.0 suggests that local supply exceeds local demand and indicates that there is a surplus.

In general, the North Florida Fairgrounds community experiences leakages in almost all retail types. The only retail market that experiences a surplus is the Foodservice & Drinking Places industry which has a hefty 1.8, as shown in Table 11. Generally, residents must travel outside of the community more often than not for most types of retail shopping. The complete list of measured industries and their leakage indexes can be found below:

Table 11: Retail Leakage Study Findings

Leakage		Surplus	
Motor Vehicle Parts & Dealers	0.3	Foodservice & Drinking Places	1.8
Furniture & Home Furnishing Stores	0.1		
Electronics & Appliance Stores	0.0		
Building Material, Garden Equip. & Supplies	0.1		
Food & Beverage Stores	0.8		
Health & Personal Care Stores	0.7		
Clothing & Clothing Accessories Stores	0.2		
Sporting Goods, Hobby, Book & Music Stores	0.0		
General Merchandise Stores	0.0		
Miscellaneous Store Retailers	0.1		

Source: Buxton Retail Leakage and Surplus Analysis

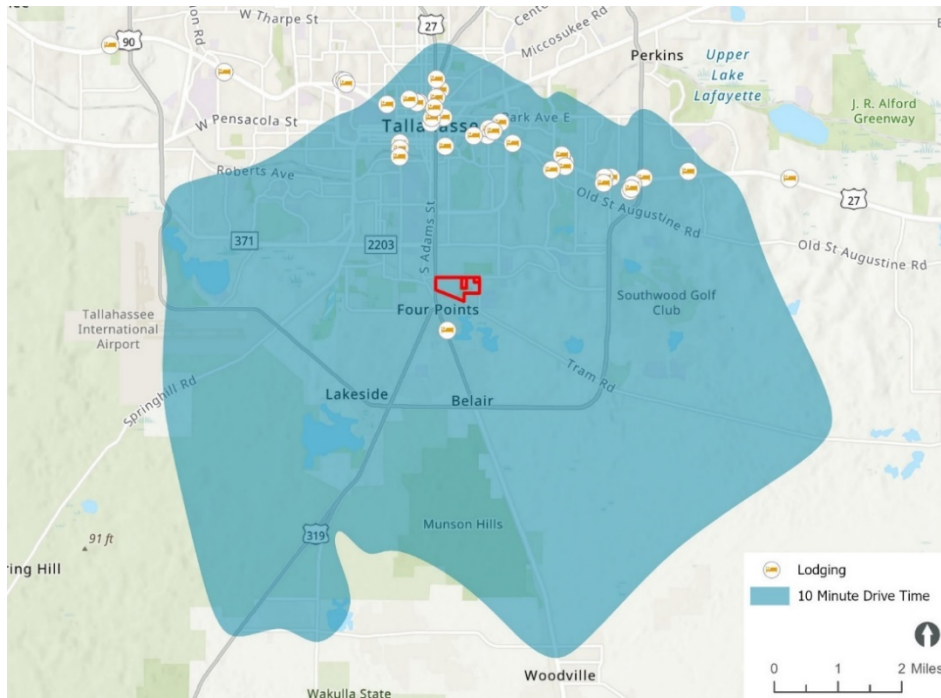
Available Community Resources

Tallahassee offers a significant number of local resources that support the tourism industry logistically and make the city an attractive place to visit in conjunction with the Fairgrounds. As mentioned above, the city offers visitors lodging, shopping, and restaurants, but it also provides other recreational options and entertainment facilities that support, or in some cases compete with Fairground’s activities.

HOTELS/MOTELS

According to the Leon County Division of Tourism Development, the local Convention and Visitors Bureau, there are 6,219 hotel rooms in the Tallahassee metropolitan area. Figure 21 shows the Fairgrounds relative to area’s lodging facilities — both national chain and locally-owned properties within a 10-minute drive from the Fairgrounds. Most are located north of the Fairgrounds area where higher concentrations of other retail are also located.

Figure 21: Hotels and Motels



Source: ESRI, Florida Department of Revenue

Table 12 below presents the preferred lodging facilities for meetings and conventions in the metropolitan area per the Leon County Division of Tourism Development. They include national chains as well as local facilities.

Table 12: Preferred Meeting and Convention Lodging

Hotel	Rooms	Hotel	Rooms
Aloft Hotel Tallahassee Downtown	162	Motel 6 Tallahassee West	101
Autograph Collection Hotel Duval	117	Quality Inn Tallahassee Near University	73
Baymont Inn & Suites Tallahassee Central	134	Red Roof Inn Tallahassee	108
Best Western Tallahassee Downtown Inn & Suites	74	Seven Hills Suites	160
Comfort Suites Tallahassee Downtown	64	Sleep Inn University Tallahassee	78
Courtyard Tallahassee Downtown Capitol	154	Suburban Extended Stay Hotel Tallahassee Near University	120
Double Tree by Hilton Hotel Tallahassee	242	Tallahassee North Inn & Suites	108
Econo Lodge Tallahassee	40	Budget Inn	32
Fairfield Inn & Suites Tallahassee Central	97	Cactus Motel	15
Four Points by Sheraton	164	Days Inn Tallahassee University Center	47
Governors Inn	41	Holiday Inn Express Tallahassee Capitol Univ Area	65

Hotel	Rooms	Hotel	Rooms
Hampton by Hilton Inn Tallahassee-Central	78	Hotel Indigo Tallahassee College Town	143
Hilton Garden Inn Tallahassee Central	85	Residence Inn Tallahassee Universities @ The Capitol	135
Holiday Inn Tallahassee E Capitol - Univ	103	University Motel	56
Home2 Suites by Hilton Tallahassee State Capitol	132	WoodSpring Suites Tallahassee Northwest	121
Homewood Suites by Hilton Tallahassee	94	El Camino Motel	27
Motel 6 Tallahassee Downtown	100	Courtyard Tallahassee North I 10 Capital Circle	93
Quality Inn & Suites Capital District Tallahassee	90	Extended Stay America Tallahassee - Killlearn	59
SpringHill Suites Tallahassee Central	88	Hampton by Hilton Inn & Suites Tallahassee I 10 Thomasville	122
Tru by Hilton Tallahassee Central	90	Hilton Garden Inn Tallahassee	99
Wyndham Garden Hotel Tallahassee Capitol	147	Holiday Inn Express Tallahassee East	134
Baymont Inn & Suites Tallahassee	93	Killlearn Country Club & Inn	37
Best Western Plus Tallahassee Capitol	96	Quality Inn & Suites Tallahassee East I 10	59
Budgetel	28	Residence Inn Tallahassee North I 10 Capital Circle	78
Country Inn & Suites Tallahassee Northwest I 10	65	Tallahassee Inn	100
Days Inn & Suites Tallahassee Conference Center North	120	TownePlace Suites Tallahassee North/Capital Circle	93
Econo Lodge North Tallahassee	82	Hampton Inn & Suites Tallahassee Capitol University	124
Fairfield Inn Tallahassee North I 10	79	Days Inn Tallahassee Government Center	80
Holiday Inn & Suites Tallahassee Conference Center North	132	WoodSpring Suites Tallahassee East	121
Howard Johnson Express Inn Tallahassee	51	Candlewood Suites Tallahassee	114
La Quinta Inns & Suites Tallahassee North	154	Spring Hill Suites Tallahassee North	128
Microtel Inn & Suites by Wyndham Tallahassee	89	Staybridge Suites Tallahassee I 10 East	104

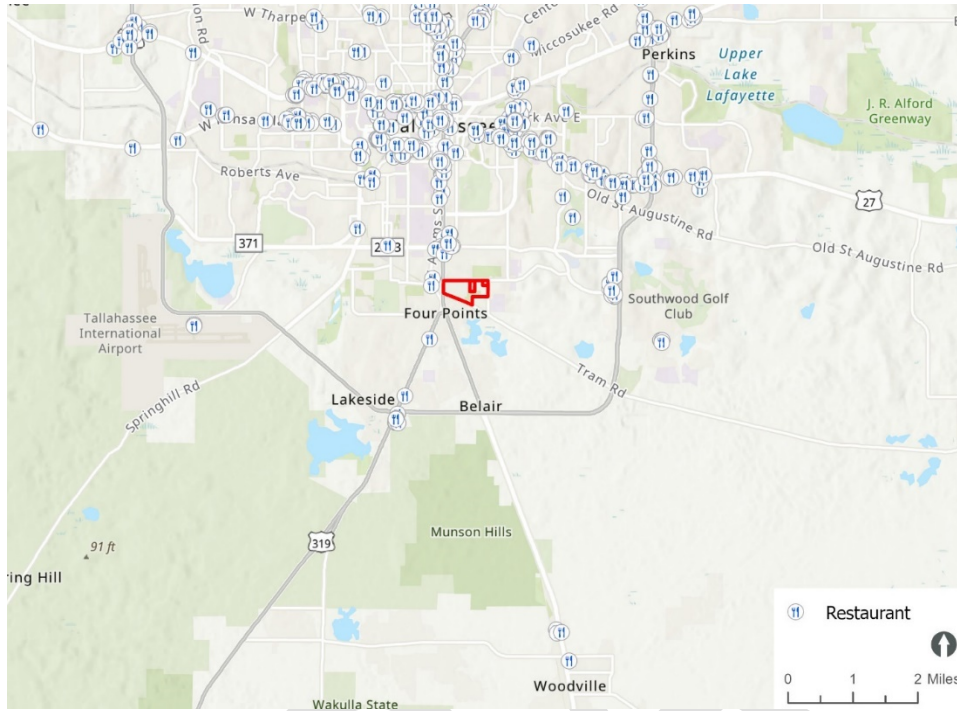
Source: Leon County Division of Tourism

RESTAURANTS

The Fairgrounds is near a variety of eating establishments located along South Monroe Street, as well as along Apalachee Parkway and Tennessee Street, as illustrated in Figure 22. The Gaines Street area, which is also nearby, has recently been renovated. These areas include fast food restaurants, national chain restaurants, locally owned diners, hotel restaurants, coffee shops and similar eating establishments. While many of the restaurants are located to the north

of the Fairgrounds along Apalachee Parkway, a significant number are also available on Monroe Street.

Figure 22: Restaurants



Source: ESRI, Florida Department of Revenue, Tallahassee-Leon County GIS

Area Attractions and Events

In addition to the Fairgrounds activities, there are other attractions in the Tallahassee area that bring visitors to the city. These attractions work in tandem with the Fairgrounds to help make Tallahassee an attractive destination with plenty to do. Table 13 presents some of these other attractions.

Table 13: Other Tallahassee Attractions and Distance from Fairgrounds

Attraction	Distance from Fairgrounds (miles)
Tallahassee Museum	4.8
LeMoyne’s Chain of Parks Art Festival	2.9
Cascade Park	2.2
Florida State University	3.7
Florida A&M University	1.9
Challenger Learning Center	2.8
Florida Historical Capitol Museum	2.4
Tallahassee Automobile Museum	11.3
Wakulla Springs State Park	11.4

Source: Google Maps

In addition, Tallahassee/Leon County residents and visitors have a variety of annual events and activities to choose from, including:

- FSU and FAMU Events
- Jazz and Blues Festival
- Outdoor Activities
- Southern Shakespeare Fest
- Summer Concert Series
- Tallahassee Film Festival
- Winter Festival

Some of these events are held at the Fairgrounds, but others are not. Based on our listening sessions and the venue descriptions that are publicly available, some of these events could be held at the Fairgrounds but may not be due to several factors. For example, a state-of-the-art amphitheater is not available at the Fairgrounds site. This may limit use of the Fairgrounds for concerts, music festivals, and plays. Some other venues offer child-focused features that may provide a competitive advantage to those venues for some events. For example, Cascades provides an interactive water fountain, children's play area, and miles of multi-use trails. City parks are open sun-up to sun-down, and while activity may occur after hours, it is not designed nor encouraged that way.

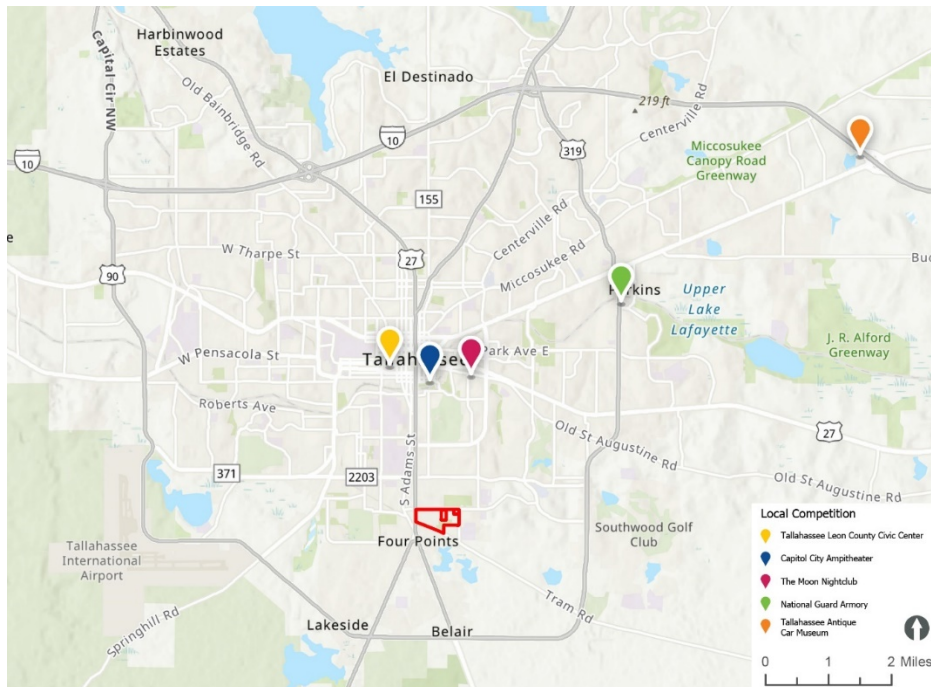
Based on conversations with the Fair Association Board, there are some limitations to their facilities that could be mitigated and potentially offer the opportunity for additional uses, beyond what has traditionally been held at the Fairgrounds. For example, two of the nine buildings are climate-controlled, and it is difficult to hold multiple events as the Fairgrounds and its facilities are presently configured. Building flexibility is also limited; some events may be either too large or too small to use the existing facilities, and there are limited kitchen facilities and restrooms. Ceiling limitations were also mentioned by facility users and the Fair Board, as were limited kitchen facilities and restrooms.

Competitive and Comparable Facilities

While many of the attractions, events and amenities described above complement the Fairgrounds activities, there are others that could compete because they also offer event space. The following are some facilities that are viewed as local competition, based on previous studies and research.

In previous studies, management of the Fair Association Board identified four local event venues as being competition for non-Fair events and activities: Donald L. Tucker Civic Center, Tallahassee Automobile Museum, The Moon nightclub, and the National Guard Armory. Based on additional research, Cascades Amphitheatre may fall into this category. The location of these event facilities, in relation to the Fairgrounds, is shown in Figure 23.

Figure 23: Local Competition



Source: ESRI, Florida Department of Revenue, Tallahassee-Leon County GIS

DONALD L. TUCKER CIVIC CENTER⁴

Formerly the Tallahassee-Leon County Civic Center, the Donald L. Tucker Civic Center (the Civic Center) is owned by Florida State University and operated by Global Spectrum. The Civic Center is a multi-purpose complex comprised of a 12,500-seat arena (home to the FSU Seminoles) and 54,000 square feet of meeting and exhibition space. There are six meeting rooms that can accommodate banquets, receptions, weddings, galas, and trade shows. The Civic Center also has an arena-view restaurant called the Spotlight Grille.

A review of the 2021 events calendar for the Civic Center shows that the Civic Center Exhibit Hall is principally used for FSU-related events, including basketball games. Non-FSU uses of the Exhibit Hall in 2021 included Infinity con Tallahassee!, Tallahassee Beer Fest, and the Alabama 50th Anniversary Tour. The schedule for 2021 is not as fully booked as previous years due to COVID-19 concerns. Layouts of this space are provided in the Appendix to this study.

TALLAHASSEE AUTOMOBILE MUSEUM⁵

Located near the intersection of Interstate 10 and U.S. Highway 90 (Mahan Drive), the Tallahassee Automobile Museum is a privately-owned car museum featuring more than 140 rare vehicles, as well as boat motors, and other items. There are three banquet halls available for events. The Duesenberg Banquet Hall is a 15,000 square foot semi-formal banquet hall that can accommodate 900 people at tables or 1,500 people using a theater-setting layout. Events such as proms, fundraisers, retirement parties, weddings, receptions, and graduations are held

⁴ <https://www.tuckerciviccenter.com/arena-information/about-us>

⁵ <https://tacm.com/venue/>

in this venue. In addition to weddings and private parties, events held at this facility include Bridal Shows, Brewfest, regional trade association banquets and similar activities.

The Tucker and Auburn banquet rooms are smaller. Each is 2,500 square feet and glass-enclosed on three sides from floor to ceiling. Tables and chairs can be arranged to accommodate seating up to 150 people.

THE MOON⁶

The Moon serves as a local nightclub and music venue that produces and rents its facilities for ticketed events. In addition, this venue is available for private rental receptions and banquets. Notably, the site is used to host various farmers who sell goods on the weekends. The Main Room is 26,000 square feet and has capacity for 1,500 people. The new Patio & Silver Moon rooms are each 4,000 square feet and can hold 200 people. Due to the COVID-19 pandemic, The Moon was temporarily closed but has reopened and begun holding events again. During the closure, a new roof, new floors, and a new production booth were installed. Kitchens were also updated, along with the main lobby bathrooms.

CAPITAL CITY AMPHITHEATER⁷

Located in Cascades Park, the Capital City Amphitheater opened in 2014. It is an outdoor venue with 1,500 fixed seats and can accommodate another 1,500 people sitting on grass. The Amphitheater is operated by the City of Tallahassee, and this venue is used by Leon County Division of Tourism Development to stage concerts.

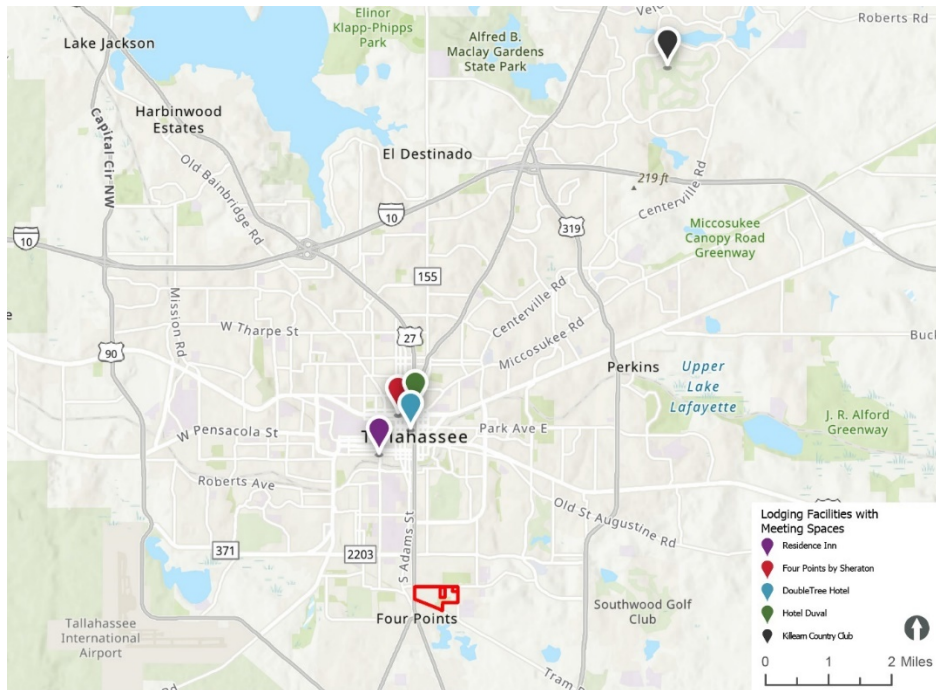
LODGING FACILITIES WITH MEETING SPACES

Five lodging facilities in the Tallahassee area have meeting spaces with more than 2,500 square feet: Residence Inn, Double Tree, Four Points by Sheraton, and Hotel Duval. Proximity to the Fairgrounds is shown in Figure 24.

⁶ <https://www.moonevents.com/>

⁷ <https://www.capitalcityamphitheater.com/>

Figure 24: Lodging Facilities with Meeting Spaces



Source: ESRI, Florida Department of Revenue, Tallahassee-Leon County GIS

STAND-ALONE MEETING SPACES

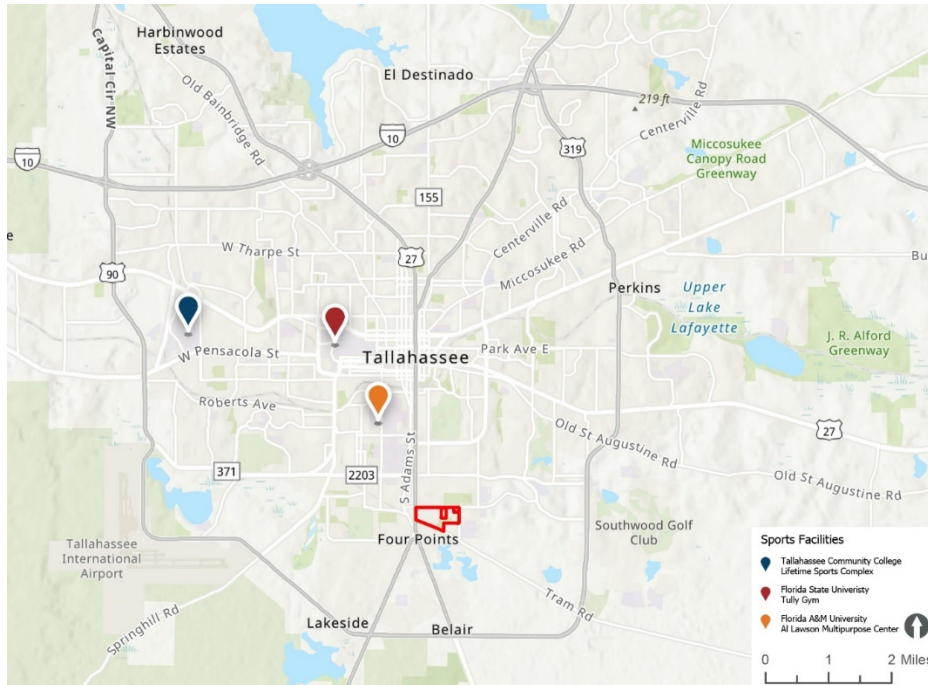
In addition to the facilities identified as direct competition (discussed above), there are other stand-alone facilities in the Tallahassee area that are used for meetings, conferences, and similar events. The largest are Challenger Learning Center, Augustus B. Turnbull III Florida State Conference Center, American Legion Hall, FSU Alumni Center, Tallahassee Community College and Doak Campbell Stadium.

SPORT FACILITIES

Figure 25 shows the location of numerous sports facilities in the Tallahassee area in relation to the Fairgrounds. While some of these may be viewed as competing facilities, many also complement activities at the Fairgrounds.

Discussions with City of Tallahassee Parks and Recreation Athletics Division suggested that there is sufficient outdoor space available to host sporting events, but indoor space is less available.

Figure 25: Sport Facilities



Source: ESRI, Florida Department of Revenue

These venues can accommodate indoor exhibitions and sports activities, including local and regional tournaments:

- Tully Gymnasium at FSU – This facility has four indoor multi-sports courts and one championship volleyball court. The main court has a capacity of about 1,160 people. In addition to FSU sports activities and practices, Tully Gymnasium is rented for basketball and volleyball tournaments.
- Al Lawson Jr. Multipurpose Center at Florida A & M University – this facility, located less than 3 miles from the Fairgrounds, has 4 basketball/volleyball courts that can be rented for sports tournaments, practices, and non-sports activities.
- Tallahassee Community College – The facility has three indoor multi-sport courts that can be used for basketball, volleyball, cheerleading and martial arts.
- Donald L. Tucker Civic Center at Florida State University – The facility features a 12,500-seat arena where basketball games, and other events, are held,

Assessment of Current Real Estate Conditions

The Fairgrounds plays an important role in the Tallahassee environment as a driver of business that supports retail spending and employment both directly and indirectly. Tallahassee is home to a diversified and growing economy that supports the Fairgrounds in making the city an attractive tourist destination in its own right and also benefits from tourists who are drawn to the city for events put on by the Fairgrounds. This attraction has contributed to a robust demand for both retail and residential real estate development in the area, and the continued success of the

Fairgrounds depends in part on the city's ability to meet this demand, which could include new construction outside of the Central Business District.

Based on real estate reports available for the area, as of 2020, the vacancy rate in the office building market was 6.3 percent in the Tallahassee Central Business District (CBD), which includes the area around the State Capital Complex. This is relatively higher than its nearby panhandle neighbors of Panama City (2.4 percent) and Pensacola (2.8 percent). The vacancy rate for office real estate in the Tallahassee suburbs is similarly high at 9.4 percent. Net absorption in the CBD was negative 49,674 SF over the trailing 12 months in the CBD but when combined with the suburb market was positive at 88,675 SF.

Market analyses reviewed for this study suggest that the industrial market is stable. Vacancy is low at 2.2 percent, and there is limited construction in Tallahassee. The average asking lease rate in Tallahassee is middle of the road when compared to the panhandle region.⁸ Some real estate professionals in Tallahassee indicate that there is an insufficient amount of land available for industrial uses. Because the Fairgrounds property does not access I-10 or a major arterial corridor, this property is not likely to be suitable for the types of industrial uses even if those uses are in demand.

Retail investment was strong from 2014 to 2019, although prices per SF decreased slightly. Overall that market has been strong with high demand. Retail vacancy in Tallahassee is higher than in surrounding panhandle markets, at 6.1 percent, although net absorption was the highest in the region with 126,483 square feet. That capital investment may have expanded the supply quicker than it was met by demand, but that gap appears to be closing. There was still more than 30,000 square feet of new retail development under construction as of 2019.⁹

The residential picture is mixed. One source noted that housing supply is expected to grow about 1.75x the national growth rate,¹⁰ but another source¹¹ indicates that supply is very low and outstripped by demand. During 2021, and based on analyses conducted by area real estate development professionals, the median home value has appreciated 16 percent¹² and the new construction share of the market increased to nearly 14 percent in the first quarter.¹³ About 60-70 percent of houses that are on the market are already under contract, based on these same

⁹ CBRE. *Post-Covid Rebound: Industrial and Retail Demand Accelerate*. Marketview Florida Panhandle, H2 2020. March 2021.

⁹ CBRE. *Shopping Center Investment Sales and Retail/Commercial NNN Investment Sales*. Marketview CBRE Capital Markets. 2020.

⁹ [Tallahassee Real Estate Market 2021 Forecast | Tallahassee.com Community Blogs](#)

¹⁰ CBRE. *Shopping Center Investment Sales and Retail/Commercial NNN Investment Sales*. Marketview CBRE Capital Markets. 2020.

¹² <https://www.fortunebuilders.com/tallahassee-real-estate-and-market-trends/>

¹³ <https://www.manausa.com/blog/new-construction-report-may-2021/>

sources.¹⁴ Housing supply growth does not appear to be meeting increasing demand in this area, suggesting an opportunity for even more residential development.

Private Development Opportunities

In addition to analyzing the economic and demographic characteristics of residents and potential consumers of Fairgrounds events, HDR was tasked with assessing opportunities for private development of the Fairgrounds property. While there has been some limited interest in the Fairgrounds site, meetings with Office of Economic Vitality (OEV) suggest that there is no private development interest currently.

Summary of Factors Affecting Demand for Fairground Facilities

Based on the review of the various factors that affect demand for facilities at the Fairgrounds (site location, market area characteristics, support services and competitive factors), we noted the following:

- The Fairgrounds is located in a highly visible and easily accessible location within the Tallahassee/Leon County area;
- There are a variety of facilities available at the Fairgrounds, though there are limitations related to ceiling height and building flexibility;
- The Socio-Economic makeup of the local market, with low median household incomes (reflecting both university student population and an economically-disadvantaged resident population in close proximity to the Fairgrounds), may preclude many more locally focused consumer shows or other high-admission cost events;
- The Donald L. Tucker Civic Center offers superior size and quality of exhibition and meeting spaces, making it the most competitive event facility for the Fairgrounds;
- The Tallahassee/Leon County market area has sufficient entertainment facilities and events to complement Fairground's activities;
- There are a number of events and activities that complement activities at the Fairgrounds;
- Planned new facilities in the Tallahassee area will not impact current or future Fairground events/uses;
- The Fairground's climate-controlled indoor space totals 24,000 square feet, with nearly 90,000 square feet of other covered space available, along with a 24,000 square foot cattle barn;
- Parking availability exceeds other venues in the market area, estimated to accommodate 300 cars based on the shared parking lot capacity for Gene Cox Stadium.

Market Opportunities and Operating Focus

The North Florida Fairgrounds plays an important role in the Tallahassee community by providing important recreational facilities and entertainment options to both locals and visitors. It

¹⁴ <https://www.manausa.com/blog/new-construction-report-may-2021/>

supports the local economy, which has been strong and growing in recent years prior to the recent COVID-19 pandemic. Post-pandemic, we anticipate its role will continue to grow, as both population and employment growth is expected for the County.

EXISTING FAIRGROUNDS FACILITIES ADVANTAGES

The Fairgrounds is located proximate to restaurants, retail, and accommodations, which offer tourists some of the amenities they need when visiting for an event in the City or at the Fairgrounds itself. These same businesses help make Tallahassee an attractive place to live. While the Fairgrounds is an important piece of the local community, some targeted improvements to the site would expand the types of events the facilities can accommodate and potentially enhance its contribution to the community.

In addition to proximity to supporting amenities and businesses, the existing Fairgrounds site offers multiple street frontages, compatible land uses, and parking spillover that can be handled on adjacent commercial sites. It is also used as a community assistance center for the local community (Food Bank Events) and as a training facility and staging area for federal and local emergency responders as well as for local law enforcement. Its location in the City of Tallahassee makes this site a good location for these types of public services.

POTENTIAL IMPROVEMENTS TO EXISTING FAIRGROUNDS

The Fairgrounds facilities have limited use due to current condition, age and size. There are also larger, more flexible event facilities available in the Tallahassee area. Based on conversations with the Fair Association Board, area residents and businesses, several potential improvements were identified. Some were relatively small, while others are relatively significant, but it is unclear when they will be completed. For example, Fair Association Board members indicate that the asphalt on the facility needs resurfacing. Leon County is responsible for this maintenance item per the lease, but there is no provision in the lease regarding timing. In addition, the walkways could use improvement. This would improve flow on the Fairgrounds site, as well as potentially improve access and support beautification, though it may not increase attendance or associated event revenues.

Other projects identified include water and electric line improvements. The Fair Association Board also mentioned that additional fencing would increase the attractiveness of the property, and this improvement was identified during the 2014 study as well. The Fair Association Board has paid approximately \$250,000 on decorative aluminum fence to-date, but it is only partially completed. During our listening sessions, landscaping improvements also were highlighted as potentially improving the existing facility, as were building façade investments.

The Fair Association also suggested that a more versatile building could offer the opportunity to increase rental income. A lack of flexible space was also mentioned during listening sessions held with businesses. Both indicated that sometimes the space is too large or too small to accommodate certain types of events. It is also difficult to hold multiple events at the same time. The Fair Association suggested that a larger, but more flexible, space could be more beneficial than the existing facilities.

With improved, expanded and/or more flexible space, it is likely that Fairgrounds' offerings could be enhanced to include new consumer and public shows, as well as trade and industry shows. While the site already hosts regional RV rallies, information obtained through listening sessions indicates there is an opportunity to expand these events. Vendors who already use the space suggested that additional rest room facilities located in other areas of the Fairgrounds and improved showers would be useful, particularly for large RV and other events. The need for additional kitchen facilities was also mentioned by residents and users of the existing facilities, as well as improved lighting. A fenced dog park, business incubator for area residents, were also suggestions. Other improvements included pest control, notably fire ants and flies.

Residents offered suggestions on improving the way the site looks, but they also suggested that they might consider the space more often if they knew more about availability and rates. While this information is posted on the Fairgrounds website,¹⁵ some residents may have limited access to a computer and more visible signage at the Fairgrounds might support additional use.

The existing Fairgrounds is financially viable and has grown over time in terms of events offered and revenues collected. In the absence of a new, more flexible facility, expansion of event offerings may be somewhat limited, based on the Fair Association Board's experience. Nonetheless, the existing facility is well-located, particularly for the North Florida Fair. There is parking available on the site, as well as along the adjacent streets. Revenues collected from the Fair have increased over time, primarily from admission fees and exhibition space.

MARKET OPPORTUNITIES

Based on the factors that affect demand for the Fairgrounds (i.e., location, area economics and demographics, competitive factors, usage trends), as well as listening sessions with residents, businesses and Fairgrounds tenants, there are several expanded and new market opportunities that may exist for facilities at the North Florida Fairgrounds:

- More of what is already offered: There may be opportunities to hold additional dog shows and RV jamborees at the Fairgrounds.
- Less of what is already offered: Residents expressed concern about the number of gun shows being held at the Fairgrounds.
- Sport facilities: While sport fields and other facilities have been mentioned as potential market niches for the Fairgrounds, there is concern about their financial viability. While it is possible and likely that new sport facilities would be used, as there is a demand for indoor spaces, their maintenance and operation will require additional funds that may require a public subsidy to support.
- Resident-supportive Uses: Residents indicated that a business incubator or other activity at the Fairgrounds would be useful to the community in general. There was some concern about new facilities and uses, primarily because there is significant vacant property available in the surrounding area.

¹⁵ <https://northfloridafair.com/facility-calendar-rental-info/>

FINANCIAL CONDITION OF THE FAIRGROUNDS

As shown in Table 14, total operating revenue for the North Florida Fair Association was \$1.5 million in 2019, an increase of approximately \$47,000 from 2018. \$606,798 of this revenue was generated by Midway fair rides. Another \$495,258 was collected through admission fees. Combined, this accounts for approximately 73 percent of total revenues.

When compared to the past five years, several sources of revenue experienced their highest values in 2019 – fair admission (\$495,258), fair exhibit rental (\$123,668), and “other income” (\$39,577) all exceed other years.

Revenues in 2019 covered all operating expenses, which totaled \$1.3 million. As compared to 2018, repairs and maintenance expenses decreased by nearly \$20,000. The primary driver of the reduction was related to electrical expenses, which totaled \$15,096 in 2018 and only \$4,642 in 2019. This decrease was nearly offset by an increase in grounds repairs and maintenance totaling \$16,653 in 2019, up from \$4,587 in 2018.

Merchant fees and e-tickets expenses nearly doubled, and depreciation and amortization also increased, but generally most expense categories were similar across years. Overall, the excess of revenue over expenses increased since 2018, from \$171,017 to \$194,520.

While the financial condition of the Fairgrounds has been historically stable, COVID did impact revenues. With the loss in rentals and decision to cancel the annual fair, cash reserves are down about \$600,000, according to Mark Harvey, Manager of the North Florida Fair. Indications are that things are returning to normal, however, and the Fair Association Board is optimistic.

Table 14: Fairgrounds' Operating Revenues & Expenses

	2019	2018
Operating Revenue		
Fair Rides/Midway	\$606,798	\$620,667
Fair Admission	\$495,258	\$425,950
Facilities Rental	\$242,975	\$275,095
Fair Exhibit Rental	\$123,668	\$111,556
Other Income	\$39,577	\$28,004
Total Operating Revenue	\$1,508,276	\$1,461,272
Operating Expenses		
General & Administrative	\$650,749	\$657,003
Fair Entertainment	\$84,400	\$77,700
Fair Premiums – Schedule I	\$59,014	\$58,096
Repairs & Maintenance – Schedule I	\$79,580	\$91,949
Utilities & Telephone	\$154,745	\$155,017
Depreciation & Amortization	\$148,563	\$129,093
Advertising	\$59,389	\$59,339
Midway Cost	\$16,239	\$16,216
Merchant Fees & Etix	\$41,757	\$21,322

Equipment Rental	\$15,320	\$18,520
Scholarships	\$4,000	\$6,000
Total Operating Expenses	\$1,313,756	\$1,290,255
Excess of Revenue over Expenses	\$194,520	\$171,017

Source: North Florida Fair Association Financial Statements, December 31, 2019.

DRAFT

Chapter 3: Economic Impact Analysis

Purpose of Economic Impact Analysis

This economic impact analysis was conducted to help relay the importance of the existing Fairgrounds and its events on the economy. It provides estimates of the spending associated with Fairgrounds' events and operations, as well as the multiplier impacts of additional rounds of spending. This section provides an overview of key concepts in economic impact analysis, outlines the methodology of estimation of these impacts, and discusses input assumptions.

Key Concepts in Economic Impact Analysis

Economic impact analysis (or assessment) is a type of conceptual analysis that identifies and quantifies the economic activity that is generated or can be attributed and linked to the investment project, government policies, events, etc. being evaluated. These projects, policies, or events have some underlying change in the stream of expenditures in an economy and lead to a change in the demand for goods and services. This has implications on the number of jobs and other measures of economic activity in the local, regional, and national economy.

Traditionally, economic impact analysis involves the estimation of three distinct types of economic activity, commonly referred to as "direct effects," "indirect effects," and "induced effects" that are attributable to a stream of incremental capital or operating expenditures. These are defined as follows:

- Direct effects refer to the initial economic effects occurring as the result of capital or operating expenditures directly related to the project, policy, or event being evaluated. Direct spending results in the employment of workers, business output, and sales of locally produced goods or services.
- Indirect effects refer to the "spin-off" economic activities that result from purchases of production inputs, goods, and services, by businesses that are impacted by the initial expenditures. The spending by the supplier firms on their labor, production inputs, goods, and services that they require creates output of other firms further down the production chain, bringing about additional business output, employment, and earnings. The sum of these effects across the supply chain is the indirect impact.
- Induced effects represent the increase in business output, employment, and earnings over and above the direct and indirect impacts, generated by re-spending of employment income derived from direct and indirect employment. Induced impacts are thus changes in economic activity that are the result of personal (household) spending for goods and services by employees comprising the direct and indirect impacts.
- Total economic impact is the sum of the direct, indirect, and induced effects for the project being evaluated.

Each of the direct, indirect, and induced effects defined is estimated in terms of various measures of economic activity that include the following:

- Output, the total gross value of all business revenue. Output represents the total sum of all economic activity that has taken place in connection with the project. This is the broadest measure of economic activity.

Indirect and induced impacts are often referred to as “multiplier effects,” since they increase the overall economic impacts of the original expenditure that initiated the rounds of spending and effects described above.

In addition, an investment project, event, or government policies may result in various other impacts and broader socio-economic benefits affecting broader local and regional economies. These may include additional enabled economic activity, or improvements in productivity and competitiveness, improved quality of life in the affected region, or improved socio-economic profile of the affected region. Benefits like these are not fully captured in an economic impact analysis, though they contribute to the broader economy. In this Report, we provide a range of economic impact estimates that reflect how the North Florida Fairgrounds stimulates economic activity in the region. Specifically, we examine the economic impact of Fairgrounds’ visitors’ spending, as well as operations and maintenance activities at the Fairgrounds. It should be noted that the study’s estimates rely on a variety of assumptions; the goal of the analysis is to provide a general understanding of the role that the Fairgrounds’ events and operations play in the overall economy.

Economic Activity Related to Visitor Spending and Maintenance & Operations of Fairgrounds

The direct, indirect, and induced impacts discussed above are typically estimated based on project or program financial and engineering information using input-output modeling approaches. An input-output model captures and quantifies the flows of goods and services between various industries in an economy. The indirect multipliers from such models provide an aggregate measure of the effect that each \$1 of revenue of an industry has on all other industries in the economy, which arise through supply-purchase relationships. Induced multipliers account for the spending of employees. The economic impacts of visitors who come to the Fairgrounds, as well as the expenditures associated with operation and maintenance of the facility, are estimated using multipliers extracted from IMPLAN (Impact analysis for PLANning).

IMPLAN is an economic impact modeling tool used for forecasting the effect of a given economic change in the economy’s activity on the local, regional, and national economy. The change is specified in terms of incremental expenditures. The model is based on classic input-output modeling approaches combined with social accounting matrices and multipliers. It consists of a software package with data sets at various levels of geography (all of US/ national average, state, county, zip code), which are loaded into the software depending on the specific project and desired geographic area of impact assessment.¹⁶

¹⁶ IMPLAN was originally developed in the 1970s for the US National Forest Services for economic impact projections of alternative uses of US public forest resources. In later years, IMPLAN was improved and updated to make it more functional and relevant for a wider range of projects and users. IMPLAN is now widely used and recognized by government organizations, academia, advisory

The methodology of the estimation of economic impacts with IMPLAN involves the following key steps:

- Step (1): Identify the streams of expenditures directly resulting from the proposed project-related activity (or the number of jobs that would be involved in various activities) and classify them into industrial sectors;
- Step (2): Identify IMPLAN industries that most closely correspond to the industrial sectors of expenditures listed in Step (1) (based on North American Industrial Classification System [NAICS] codes concordance);
- Step (3): Extract multipliers from the IMPLAN software data for the respective geographies for which the analysis is conducted; and
- Step (4): Construct an Excel-based input-output model that combines multipliers with expenditure and employment data to simulate direct, indirect, and induced impacts of construction and operations of the finished facility.

The streams of expenditures identified as directly resulting from the proposed project and taken into account in this assessment include the following two categories:

1. Fairgrounds' visitor spending; and,
2. Incremental costs related to the operations and maintenance of the Fairgrounds' facility.

Visitor spending is calculated using Leon County Division of Tourism estimates for visitor spending in Tallahassee for fiscal years 2019 and 2020. These estimates were used to calculate per-visitor-spending and then applied to the average annual expected attendance of the annual Fair.

The per-visitor-spending estimates reflect a sample of Tallahassee tourists and are not specific to Fairgrounds' activities, which include: dog, boat and gun shows; church and public events; the annual fair; craft shows; RV jamborees; and a variety of other activities. While visitor spending at each event would be expected to vary – spending associated with a boat show is likely to be higher than spending at a church-sponsored event – conducting surveys at each different event was not included in this Phase 1 study's scope. In addition, this level of detail is not collected by the Fair Association Board. As a result, the average Tallahassee tourist spending number was utilized in the economic impact analysis, adjusted to reflect the type of visitor (e.g., day-tripper or one who requires accommodations) and other factors unique to the Fairgrounds (e.g., RV site rental costs of \$30/night may be less than a hotel room).

The incremental operations and maintenance costs included in the analysis represent an assessment of costs or labor requirements to operate the Fairgrounds, based on information presented in the annual fiscal report for the Fair Association Board.

services, and business organizations. Currently, IMPLAN is operated by the Minnesota IMPLAN Group (MIG). In addition to updating and improving the databases and software, MIG holds regular training sessions, biannual user conferences, and maintains a collection of papers that have used IMPLAN. More information about the company, software, help, and support can be found at <https://implan.com/>.

Input Assumptions

FAIRGROUND VISITOR SPENDING

It is estimated that the average spending per visitor is \$279.18, based on the findings of the Leon County Division of Tourism’s Economic Impact of Tourism Report. This estimate includes spending at restaurants, on accommodations, retail, transportation, entertainment, groceries, and other expenses. Table 15 presents the per-visitor spending by type of expenditure for FY2019, FY2020, and the average, based on the Visit Tallahassee report. While an out-of-town visitor would likely spend across all these categories, a day-tripper or visitor with friends or family in the area would not. Someone visiting the area but staying with a friend might not require accommodations, for example. In this case, that individual would likely spend less than this average.

Table 15: Estimated Per-Visitor Spending by Expenditure Category

	Total		Average
	FY2019	FY2020	
Per Visitor Restaurant Spending	\$64.13	\$68.38	\$66.26
Per Visitor Accommodations Spending	\$54.28	\$57.87	\$56.08
Per Visitor Shopping Spending	\$50.32	\$53.65	\$51.98
Per Visitor Transportation Spending	\$32.69	\$34.85	\$33.77
Per Visitor Entertainment Spending	\$28.78	\$30.68	\$29.73
Per Visitor Groceries Spending	\$22.50	\$23.99	\$23.25
Per Visitor Other Spending	\$17.54	\$18.70	\$18.12
Per Visitor Spending	\$270.24	\$288.13	\$279.18

Source: Leon County Division of Tourism – Visit Tallahassee, Economic Impact of Tourism Report, Fiscal Year 2020 (October 2019 –September 2020)

In addition to these differences in tourists (i.e., those requiring accommodations, those visiting friends and family, day-trippers), we also recognize that the average Leon County tourist may spend differently than a person attending an event at the Fairgrounds. The existence of RV hook up facilities, for example, may make it more likely for a Fairgrounds’ event visitor to stay on-site, rather than in a hotel. We also recognize that a person who stays at the RV facilities on the Fairgrounds’ property may be inclined to cook some meals in their RV, which means that those visitors would potentially spend less per visit on restaurants. As a result, we adjusted our per-visitor spending assumptions as shown in Table 16. We assume that all Fairgrounds’ event attendees who require accommodations will spend no more than the standard RV rental rate of \$30 per night – a relatively conservative assumption since some attendees of some events (e.g., dog shows, antique shows) may in fact stay in a hotel that is likely to be more than \$30 per night.¹⁷ Further, we assume that all Fairgrounds’ event visitors will spend half as much on restaurant meals as the average Leon County tourist – another very conservative assumption. This reflects our assumption that visitors staying in RVs may cook more of their own food in their RV than the typical Leon County tourist. It also reflects our assumption that food prices at

¹⁷ <https://northfloridafair.com/r-v-camping-sites/>

Fairgrounds' events may be less than the typical restaurant. These revisions result in an average Fairgrounds' event visitor spend of \$219.98, though not every Fairgrounds' visitor will spend across all these different categories. Those requiring accommodations will, but day-trippers and those attendees visiting family and friends will not.

Table 16: Adjusted Per-Visitor Spending by Expenditure Category for Fairgrounds' Event Attendees

	Adjusted
Per Visitor Restaurant Spending	\$33.13
Per Visitor Accommodations Spending	\$30.00
Per Visitor Shopping Spending	\$51.98
Per Visitor Transportation Spending	\$33.77
Per Visitor Entertainment Spending	\$29.73
Per Visitor Groceries Spending	\$23.25
Per Visitor Other Spending	\$18.12
Per Visitor Spending	\$219.98

For the economic impact analysis, average annual Fair attendance is assumed to be 115,000 visitors based on a range of 110,000-120,000 attendees over the past five years. It should be noted that the 2021 Fair had closer to 130,000 visitors, which suggests that this assumption is likely conservative.¹⁸ Regarding non-Fair events, the Fair Association Board does not generally attend nor request reports from the renters as to their attendees. As a result, data related to visitors at non-Fair events is not available.

The study team estimated non-Fair visitors based on listening sessions with event holders, the number and duration of events, and RV hookups. We assume 90 percent capacity on the RV hookups onsite with an average of two people per RV. Overall, we estimate that visitors to all events at the Fairgrounds is approximately 202,600 annually when combined with the average annual Fair attendance. This estimate was shared with the Fair Association Board; our non-Fair visitor estimate of 80,000-90,000 may be conservative based on feedback from the Board, which suggested that non-Fair attendance could approach 100,000 annually.¹⁹

As explained above, not all visitors are from out of town and require accommodations. As a result, the total attendance estimate was allocated across different types of visitors, consistent with data available from the Leon County Division of Tourism – Visit Tallahassee. Based on this information, we assume that 60 percent of Fairgrounds' visitors stay in paid accommodations, 24 percent stay with friends or relatives and 16 percent are day trippers. Total visitors by type assumed for the analysis are presented in Table 17 below.

¹⁸ The official fair attendance in 2019 was 111,000 and 2021 attendance was 130,000. According to the Fair Association Board, it usually ranges over the last 5 years between 110,000 and 120,000.

¹⁹ Fair Association Board Director, Mark Harvey, indicates that non-fair visitors may be closer to 100,000 annually.

Table 17: Fairgrounds' Event Visitors by Type

Type of Visitor	Average	Total Estimated Visitors by Type
Total Visitors	100%	202,600
Visitors in Paid Accommodations	60%	121,030
Visiting Friends and Relatives	24%	48,718
Day Trippers	16%	32,852

Visitors in paid accommodations were allocated spending in all categories, visitors staying with friends or family were allocated spending in shopping, transportation, entertainment, and other, while day trippers were allocated spending in those same categories plus restaurants. Table 18 summarizes the spending by expenditure category, based on Fairgrounds' event attendance, assumptions related to type of visitor (i.e., day tripper, visitors staying with friends or family, out-of-town visitors requiring accommodations), and the adjusted per-visitor spending by spending category presented in Table 16. As shown below, Fairgrounds' event visitors are estimated to spend \$38.6 million annually in restaurants, hotels, and other services in the area.

Table 18: Estimated Total of Visitor Expenditures

Expenditure Category	Amount, \$M 2020 Dollars	IMPLAN Industry Classification
Restaurants	\$5.1	509 – Full-service restaurants
Accommodations	\$3.6	507 – Hotels and motels, including casino hotels
Shopping	\$10.5	411 – General merchandise stores
Transportation	\$6.8	418 – Transit and ground passenger transportation
Entertainment	\$6.0	504 – Other amusement and recreation industries
Groceries	\$2.8	406 – Food and beverage stores
Other	\$3.7	412 – Miscellaneous store retailers
Total	\$38.6	

FACILITY OPERATIONS AND MAINTENANCE

Facility operations and maintenance spending at the Fairgrounds was provided by the North Florida Fairgrounds and accounts for direct spending by the Fairgrounds. This information is included under expenses in the annual financial report. Reported expenses fall in the following categories:

- Wages & salaries
- Insurance
- Fair Entertainment
- Premiums
- Repairs & Maintenance
- Depreciation & amortization
- Advertising
- Utilities & telephone
- Equipment rental
- Retirement

- Office supplies & printing
- Other

The annual fiscal report provided by the Fairgrounds includes information on spending in the categories listed above for the years 2014 to 2019. Table 19 links expenditures to IMPLAN Industry Classifications.

Table 19: Summary Visitor Spending and Industry Classification

Expenditure Category	Amount, \$M 2020 Dollars	IMPLAN Industry Classification
Salaries and Wages	\$0.41	525 – Private households
Insurance	\$0.08	445 – Insurance agencies, brokerages, and related activities
Fair Entertainment	\$0.07	504 – Other amusement and recreation industries
Premiums	\$0.06	445 – Insurance agencies, brokerages, and related activities
Repairs and Maintenance	\$0.10	60 – Maintenance and repair construction of nonresidential structures
Depreciation and Amortization	\$0.11	456 – Accounting, tax preparation, bookkeeping, and payroll services
Advertising	\$0.06	465 – Advertising, public relations, and related services
Utilities and Telephone	\$0.14	433 – Wired telecommunications carriers
Equipment Rental	\$0.02	453 – Commercial and industrial machinery and equipment rental and leasing
Retirement	\$0.0	439 – Nondepository credit intermediation and related activities
Office Supplies/Printing	\$0.01	470 – Office administrative services
Other	\$0.13	478 – Other support services
Total	\$1.20	

Results of Economic Impacts Simulations

This section presents the results of the analysis of economic activity generation due to Fairgrounds' visitor spending. The results are presented separately for each spending category.

ECONOMIC IMPACT OF VISITOR SPENDING

Tables 20, 21, and 22 show the economic impact of average annual Fairgrounds' visitor spending. Table 23 presents the average annual economic impact of Fairgrounds operations and maintenance. For the first three tables, these impacts have been broken out to show the specific impacts for visitors in paid accommodations, those staying with friends or relatives, and day trippers. Overall visitor and O&M spending of \$39.8 million is estimated to generate approximately \$79.2 million in economic impact.

The total average annual spending from visitors staying in paid accommodation is \$26.6 million and is estimated to generate a total of \$52.9 million of output annually.

Table 20: Economic Impact of Tallahassee Visitors in Paid Accommodations

Impact Type	Direct Effect \$M	Indirect Effect \$M	Induced Effect \$M	Total Effect \$M
Restaurant Spending	\$4,009,556	\$1,576,769	\$3,088,310	\$8,674,636
Accommodations Spending	\$3,630,910	\$748,197	\$1,819,448	\$6,198,555
Shopping Spending	\$6,291,298	\$3,624,660	\$3,072,083	\$12,988,041
Transportation Spending	\$4,086,996	\$2,405,047	\$1,689,556	\$8,181,599
Entertainment Spending	\$3,598,397	\$822,749	\$1,977,045	\$6,398,192
Groceries Spending	\$2,813,748	\$1,254,372	\$1,971,009	\$6,039,129
Other Spending	\$2,193,307	\$1,081,888	\$1,109,449	\$4,384,644
Total Effects – Avg. Annual	\$26,624,213	\$11,513,683	\$14,726,900	\$52,864,796

The total average annual spending from visitors staying with friends or relatives is \$6.5 million and is estimated to generate a total of \$12.9 million of output annually.

Table 21: Economic Impact of Tallahassee Visitors Staying with Friends or Relatives

Impact Type	Direct Effect \$M	Indirect Effect \$M	Induced Effect \$M	Total Effect \$M
Restaurant Spending	\$0	\$0	\$0	\$0
Accommodations Spending	\$0	\$0	\$0	\$0
Shopping Spending	\$2,532,413	\$1,459,021	\$1,236,594	\$5,228,029
Transportation Spending	\$1,645,124	\$968,095	\$680,091	\$3,293,309
Entertainment Spending	\$1,448,450	\$331,178	\$795,813	\$2,575,441
Groceries Spending	\$0	\$0	\$0	\$0
Other Spending	\$882,864	\$435,488	\$446,583	\$1,764,935
Total Effects – Avg. Annual	\$6,508,851	\$3,193,783	\$3,159,080	\$12,861,714

The total average annual spending from day trippers is \$5.5 million and is estimated to generate a total of \$11.0 million of output annually.

Table 22: Economic Impact of Tallahassee Day Trippers

Impact Type	Direct Effect \$M	Indirect Effect \$M	Induced Effect \$M	Total Effect \$M
Restaurant Spending	\$1,088,331	\$427,989	\$838,273	\$2,354,593
Accommodations Spending	\$0	\$0	\$0	\$0
Shopping Spending	\$1,707,674	\$983,857	\$833,868	\$3,525,399
Transportation Spending	\$1,109,351	\$652,812	\$458,603	\$2,220,766
Entertainment Spending	\$976,728	\$223,322	\$536,638	\$1,736,688
Groceries Spending	\$0	\$0	\$0	\$0
Other Spending	\$595,339	\$293,661	\$301,142	\$1,190,143
Total Effects - Average Annual	\$5,477,422	\$2,581,642	\$2,968,525	\$11,027,590

Table 23 shows the economic impact of average annual operations and maintenance spending associated with the Fairgrounds. The Fairgrounds has annual expenses of approximately \$1.2 million which generates a total of \$2.4 million in output annually.

Table 23: Economic Impact of Fairgrounds Operations and Maintenance

Impact Type	Direct Effect	Indirect Effect	Induced Effect	Total Effect
Salaries and Wages	\$406,091	\$295,383	\$99,725	\$801,199
Insurance	\$81,715	\$26,408	\$37,255	\$145,378
Fair Entertainment	\$67,970	\$15,541	\$37,344	\$120,855
Premiums	\$57,941	\$18,725	\$26,416	\$103,082
Repairs and Depreciation	\$103,727	\$70,051	\$45,784	\$219,562
Depreciation and Amortization	\$113,464	\$79,865	\$65,670	\$258,999
Advertising	\$63,862	\$27,457	\$49,399	\$140,718
Utilities and Telephone	\$141,271	\$71,434	\$79,032	\$291,737
Equipment Rental	\$20,856	\$9,106	\$13,819	\$43,782
Retirement	\$4,674	\$5,114	\$2,132	\$11,920
Office Supplies/Printing	\$12,251	\$7,233	\$8,482	\$27,965
Other	\$129,544	\$64,567	\$61,718	\$255,829
Total Effects - Average Annual	\$1,203,365	\$690,884	\$526,776	\$2,421,025

SENSITIVITY ANALYSES

Economic analyses generally rely on a number of key assumptions. For example, this economic impact analysis is based on the tourist spending amounts and patterns of a sample of Tallahassee visitors, rather than the spending patterns of all visitors to all events held at the Fairgrounds. The economic impact estimates also rely on non-Fair visitor estimates. As a result, it is often helpful to provide sensitivity analyses that reflect how a change in a key assumption

impacts the final results, and to then provide a range of estimates that reflect the uncertainty associated with inputs.

Based on only North Florida Fair attendance (115,000 annually), the economic impact of this event is estimated to be \$43.6 million. Visitors requiring accommodations account for \$30 million of this impact. Visitors visiting family and friends and day-trippers account for \$7.3 million and \$6.3 million, respectively.

If we assume 202,600 annual visitors to Fairgrounds' events, but if we assume that Fairgrounds' event visitors spend half as much as the typical Leon County tourist (approximately \$110/visitor), our total economic impact is \$38.4 million. Nearly \$26 million of this would be associated with visitors who require accommodations. Visitors staying with family account for \$6.4 million and day-trippers \$5.5 million.

As a result of these sensitivity analyses, it is reasonable to assume that Fairgrounds' events, operations and maintenance spending, generate approximately **\$40 million to \$79 million** in annual economic impact, with the \$40 million estimate being very conservative.

Economic Impacts of other Fairs

In addition to conducting an economic impact analysis for the existing Fairgrounds' operations and events, the study team did a high-level review of similar studies conducted for other fairs across the country.

NORTH TEXAS STATE FAIR & RODEO

The North Texas State Fair & Rodeo in Denton, TX, has an annual attendance of 150,000. This report relies on IMPLAN multipliers to describe how significant the impact of visitor spending in Denton County is. The estimated impact of about \$4.1 million in visitor and operations spending is about \$7.6 million in economic activity, labor income, property income and local taxes.

The study also estimates what impact the construction of a new exposition center would have. They optimistically estimate that there would be 150,000 new annual visitors and that total visitor spending would increase to almost \$10 million annually and generate about \$16.5 million in economic activity, labor income property income and local taxes. The report also includes the expected impact of construction spending on the exposition center using IMPLAN multipliers.²⁰

IOWA STATE FAIR

The Iowa State Fair was cancelled in 2020 due to the COVID-19 pandemic, which caused a significant loss of consumer spending and had a significant effect on the state's economy. Industries such as retail, accommodation and food services and entertainment were severely affected by the cancellation. The fair draws more than one million visitors annually, generates \$110 million in spending in the Des Moines economy. The fair also usually sees hotels running

²⁰ Seman, Michael. *North Texas State Fair & Rodeo: The Economic Impacts of Existing Activities and Preliminary Feasibility Assessment for New Fairgrounds and Expo Center*. Center for Economic Development and Research. University of North Texas. July 2009.

at 80-100% capacity for the duration of the fair. The cancellation of the fair highlighted the significance it has on the local economy.²¹

OREGON COUNTY FAIRS

Oregon has a network of county fairs throughout the state that occur every year and draw locals and tourists who spend at the fairs and in the local communities. County fairs are important contributors to local economies, many of which are in small rural towns. In Oregon, their aggregate economic footprint was \$52 million spurred by \$34 million in spending by fair goers. County fairs generated 5 to 10 times greater impacts than the cost to operate them. A report from Oregon State University suggests a conservative estimate of \$15 in spending per attendee. The study suggests that additional data could determine that this impact is actually more significant than the study estimated.²²

WALWORTH COUNTY FAIR

The Walworth County Fair has been held annually for 160 years. A study from the University of Wisconsin-Whitewater relies on IMPLAN multipliers to calculate the economic impact of county-fair related spending. The study calculates direct, indirect and induced effects related to spending at the fair. All multipliers are over 1. The direct impact of the fair is estimated to be \$6.3 million, generating 77.3 jobs with \$1.3 million in annual income. The study determined that the indirect effect was not as high as expected but suggests this was due to leakage out of the county.²³

ECONOMIC IMPACT OF SPECIFIC FAIR IMPROVEMENTS

While it is useful to understand the relative magnitude of fair activities for comparison purposes, it is also important to understand the economic activity generated by fairs that made discrete investments to improve their events and facilities.

In Minnesota, for example, the 2018 Minnesota State Fair and its operations generated \$268 million in economic impact for the Twin Cities.²⁴ Other analyses related to this fair estimate that over a three-year period, more than \$40 million in economic impact was attributable to several key capital improvements:

- Construction of a \$4.5 million International Bazaar and restroom complex;
- A new \$1.3 million Moo Booth and Milking Parlor educational cattle exhibit;
- New roofs for the historic Livestock Pavilion and Swine Barn;
- Ongoing renovation of the Warner Coliseum;
- Improved amenities for guests; and

²¹ Akin, Katie & Porter, Sierra. *Beyond the fairgrounds: Economic impact of canceled Iowa State Fair over \$100 million*. Des Moines Register. June 2020.

²² Sorte, Bruce. *Oregon County Fairs: An Economic Impact Analysis*. Oregon State University. May 2007.

²³ Kashian, Russ. *Walworth County Fair: An Economic Impact Analysis*. University of Wisconsin-Whitewater. 2009.

²⁴ <https://assets.mnstatefair.org/pdf/19-msf-economic-impact-one-sheet.pdf>

- Significant improvements to the State Fair's utilities and technology infrastructure.²⁵

In Iowa, 105 County & Regional Fairs generated \$167 million in economic activity in 2020.²⁶ A \$5 million investment in various capital improvements on the Iowa fairgrounds generated an additional \$35 million in statewide economic impact resulting from the improvements, above the \$167 million²⁷ generated by the fair itself in 2020.

Should the Fairgrounds study evolve into subsequent phases, additional information related to the investments made to other fairs, as well as their economic impact, may be useful in identifying specific investments in the existing site that are most likely to be most impactful economically.

Key Findings of Economic Impact Analysis

As compared to other fairs, the Fairgrounds' visitor, operating, and maintenance spending generates proportionally similar economic impacts as other fairs around the country. Targeted investments to improve fair facilities around the country appear to have had a significant additional economic impact, suggesting that similar, focused investments at the existing North Florida Fairgrounds could generate additional economic impacts by supporting new or expanded fair uses.

Overall, \$39.8 million in direct spending by visitors and operations and maintenance activities at the Fairgrounds is estimated to generate \$79.2 million in economic impact. The largest share of these impacts is associated with visitors staying in paid accommodations, \$52.9 million. It is worth noting that day trippers account for roughly \$11 million of the overall economic impact. Some of these day trippers are likely to live in Tallahassee and, in the absence of the Fairgrounds events, might spend their incomes on other events and businesses in the city. Assuming that all day trippers live in Tallahassee, \$68 million in economic impact would still be generated by Fairgrounds' activities, based on the estimates developed for this study. This analysis, combined with the sensitivity tests described previously, suggests that Fairgrounds' events, operations and maintenance support \$40 million to \$79 million in economic impact each year.

²⁵ <http://readme.readmedia.com/Improvements-to-State-Fairgrounds-Result-in-40-Million-in-Economic-Impact/1057918>

²⁶ <https://www.iowafairs.com/pdf/EconomicImpact.pdf>

²⁷ <https://www.iowafairs.com/pdf/EconomicImpact.pdf>

Chapter 4: Site Evaluation Analysis

Purpose of Site Evaluation

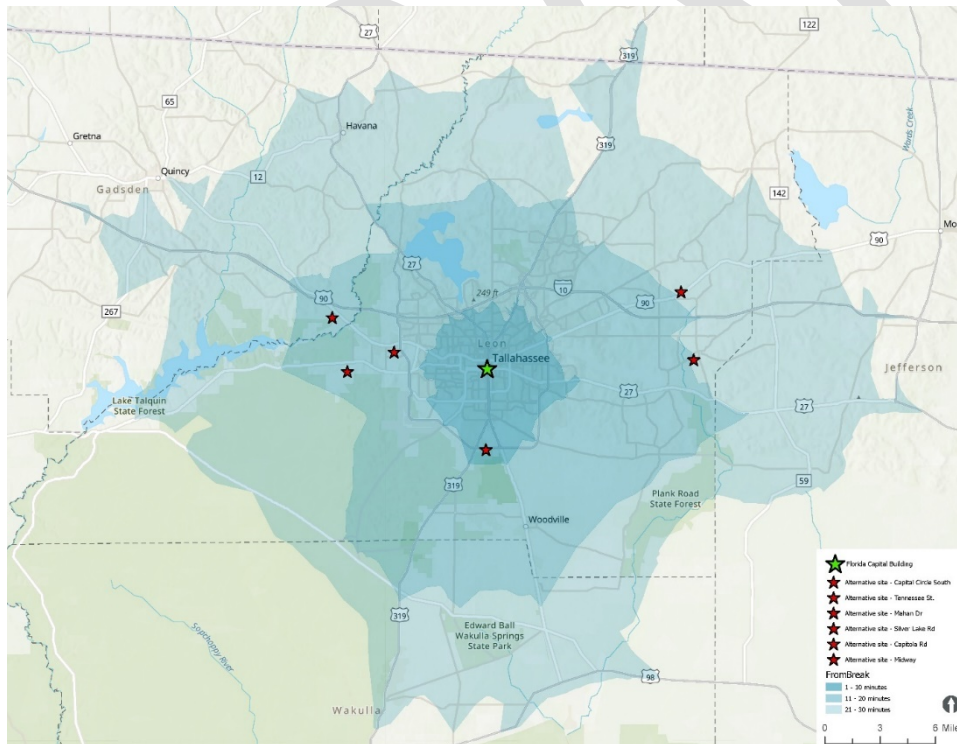
A desk-top site evaluation was performed to explore the potential of sites for the relocation and/or development of the North Florida Fairground operations. There were six (6) candidate alternative sites assessed as part of this effort:

- Capitola Site
- Mahan Site
- Midway Site
- Silver Lake Site
- Tennessee Site
- Capital Circle South Site

Five (Capitola, Mahan, Silver Lake, Tennessee, Capital Circle South) of the six (6) alternative sites are located in Leon County, while one (Midway) alternative site is located in Gadsden County, just west of Leon County. The figure below shows the locations of all six (6) sites and their drive time from the Florida State Capitol Building in Tallahassee.

The sites were selected for evaluation in consultation with the Office of Economic Vitality. At the time of the evaluation, all sites except the Capital Circle South site were on the market and identified as appropriately large to accommodate existing Fairgrounds' activities. Figure 26 presents the location of these sites.

Figure 26: Sites' Locations and their Drive Time from the Florida State Capitol



Approach to Site Evaluation

Based on information regarding the current Fairground’s operations and potential need for parking to support larger-scale events and activities in the future, the following criteria was developed to evaluate the suitability of alternative sites.

- Upland Acreage – Acreage unconstrained by wetlands and floodplain with potential to support existing operations and future expansion.
- Proximity & Visibility – Limited distance to I-10 and central Tallahassee (State Capitol);
- Site Access – Potential for multiple points of access along higher capacity roadways.
- Adjacent Land Uses – Limited potential for conflicts with residential land uses on surrounding properties.

Table 24: Minimum Acreage to Support Operations

Area Use	Acreage
Exhibition Area	11.0
Midway Area	8.5
Paved Parking (shared with Gene Cox Stadium)	4.5
Grass Parking	23.0
Overflow Parking	5.0
Maintenance Facilities	3.0
Overall	55.0

The existing condition of each site was assessed, with a focus on location, distance from central Tallahassee and I-10 interchanges, physical and environmental constraints, topography, site access, and compatibility with surrounding land uses and development .

Capitola Site Evaluation

SITE ADDRESS AND LOCATION

The Capitola site is located in the east side of Leon County, with a street address of 10701 Capitola Rd, Tallahassee, FL 32317. An overview of the Capitola Site is presented below.

Figure 27: Capitola Site Overview



GENERAL CONDITIONS

The site is mostly vacant land with a 6,000 square foot warehouse on two fenced acres. Adjacent land uses include recreation/open space and vacant. Dirt roads run adjacent to the site's west border from north to south, and east to west at the warehouse. Florida Gas Transmission Company gas pipeline runs in the south-west/north-east direction south of the alternative site.

REGIONAL DRIVING TIME/DISTANCE

The site is 13.9 miles away from current North Florida Fair via US-27/Apalachee Parkway, and 13.1 miles away from the State Capitol via US-27 S/Apalachee Parkway. The site is also 6.4 miles away from the I-10/Gamble Road interchange and 8 miles away from the to I-10/Mahan Drive interchange.

SITE ACCESS

The site is directly accessible from Capitola Road a rural local roadway, with an approximate annual average daily traffic (AADT) of 6,400 and is approximately 1,358 feet of frontage to the site. The site is also indirectly accessible through the dirt roads that run through the site to/from

adjacent properties. The length of frontage along Capitola Road may permit 2-3 points of access. Capitola Road is a two-lane roadway with no existing potential to accommodate queuing.

DEVELOPABLE AREA

The site is mostly flat with few changes in elevation. Table 25 below shows the site’s acreage and developable area characteristics, while Figure 28 presents the physical constraints for the site.

Table 25: Developable Area Characteristics – Capitola Site

Developable Area Characteristics	Area in Acres	Percentage of Total Acreage
Total Acreage	81.42	-
Upland Acreage (Total less Wetlands)	72.81	89%
Upland Acreage (Total less Wetlands + Floodplain)	28.56	35%
Wetlands	8.61	11%
Floodplain	44.25	54%

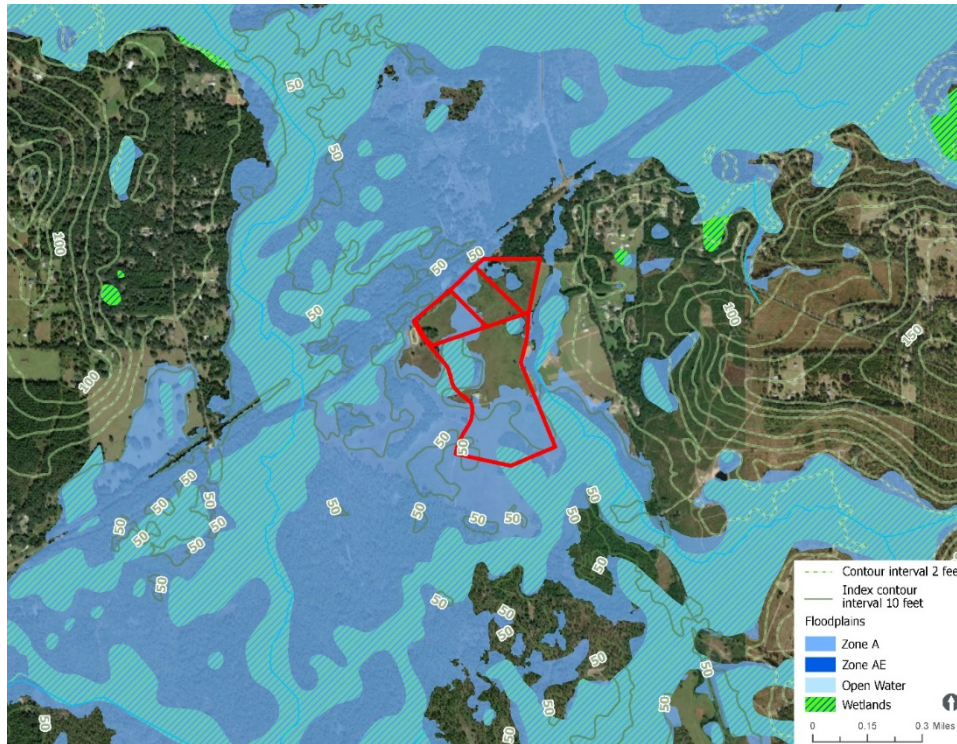
EXISTING AND FUTURE LAND USE

The site’s existing land use is vacant, while the adjacent sites’ land uses include recreation/open space and vacant land uses. The site’s future land use is rural, while adjacent sites’ future land uses include recreation/open space, rural, and rural community.

Adjacent to the site on the west and south sides is the L. Kirk Edwards Wildlife and Environmental Area, which is managed by the Florida Fish and Wildlife Conservation Commission and is owned by the Board of Trustees of the Internal Improvement Trust Fund of the State of Florida (TIITF) – the entity that holds title to state-owned lands in Florida. North of the site is the St. Marks Headwaters Greenway county park managed by Leon County Parks & Recreation. Conservation land may present a conflict for the Fairgrounds’ operations.

Maps showing the Capitola site’s topography, access, drive time, slope, existing land use, future land use, total population, and population density can be found in the Appendix.

Figure 28: Capitola Site Constraints



SUITABILITY SUMMARY

The Capitola site is located 13 miles from central Tallahassee and 6.4 miles from the I-10/Gamble Road interchange. The site is in a rural area with access from Capitola Road, a two-lane rural local roadway. The site is 81.4 acres but only 28.56 acres is located outside designated wetlands and floodplain.

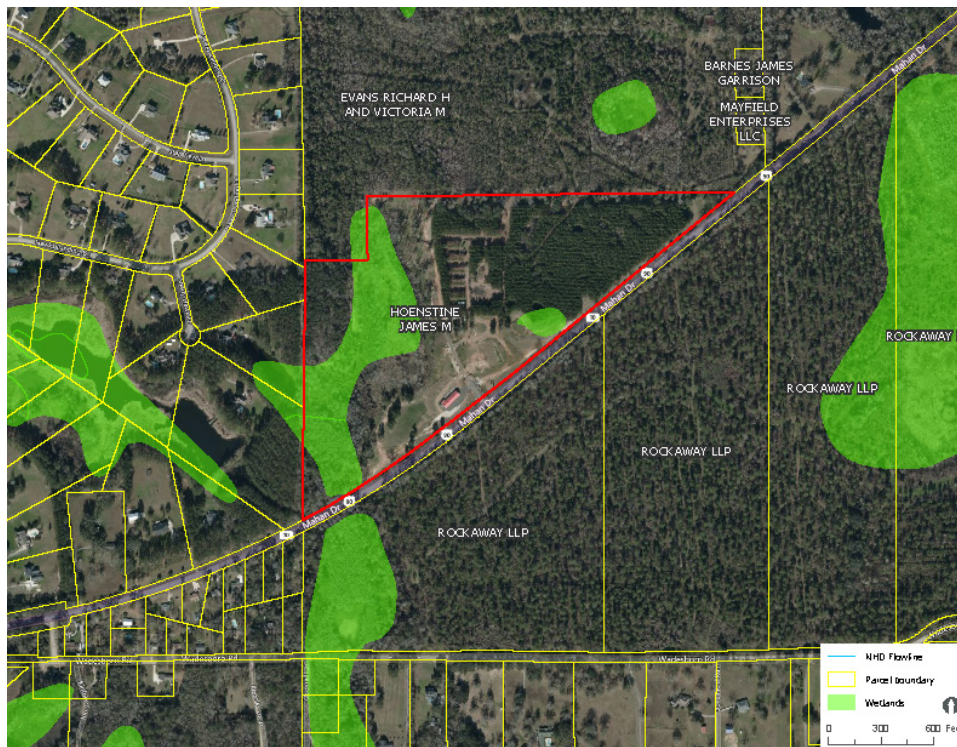
The site has been identified as a poor candidate for relocation of the Fairgrounds due to the modest amount of upland area, distance from central Tallahassee and I-10, and frontage along a two-lane rural roadway.

Mahan Site Evaluation

SITE ADDRESS AND LOCATION

The Mahan site is located in the north east quadrant of Leon County, with a street address of 10050 Mahan Drive, Tallahassee, FL 32309. Figure 29 shows an overview of the Mahan Site.

Figure 29: Mahan Site Overview



GENERAL CONDITIONS

The site is covered with woodlands and approximately 7.9 acres of the site is vacant land. A dirt road run through the middle of the site in the north-south direction. Adjacent land uses include residential and vacant land uses.

REGIONAL DRIVING TIME/DISTANCE

The site is 14.5 miles away from the current North Florida Fair via US-90/Mahan Drive, and 12.6 miles away from the State Capitol via US-90/Mahan Dr. The site is also 3.3 miles away from the I-10/Mahan Drive interchange and 8 miles away from the I-10/Gamble Road interchange.

SITE ACCESS

The site is directly accessible from Mahan Drive a rural minor arterial roadway, with an AADT of 5,400 and is approximately 3,518 feet of frontage to the site. The length of frontage along Mahan Drive may permit 5-7 points of access. Mahan Drive is a two-lane roadway with no existing potential to accommodate queuing.

DEVELOPABLE AREA

Elevation varies throughout the site by about 50 feet from lowest to highest point, and the lowest areas are wetlands. This site may require clearing, as the majority is covered by woodlands.

Table 26 shows the site’s acreage and developable area characteristics, while Figure 30 shows the physical constraints for the site.

Table 26: Developable Area Characteristics – Mahan Site

Developable Area Characteristics	Area in Acres	Percentage of Total Acreage
Total Acreage	52.1	-
Upland Acreage (Total less Wetlands)	41.37	79%
Upland Acreage (Total less Wetlands + Floodplain)	19.85	38%
Wetlands	10.73	21%
Floodplain	21.52	41%

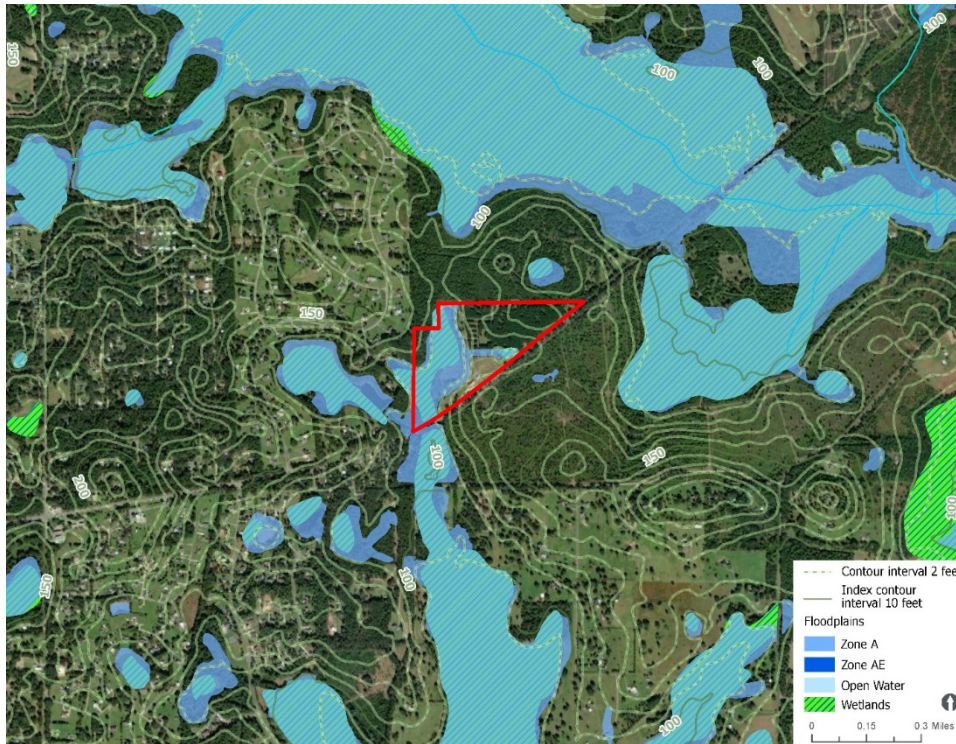
EXISTING AND FUTURE LAND USE

The site’s existing land use is vacant, while the adjacent sites’ land uses include residential and vacant land uses. The site’s future land use is rural, while adjacent sites’ future land uses include rural and urban fringe.

The site is surrounded by undeveloped land to the north, south and east, and residential properties to the west. Surrounding land ownership belongs to the Rockaway LLP to the South, and Evans Richard H and Victoria M to the North.

Maps showing the Mahan Site’s topography, access, drive time, slope, existing land use, future land use, total population, and population density can be found in this Report’s Appendix.

Figure 30: Mahan Site Constraints



SUITABILITY SUMMARY

The Mahan site is located 12.6 miles from central Tallahassee via US 90/Mahan Drive and 3.3 miles from the I-10/Mahan Drive interchange. The site is 52.1 acres but less than half (19.85 acres) is unconstrained by the presence of designated wetlands or floodplain. The site is in a largely rural area with access from Mahan Drive, a two-lane, rural minor collector.

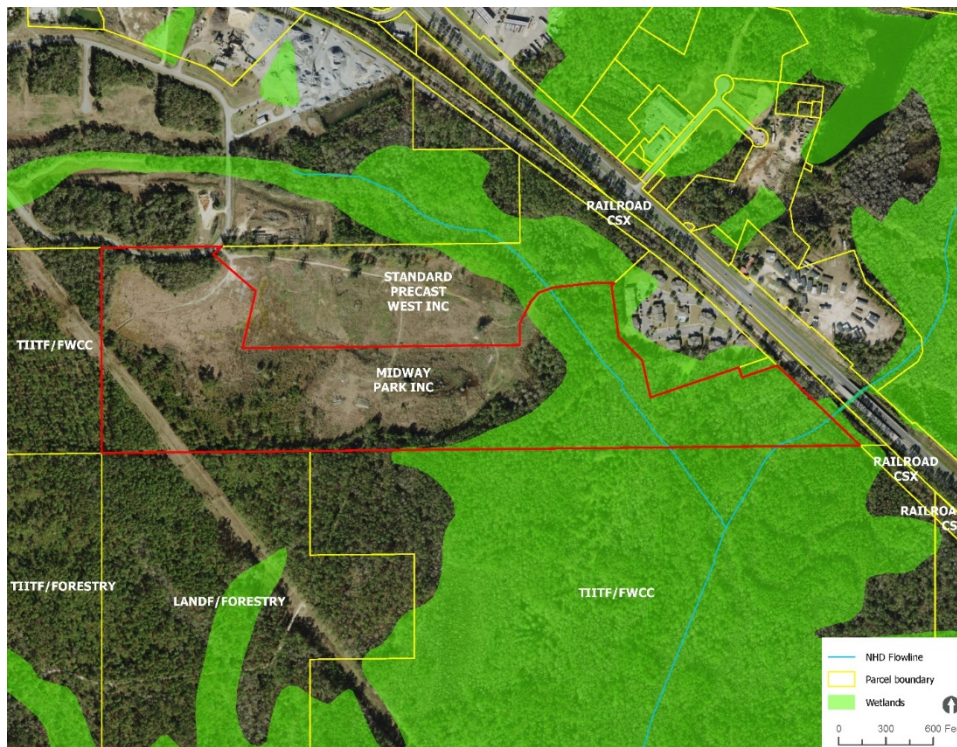
The site has been identified as a poor candidate for relocation of the Fairgrounds primarily due to the limited amount of site area available for fairgrounds operations and parking. Other factors limiting the site's appropriateness include distance from central Tallahassee and frontage along a rural roadway.

Midway Site Evaluation

SITE ADDRESS AND LOCATION

The Midway site is located west of Leon County, with a street address of Business Park Road, Midway, FL 32343. The figure below shows an overview of the Midway Site.

Figure 31: Midway Site Overview



GENERAL CONDITIONS

The site is mostly undeveloped. The site is also constrained by the Midway Branch stream which runs through the west quadrants of the site.

REGIONAL DRIVING TIME/DISTANCE

The site is 12.1 miles away from the current North Florida Fair via US-90/Mahan Drive, and 11.1 miles away from the State Capitol via US-90 W. The site is also one mile away from the I-10/Memorial Blue Star Highway interchange, 5.3 miles away from the I-10/Capital Circle NW interchange and 9 miles away from the I-10/US 27 interchange.

SITE ACCESS

The site has frontage along Memorial Blue Star Highway, an Urban Minor Arterial roadway with an average annual daily traffic (AADT) of 18,100. The site is also indirectly accessible through the dirt roads that run through the site to/from adjacent properties. There is no current vehicular access to Memorial Blue Star Highway. Future access may be limited due to rail tracks running along Blue Star Highway and bridge over Midway Branch. Business Park Road appears to act as the main access to the site. Points of access to the site are very limited, with only 730 feet of frontage that may be obstructed by bridge over Midway Branch. The property is potentially

accessible through Business Park Road, while access from Memorial Blue Star Highway is limited.

DEVELOPABLE AREA

The site is mostly flat with very little variation in elevation. Limited access to the site limits site’s visibility from major roadways. Table 27 shows the site’s acreage and developable area characteristics, while Figure 32 shows the physical constraints for the site.

Table 27: Developable Area Characteristics – Midway Site

Developable Area Characteristics	Area in Acres	Percentage of Total Acreage
Total Acreage	81.34	-
Upland Acreage (Total less Wetlands)	55	68%
Upland Acreage (Total less Wetlands + Floodplain)	14.02	17%
Wetlands	26.34	32%
Floodplain	40.98	50%

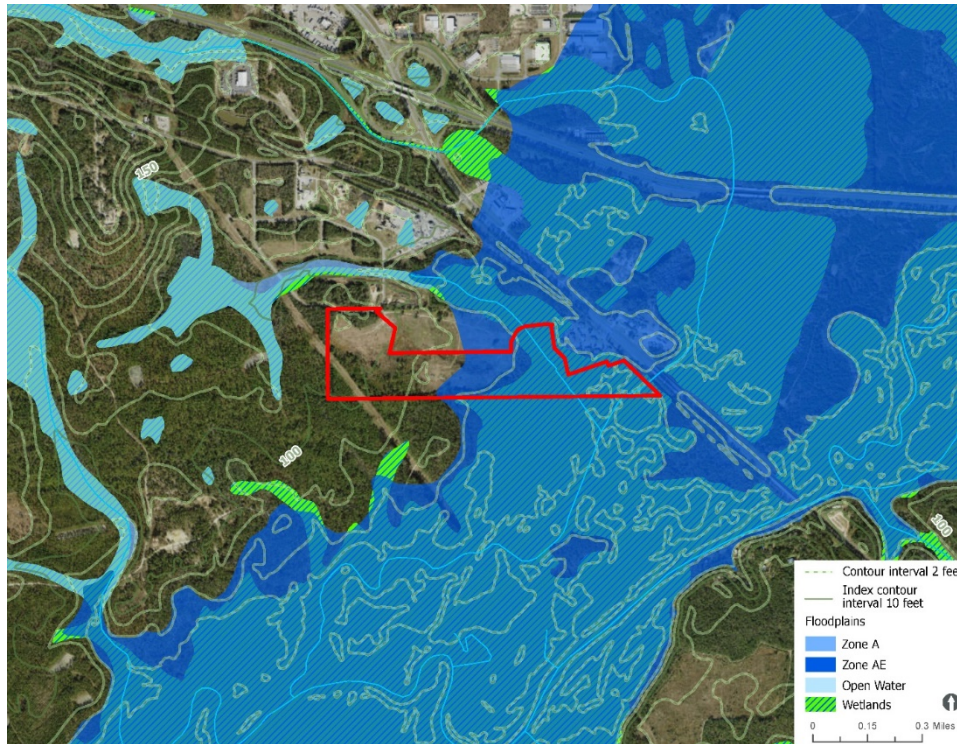
EXISTING AND FUTURE LAND USE

The site’s existing land use is agricultural, while the adjacent sites’ land uses include residential, industrial, and commercial. Data for future land uses is not available.

The site is surrounded by residential land uses to the east, and there are mining operations to the north. Overall, the area seems to be an industrial area. Site to the north manufactures precast concrete and has mining operations further north. Rail tracks run along Memorial Blue Star Highway; access would need to cross rail tracks. Adjacent sites to the west and south owned by TIITF, Florida Fish and Wildlife Conservation Commission. The north site is owned by Standard precast West Inc. Conservation land and residential land uses may present a conflict for the Fairgrounds’ operations.

Maps showing the Midway Site’s topography, access, drive time, slope, existing land use, future land use, total population, and population density can be found in this Report’s Appendix.

Figure 32: Midway Site Constraints



SUITABILITY SUMMARY

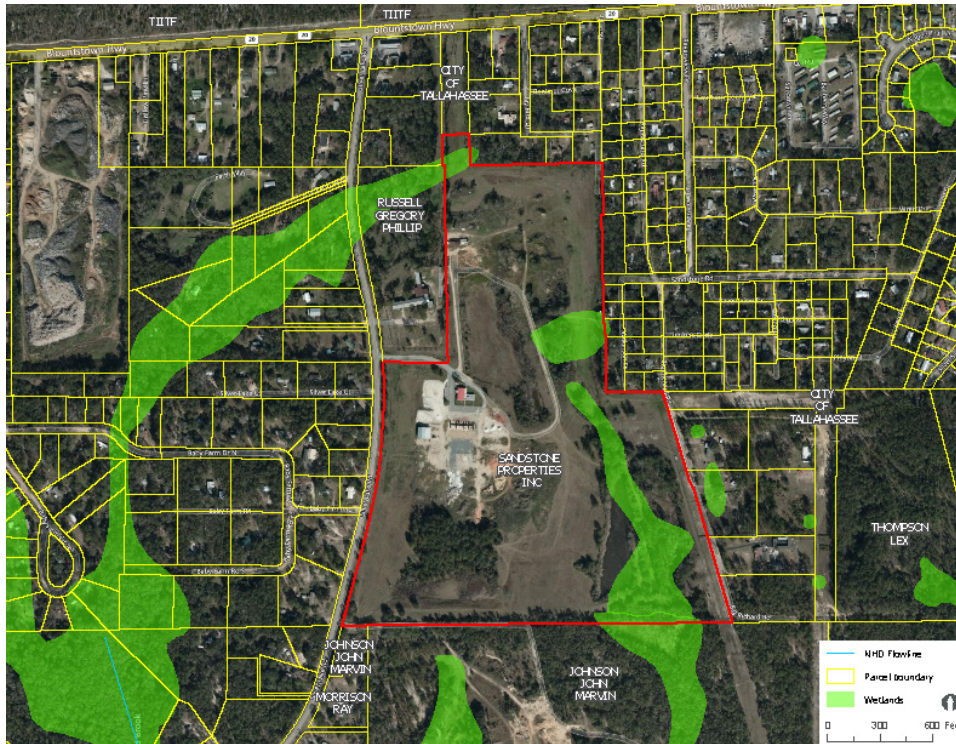
The Midway site is located 11 miles west of central Tallahassee outside of Leon County but relatively close to the I-10/US 90 Interchange. The site is 81.34 acres but only a small portion (14.02 acres) is unconstrained by designated wetlands and floodplain. The site frontage along US 90, an urban minor arterial, is constrained by the presence of two stream crossings and an extensive wetland system. Due to the limited access (only 730' of frontage exists along US 90), presence of the Midway Branch stream crossing and associated wetlands, and small area available for fairgrounds use, the site has been identified as a poor candidate to support fairground operations and parking.

Silver Lake Site Evaluation

SITE ADDRESS AND LOCATION

The Silver Lake site is located in the south west quadrant of Leon County, with a street address of 1711 Silver Lake Road, Tallahassee, FL 32310. The figure below shows an overview of the Silver Lake Site.

Figure 33: Silver Lake Site Overview



GENERAL CONDITIONS

The site was previously use for a sand company operation and is mostly vacant land with a 6,000 square foot building and a 4,800 square foot warehouse.

REGIONAL DRIVING TIME/DISTANCE

The site is 10.4 miles away from current North Florida Fair via W Orange Ave and FL-20, and 8.8 miles away from the State Capitol via Pensacola Street and FL-20 W. The site is also 5.4 miles to I-10/Memorial Blue Star Highway interchange.

SITE ACCESS

The site is directly accessible from Silver Lake Road, which is a rural local roadway, with approximately 5,800 AADT. There is approximately 1,536 feet of frontage to the site. The length of frontage along Silver Lake Road may permit 2-3 points of access. Silver Lake Road is a two-lane roadway with no existing potential to accommodate queuing.

DEVELOPABLE AREA

The site’s elevation varies due to sand and gravel operations. Significant grading is required to prepare the site for Fairgrounds’ use. Table 28 shows the site’s acreage and developable area characteristics, while Figure 34 shows the physical constraints for the site.

Table 28: Developable Area Characteristics – Silver Lake Site

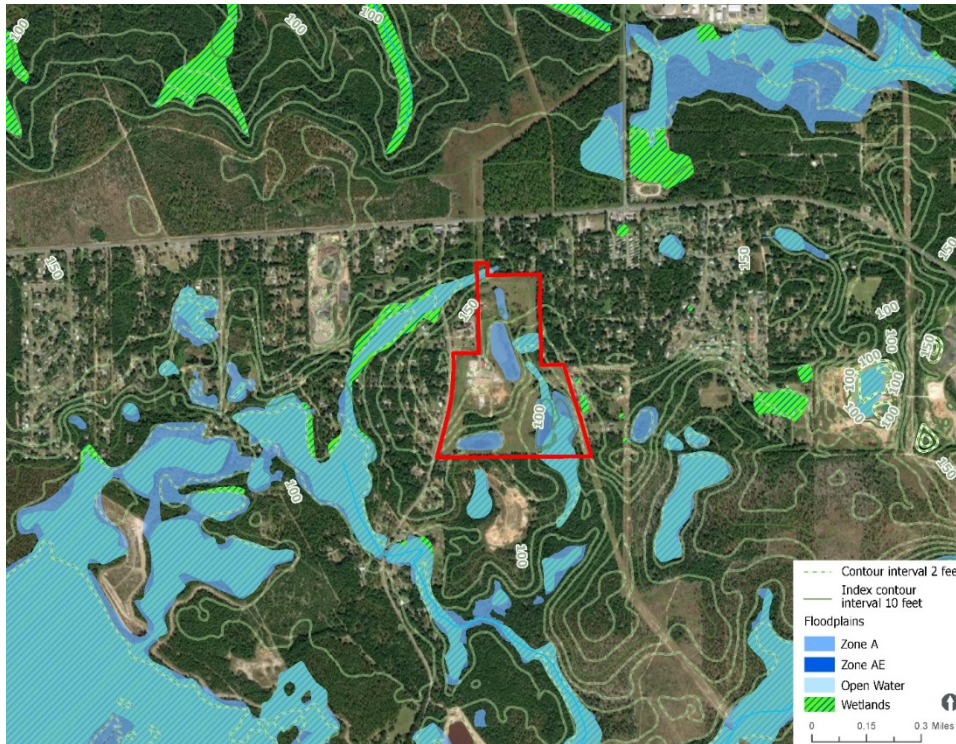
Developable Area Characteristics	Area in Acres	Percentage of Total Acreage
Total Acreage	88.67	-
Upland Acreage (Total less Wetlands)	79.06	89%
Upland Acreage (Total less Wetlands + Floodplain)	55.01	62%
Wetlands	9.61	11%
Floodplain	24.05	27%

EXISTING AND FUTURE LAND USE

The site’s existing land use is vacant, while the adjacent sites’ land uses include residential single-family and vacant land uses. The site’s future land use is urban fringe, while adjacent sites’ future land uses include urban fringe and urban fringe with residential preservation overlay. The site is surrounded by residential land uses, which may present a conflict for the Fairgrounds’ operations.

Maps showing the Silver Lake Site’s topography, access, drive time, slope, existing land use, future land use, total population, and population density can be found in the Report’s Appendix.

Figure 34: Silver Lake Site Constraints



SUITABILITY SUMMARY

The Silver Lake site is located 9 miles west of central Tallahassee and 5.4 miles from the closest interchange with I-10 at I-10/US 90. The site is 88.67 acres with 55 acres identified as unconstrained by the presence of designated wetlands and floodplain. The site is located in a largely rural area, with large-lot single family neighborhoods to the west and east. Access to the site is along Silver Lake Road, a two-lane rural local roadway.

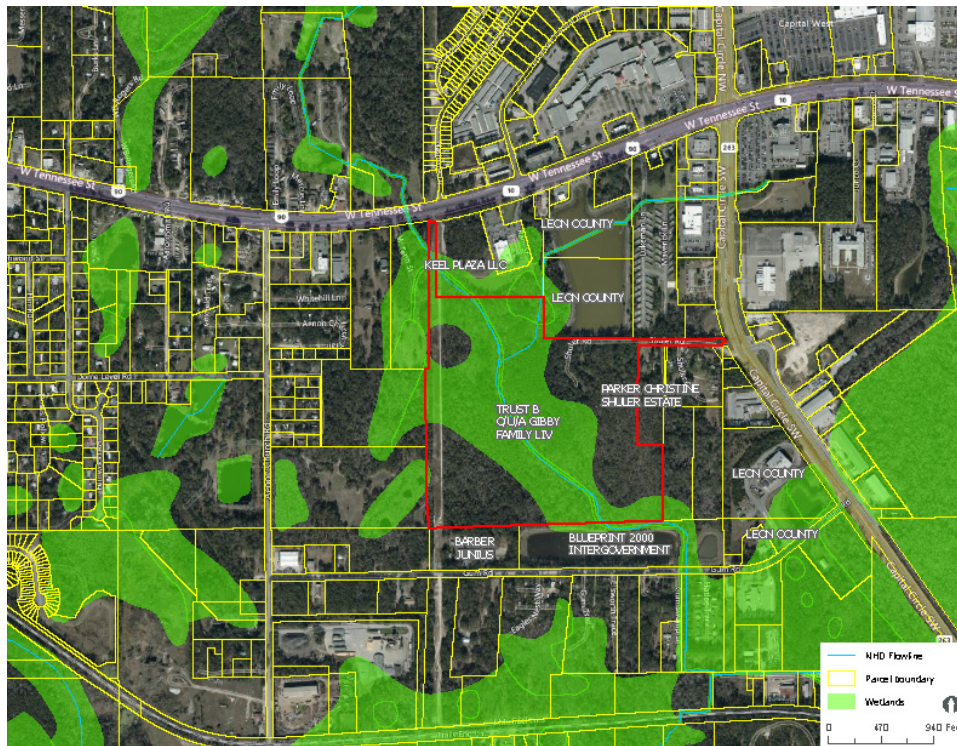
The site has been identified as a poor candidate to support relocation of the Fairgrounds due to location of wetlands and floodplain, distance from central Tallahassee and I-10, and frontage along a two-lane rural roadway,

Tennessee Site Evaluation

SITE ADDRESS AND LOCATION

The Tennessee site is located center west of Leon County, with a street address of 0 W Tennessee Street, Tallahassee FL 32304. The figure below shows an overview of the Tennessee Site.

Figure 35: Tennessee Site Overview



GENERAL CONDITIONS

Wetlands cover the diagonal of the site with the Munson Slough passing through the site from the north-west corner to the south east cove.

REGIONAL DRIVING TIME/DISTANCE

The site is 8.6 miles away from the current North Florida Fair via W Orange Ave and FL-20, and 6.3 miles away from the State Capitol via W Pensacola Street. The site is also 5.9 miles away from the I-10/Memorial Blue Star Highway interchange and 1.9 miles away from the I-10/Capital Circle NW interchange.

SITE ACCESS

The site is directly accessible from Shuler Road, an unpaved driveway off Capital Circle SW. Capital Circle SW is an urban principal arterial with an AADT of 25,000. The site has 60 feet of frontage to the north on Tennessee Street, which is an urban minor collector with an AADT of 19,800. There is 60 feet of frontage on the east on Capital Circle SW, which is an urban principal arterial with an AADT of 25,000. Limited frontage may permit only two points of access. Tennessee Street has potential for queuing along roadway.

DEVELOPABLE AREA

The site is mostly flat with few changes in elevation. The Munson Slough River cuts through the site from the north-west corner to the south-east corner. Table 29 shows the site’s acreage and developable area characteristics, while Figure 36 shows the physical constraints for the site.

Table 29: Developable Area Characteristics – Tennessee Site

Developable Area Characteristics	Area in Acres	Percentage of Total Acreage
Total Acreage	86.5	-
Upland Acreage (Total less Wetlands)	40.6	47%
Upland Acreage (Total less Wetlands + Floodplain)	27.25	32%
Wetlands	45.9	53%
Floodplain	13.35	15%

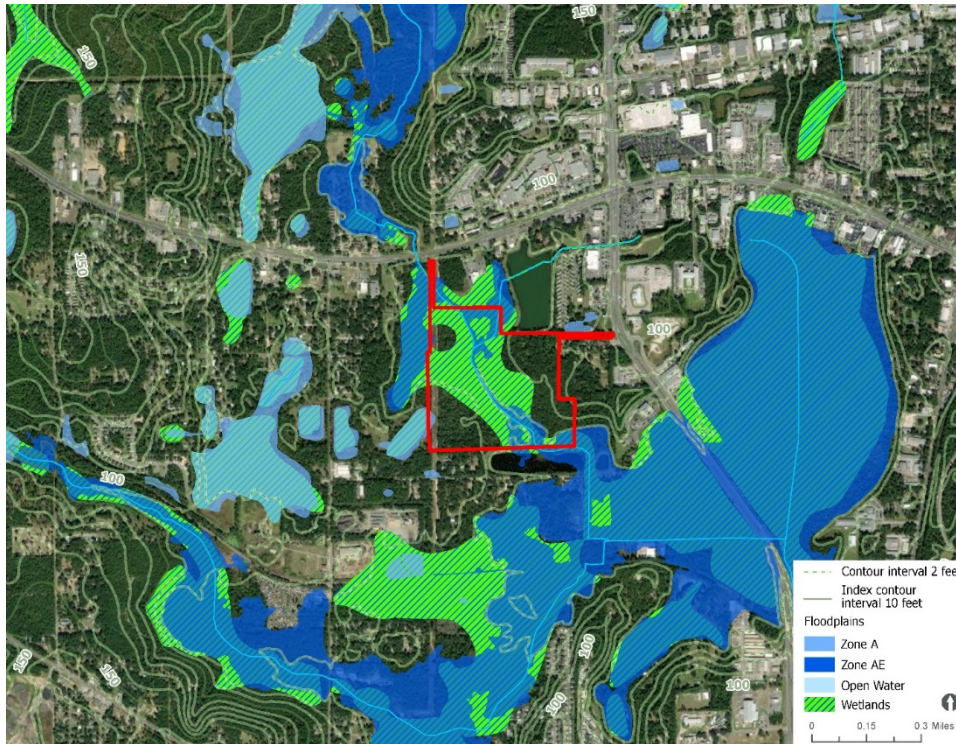
EXISTING AND FUTURE LAND USE

The site’s existing land use is vacant, while the adjacent sites’ land uses include residential, recreation/open space and vacant land uses. The site’s future land use is suburban and urban residential, while adjacent sites’ future land uses include suburban and urban residential.

Adjacent sites are primarily commercial sites, and future land use includes suburban and urban residential. The site might be constrained by the Munson Slough. There is limited access to the southwest corner of the site due to the residential properties along Gum Road. Multiple adjacent sites are owned by Leon County.

Maps showing the Tennessee site’s topography, access, drive time, slope, existing land use, future land use, total population, and population density can be found in the Report’s Appendix.

Figure 36: Tennessee Site Constraints



SUITABILITY SUMMARY

The Tennessee site is located 6.3 miles west of central Tallahassee and 2 miles from the I-10/Capital Circle interchange. The site is approximately 86.5 acres with 27.25 identified as unconstrained by the presence of designated wetlands or floodplain. Upland portions of the site are bisected by wetlands and floodplain along Munson Slough. The site is in a suburban area and surrounded by commercial land uses, residential land uses, vacant land, and park land. Access to the site is limited to two relatively narrow points of entry (approximately 60' width), one on West Tennessee Street/US 90 and the other on Capital Circle SW.

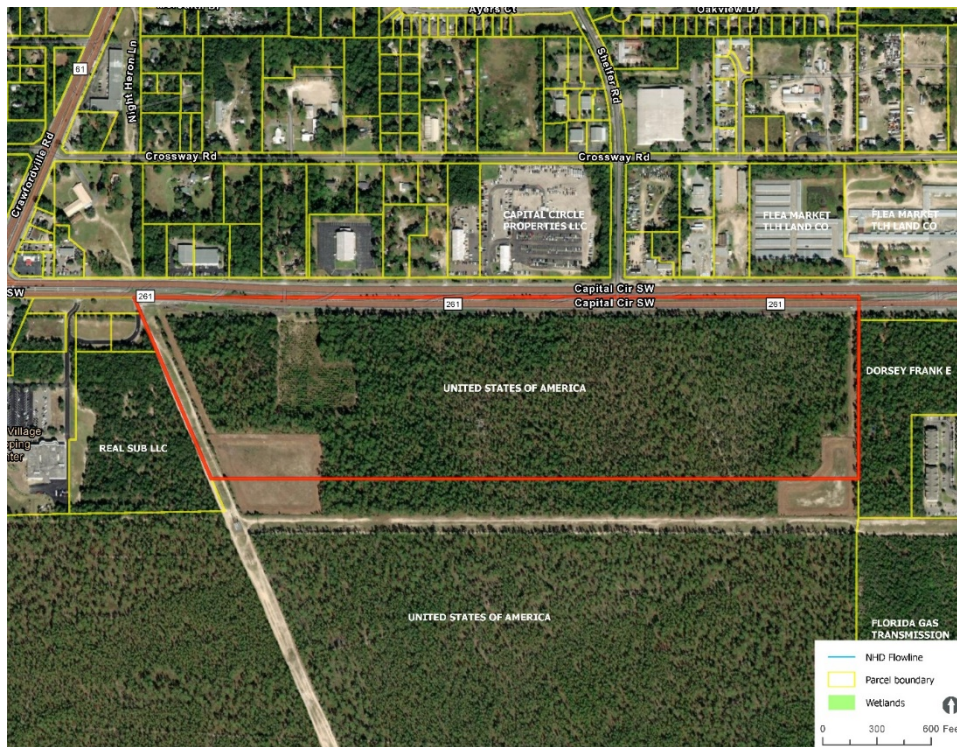
The site has been identified as a poor candidate to support relocation of the Fairgrounds due to access constraints and the presence of wetland and floodplains bisecting the property.

Capital Circle Site Evaluation

SITE ADDRESS AND LOCATION

The Capital Circle Site is located center south of Leon County. Figure 27 shows an overview of the Capital Circle Site.

Figure 37: Capital Circle Site Overview



GENERAL CONDITIONS

The site is covered with woodlands, approximately 8.3 acres of the site is vacant land, and 4.3 acres has small trees. The Capital Circle SE Trail runs along the frontage of the site. The site has no wetlands and no Flood zones.

REGIONAL DRIVING TIME/DISTANCE

The Site is 2.8 miles away from the current North Florida Fair via FL-61 S/Crawfordville Road, and 5.4 away from the State Capitol via S Adams Street and FL-61S/Crawfordville Road. The site is also along US 319 (Capital Circle SE) and 8.9 miles away from the I-10/US 27 interchange.

SITE ACCESS

The site is directly accessible from the Capital Circle SE (US 319), through two unpaved driveways along the east and east ends of the site. Capital Circle SE is an urban principal arterial, with AADT of 19,100 and approximately 4,013 feet of frontage to the site. The length of frontage along Capital Circle SE may permit 2-3 points of access, however, they may be constrained by the Capital Circle SE Trail. Capital Circle SE has potential for queuing along roadway.

DEVELOPABLE AREA

Site is mostly flat with few changes in elevation. The site may require clearing as the majority is covered by woodlands. Table 30 shows the site’s acreage and developable area characteristics, while Figure 38 shows the physical constraints for the site.

Table 30: Developable Area Characteristics – Capital Circle Site

Developable Area Characteristics	Area in Acres	Percentage of Total Acreage
Total Acreage	87.66	-
Upland Acreage (Total less Wetlands)	87.66	100%
Upland Acreage (Total less Wetlands + Floodplain)	87.66	100%
Wetlands	0	0%
Floodplain	0	0%

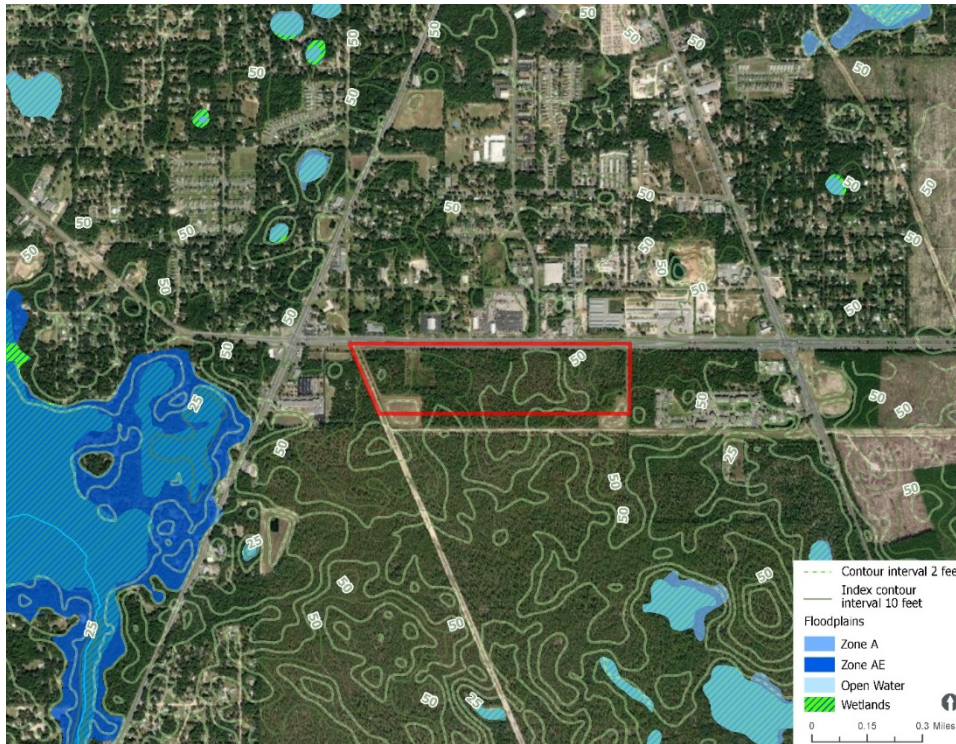
EXISTING AND FUTURE LAND USE

The site’s existing land use is recreation/open space, while the adjacent sites’ land uses include vacant, recreation/open space, industrial/warehouse, residential and retail land uses. The site’s future land use is recreation/open space, while adjacent sites’ future land uses include recreation/open Space.

Adjacent sites are primarily recreation/open space land uses; the site and the adjacent site to the south are part of the Apalachicola National Forest conservation land, owned and managed by the US Department of Agriculture’s Forest Service. Conservation land may present a conflict for the Fairgrounds’ operations.

Maps showing the Capital Circle site’s topography, access, drive time, slope, existing land use, future land use, total population, and population density can be found in the Report’s Appendix.

Figure 38: Capital Circle Site Constraints



SUITABILITY SUMMARY

The Capital Circle site, part of the Apalachicola National Forest, is located 5.4 miles from central Tallahassee and 8.9 miles from the I-10/US 27 interchange. The site is 87.66 acres with no wetland or floodplain constraints. The site has approximately 4,000 feet of frontage along Capital Circle SE, a 6-lane major arterial with two existing left turn lanes permitting future access to the property. North and west of the site are a mix of commercial and light industrial uses, to the east is a multifamily development, and to the south is federally-owned forest land.

Generally unconstrained site conditions and significant frontage along Capital Circle SE make this a potential candidate to support relocation of the Fairgrounds, but unique challenges are associated with federal ownership and potential high acquisition costs due to the site's attractiveness for other commercial uses.

Key Findings of Site Evaluation

As to potential relocation of the Fairgrounds, limited alternative site options are available to support a facility of similar size. Potential alternative sites that were evaluated feature access limitations, environmental constraints, and other shortcomings, while the existing Fairgrounds site offers multiple street frontages, compatible land uses, and parking spillover that can be handled on adjacent commercial sites. The Fairgrounds' current site also serves as a good location for its role as a community assistance center and as a training facility and staging area for federal and local emergency responders. An appraisal completed by Cureton Johnson & Associates, LLC, in October 2021 estimates the market value of the existing site to be \$3.7 million.

If the Fairgrounds were to move to a new site, replacing the existing facilities is estimated to cost \$22.8 million. This estimate is based on a cost-per-square-foot value based on the building type but does not include site acquisition costs, costs for site preparation, or costs for off-site improvements such as roadway widening, construction of turn lanes, or extension of utilities.

Table 31 shows estimated square footage, cost per square-foot, and replacement cost.

Table 31: Building Square Feet and Replacement Cost per Square Foot

Building	SF	Cost /SF	Replacement Cost
Cattle Barn	24,000	\$125	\$3,000,000
Building 1	12,000	\$150	\$1,800,000
Building 2 (climate controlled)	12,000	\$175	\$2,100,000
Building 3	12,000	\$150	\$1,800,000
Building 4 (climate controlled)	12,000	\$175	\$2,100,000
Building 6	12,000	\$150	\$1,800,000
Building 7	13,925	\$150	\$2,088,750
Building 8	12,120	\$150	\$1,818,000
Building 9	15,953	\$150	\$2,392,950
Bathroom (North)	2,400	\$300	\$720,000
Bathroom (East)	3,100	\$300	\$930,000
Bathroom (South)	2,000	\$300	\$600,000
Office	2,209	n/a	\$0
Kiosk	500	\$300	\$1,650,000
Total	136,207		\$22,799,700

Source: HDR, GoogleMaps, and Leon County Property Assessor website.

Figure 39: Fairgrounds Buildings



Source: Fairground's website

Chapter 5: Site Stakeholder Engagement

Purpose of Stakeholder Engagement

The stakeholder engagement element of this study involved listening sessions with residents and businesses, as well as virtual meetings with the Fairgrounds' Association Board of Directors, Leon County and City of Tallahassee officials, Blueprint and Office of Economic Vitality staff. The purpose was to gain a general understanding of Fairgrounds' strengths and weaknesses, as well as its role in the community.

Approach to Stakeholder Engagement

HDR successfully developed, implemented and facilitated stakeholder outreach during the market study. Listening sessions were completed virtually, using the ZOOM platform, and included four meetings with:

1. Leon County Government officials – 3 participants
2. Fairgrounds Board of Directors – 10 participants
3. Residents located near the fairgrounds- 4 participants
4. Businesses located near the fairgrounds/venue event producers- 4 participants

A total of 21 individuals participated in the outreach meetings and listening sessions.

Key Findings of Stakeholder Engagement

Themes gathered from the listening sessions included:

- Improvements to the buildings and grounds are needed
- Current staff do a good job with operations and provide excellent customer service
- There is capacity and a desire to host additional events
- Opportunity to increase benefits to the surrounding neighborhoods
- A continued focus on safety is needed
- Traffic impacts, including pedestrian access, parking and connectivity needs to be addressed
- Programming should continue to focus on youth and families and honor the fairgrounds history
- Opportunity to introduce recreational activities including passive green space, dog park and sport leagues
- Maintain a charitable presence in the community. A place for the community to gather. There is no other place like this in the region.
- Program/partnership opportunities: Find a way to partner with schools, neighborhoods within the area, job incubators, Visit Tallahassee

All listening sessions attendees appreciated the opportunity to participate in the conversation and welcome the opportunity to stay engaged. Notes associated with the listening sessions are provided in the Appendix of this Report.

Summary of Key Findings

The following presents the key findings of the market analysis study and existing site analysis.

- It is estimated that approximately 202,600 people attend events at the Fairgrounds, with 115,000 people attending the North Florida Fair annually.
- Results of the Economic Impact Analysis conducted for this Study show that visitors to the Fairgrounds contribute a total economic impact of approximately \$40-\$79 million to the local economy annually, including direct, indirect, and induced effects. The role of the Fairgrounds and its economic impact is anticipated to continue to grow as Tallahassee's population and employment base expands in coming years, based on historic trends.
- Surrounding the Fairgrounds are several residential neighborhoods, and a variety of amenities are in proximity. The Fair itself draws many families from the area, and other events also encourage Tallahassee visitors from out of town.
- While the Fairgrounds is already an important piece of the local community, it is reasonable to expect that targeted improvements to the existing Leon County Fairgrounds (e.g., landscaping, sidewalk and building façade improvements, new restrooms, and kitchen, etc.) would yield additional positive economic impacts.
- In terms of potential relocation of the Fairgrounds, limited alternative site options are available to support a facility of similar size. Developable areas were limited and potential alternative sites that were evaluated feature access limitations and other shortcomings.
- An updated appraisal of the 107-acre Fairground parcel was conducted by Cureton Johnson & Associates, LLC., which determined that the current market value is \$3.7 million. Even without purchasing a new site or making access and other improvements to support existing Fairground activities at a new location, the replacement cost for buildings is estimated to be \$22.8 million. This expense alone suggests that relocating the existing Fairgrounds' operations is cost-prohibitive at this time.
- The existing Fairgrounds site offers multiple street frontages, compatible land uses, and parking spillover that can be handled on adjacent commercial sites. The Fairgrounds' current site also serves as a good location for its role as a community assistance center and as a training facility and staging area for federal and local emergency responders.
- Review of the real estate market in Tallahassee reveals that there has been limited interest on the part of private developers to repurpose the existing Fairgrounds site and no consensus among stakeholders about a move or reuse strategy. Analysis of the local office, industrial, and retail commercial real estate market conditions also does not reveal immediate redevelopment opportunities. The area does exhibit a need for increased housing production, which is being met at alternative housing sites and private developments.
- The existing Fairgrounds site may be large enough to accommodate tournament space and athletic fields but, based on meetings with City Parks Recreation and Neighborhood Affairs, there is sufficient outdoor play space in the area. While indoor/court space is needed in Tallahassee, these facilities are usually sited near hotels, the interstate,

restaurants, etc. They are likely to be used in a cyclical fashion but require maintenance throughout the year, which could not be managed by current Fairgrounds staff. Expansion of staff and equipment would be costly and while some event spaces are heavily subsidized because of these additional costs, it is unclear whether a facility at this location would result in increased local economic activity.

It is recommended that the Blueprint Intergovernmental develop a Master Plan detailing future improvement and enhancement scenarios for the Fairgrounds site. The Fair Association Board indicates that 55 acres are used for Fairground operations, including exhibit buildings, midway area, and on-site parking for major events. Additional offsite locations are used to support parking during peak events. Efficiencies identified through a Master Plan process could identify areas that could be “opened up” for redevelopment.

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Appendix

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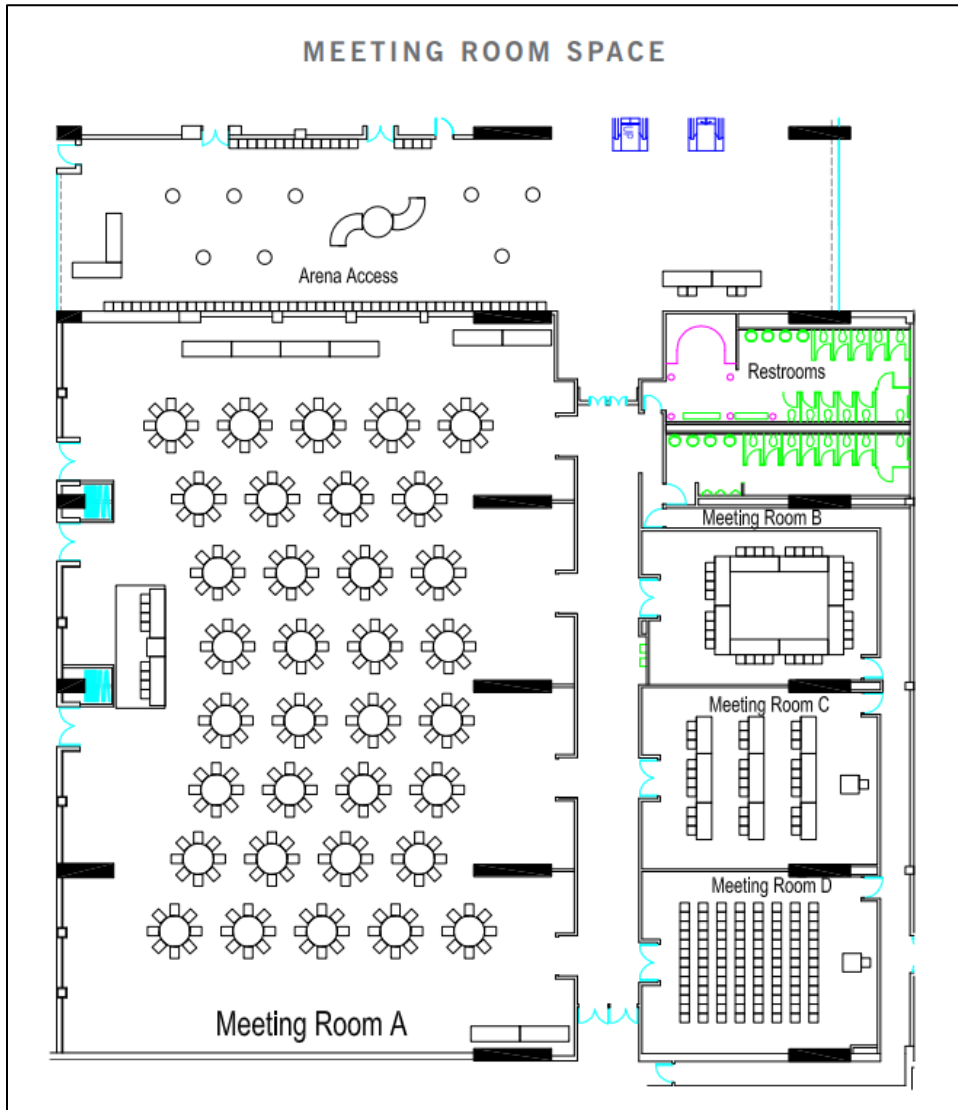
Table 32: Employment Growth by Industry

	2013	2014	2015	2016	2017	2018	5 Year Growth
Material Moving Occupations	1,201	2,074	1,613	2,534	2,132	3,074	156%
Transportation Occupations	3,180	3,326	2,739	2,481	3,104	4,921	54%
Community & Social Service Occupations	2,398	2,696	1,944	4,144	3,809	3,622	51%
Building & Grounds Cleaning & Maintenance Occupations	3,290	5,025	4,624	4,000	3,660	4,383	33%
Fire Fighting & Prevention, & Other Protective Service Workers Including Supervisors	1,889	2,049	1,746	2,377	1,898	2,421	28%
Computer & Mathematical Occupations	5,672	5,383	6,712	4,669	6,174	6,757	19%
Education Instruction, & Library Occupations	11,524	13,732	12,190	13,455	13,668	13,646	18%
Arts, Design, Entertainment, Sports, & Media Occupations	3,034	3,515	2,959	4,152	2,785	3,565	17%
Office & Administrative Support Occupations	20,855	22,238	21,246	22,407	20,361	24,090	15%
Health Diagnosing & Treating Practitioners & Other Technical Occupations	5,126	5,366	4,865	5,616	5,553	5,682	10%
Sales & Related Occupations	15,802	15,909	18,878	13,941	15,623	16,936	7%
Health Technologists & Technicians	2,429	1,317	3,412	2,481	2,986	2,583	6%
Life, Physical, & Social Science Occupations	2,264	2,735	1,624	2,967	1,583	2,310	2%
Production Occupations	2,799	2,845	1,924	2,365	2,208	2,810	0%

	2013	2014	2015	2016	2017	2018	5 Year Growth
Healthcare Support Occupations	3,218	2,238	1,918	2,726	2,965	3,158	-1
Business & Financial Operations Occupations	9,886	8,895	9,109	9,629	9,952	9,681	-2
Management Occupations	13,098	12,665	14,163	17,238	15,499	12,175	-7
Construction & Extraction Occupations	4,140	4,191	3,840	4,587	4,651	3,723	-10
Legal Occupations	4,245	3,132	2,661	4,191	4,915	3,686	-13
Personal Care & Service Occupations	5,475	4,192	3,857	2,547	4,956	4,723	-13
Food Preparation & Serving Related Occupations	10,819	10,656	13,868	8,767	11,193	9,146	-15
Installation, Maintenance, & Repair Occupations	3,462	2,470	2,495	2,739	3,017	2,902	-16
Law Enforcement Workers Including Supervisors	1,723	2,116	1,541	2,194	2,602	1,344	-22
Architecture & Engineering Occupations	1,832	1,357	1,844	1,183	1,531	1,187	-35
Farming, Fishing, & Forestry Occupations	253	228	290	154	678	133	-47

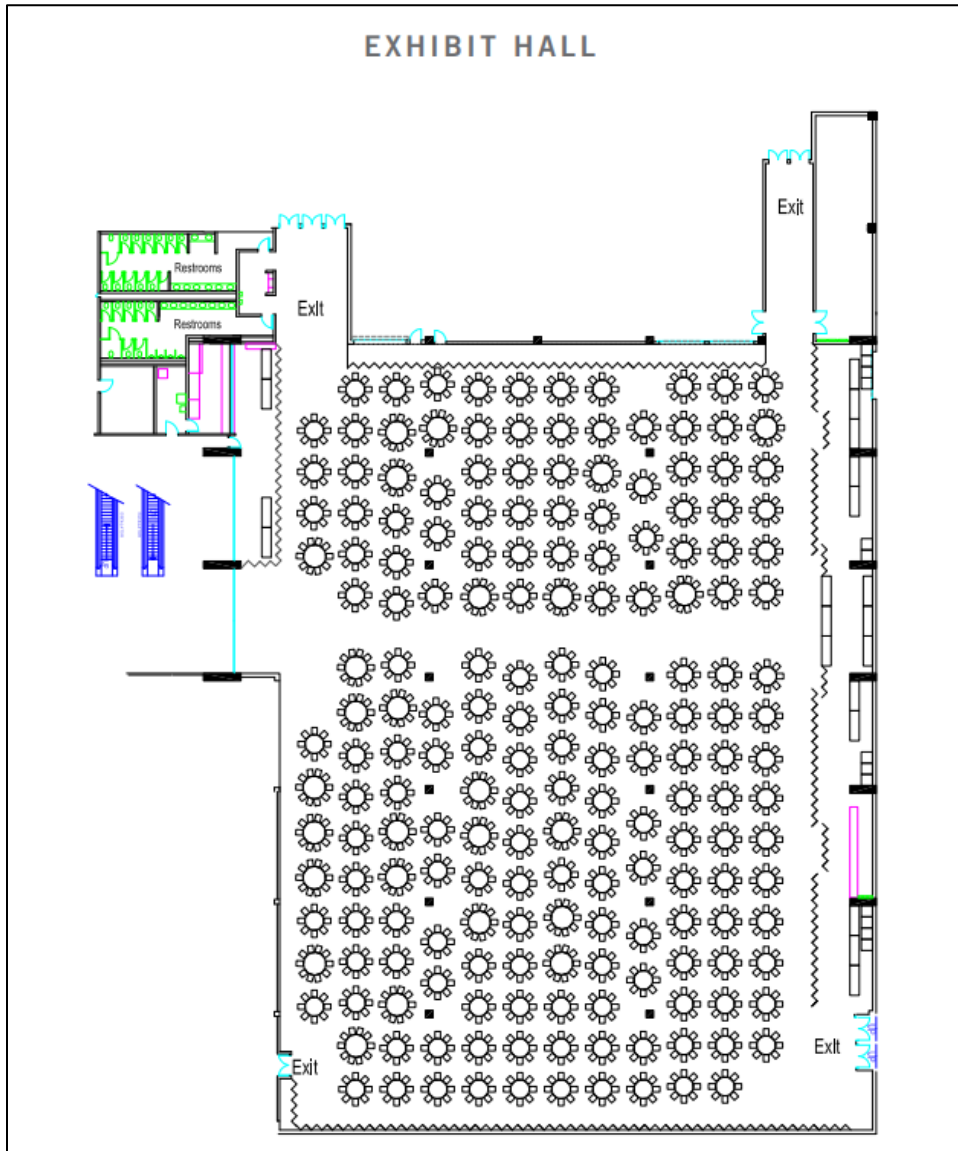
Source: BLS CES, HDR analysis

Figure 40: Donald L. Tucker Civic Center Meeting Room Space Lay-out



Source: Donald L. Tucker Civic Center

Figure 41: Donald L. Tucker Civic Center Exhibit Hall Lay-out



Source: Donald L. Tucker Civic Center

Proposed Fairgrounds Beautification & Improvements

Attachment #5
Page 1 of 1

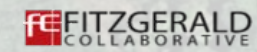
Improvements to enhance existing site assets, make infrastructure improvements, and prepare the site for future private/public investment.



The proposed \$30 million for improvements includes design and construction of:

- Site prep, demolition, and grading for new community areas, Capital Park, stormwater ponds, and new stadium parking **\$4.0 Million**
- Utility upgrades including water, sewer, electric for entire Master Plan area **\$1.1 Million**
- Stormwater ponds with beautification, walking paths, and amenities **\$6.1 Million**
- Outdoor pavilion, indoor community event space and new restrooms, central green **\$4.3 Million**
- Fair Association building renovations **\$3.5 Million**
- New and repaired parking areas surrounding Gene Cox Stadium **\$2.5 Million**
- New Capital Park ballfields, restroom, concessions, and parking spaces **\$3.0 Million**

Construction	\$24.5 Million
Construction Contingency (11.3%)	\$3.0 Million
Planning/Pre-Design	\$0.5 Million
Design/Permitting	\$2.0 Million
Total	\$30 Million



Leon County Board of County Commissioners

Cover Sheet for Agenda #17

April 22, 2014

To: Honorable Chairman and Members of the Board

From: Vincent S. Long, County Administrator
Herbert W.A. Thiele, County Attorney

Title: Acceptance of Status Report on Various Issues Related to the Contractual Relationship with North Florida Fair Association and the Use of the Fairgrounds Property

County Administrator Review and Approval	Vincent S. Long, County Administrator
County Attorney Review and Approval:	Herbert W.A. Thiele, County Attorney
Lead Staff/ Project Team:	Alan Rosenzweig, Deputy County Administrator Wayne Tedder, Director, PLACE (Planning, Land Management & Community Enhancement) Kathy Burke, P.E., Director, Engineering Services Dan Rigo, Assistant County Attorney

Fiscal Impact:

This item has no current fiscal impact.

Staff Recommendation:

- Option #1: Accept status report on County's contractual relationship with the North Florida Fair Association, Inc..
- Option #2; Accept status report on North Florida Fair Association's proposed termination of Joint Use Agreement relating to Sheriff's Mounted Patrol Facility and livestock impoundment area.

Title: Acceptance of Status Report on Various Issues Related to the Contractual Relationship with North Florida Fair Association and the Use of the Fairgrounds Property

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Report and Discussion

Background:

This item addresses various issues related to the County's contractual relationship with the North Florida Fair Association, Inc. (the "Fair Association") and the use of the fairgrounds property. First, in response to the direction of the Board of County Commissioners (the "Board") at its October 8, 2013 regular meeting, it advises the Board as to the status of the contractual relationship created by the lease agreement between the County, as Landlord, and the Fair Association, as Tenant. Second, it provides an update on the efforts of the County, the Fair Association, and the Sheriff to resolve the matter concerning the Fair Association's proposed termination of the Joint Use Agreement relating to the use of a portion of the fairgrounds property for the Sheriff's Mounted Patrol Facility and for the County's livestock impoundment area.

Background Part One: Contractual Relationship with Fair Association

The County's contractual relationship with the Fair Association first began 60 years ago when the Board, as reflected in the minutes of its October 6, 1954 regular meeting, accepted the Fair Association's conveyance of the fairgrounds property at no cost to the County (Attachment #1). According to an historical timeline provided by the Fair Association for a February 2002 Board Workshop (Attachment #2), the property in its original configuration of 142 acres was purchased by the Fair Association in July 1949 and was conveyed to the County five years later. The reason given for the conveyance was a concern that, if enough members had been accepted into the Fair Association, the property could have been sold or used in an undesirable way. Although the 1949 purchase price paid by the Fair Association could not be confirmed due to an apparent miscalculation in the doc stamps affixed to the face of the deed (indicating a purchase price of \$6,066,000), the purchase price may have likely been the same amount as the \$60,000 purchase-money mortgage held by the seller. In order to better understand the County's relationship with the Fair Association, it is helpful to know how and why the Fair Association was created, and under what rules it is governed.

Fair Association Creation and Governance

The creation and operation of a fair association is governed by Chapter 616, Florida Statutes, entitled Public Fairs and Expositions. Section 616.01, Florida Statutes, provides the means by which a group of interested citizens may form a not-for-profit fair association through the Florida Department of Agriculture and Consumer Services (the "Department of Agriculture"), as follows:

Twenty-five or more persons who are residents and qualified electors of the county in which the annual public fair is to be located, who wish to form an association not for profit for the purpose of conducting and operating public fairs or expositions, may become incorporated in the following manner. The subscribers shall submit the proposed charter to the department for review and approval. If the proposed charter is approved, the subscribers shall sign and present the proposed charter to the judge of the circuit court for the county in which the principal office of the association will be located. . . .

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The Fair Association was originally created in this manner in 1941 as the Leon County Fair Association. The only involvement by the County in the Fair Association's creation was the statutorily required approval of the Fair Association's original charter by the Board at its regular meeting on October 28, 1941 (Attachment #3). A 1950 charter amendment changed the Fair Association's name to the North Florida Fair Association. Upon a request to the Department of Agriculture for copies the Fair Association's charter, an unsigned copy of the original 1941 charter was provided (Attachment #4) along with a signed copy of the 1950 amendment (Attachment #5). A request was also made to the Fair Association for a signed copy of the original 1941 charter. In response, the Fair Association provided an unsigned copy of a different version of the charter, as of September 7, 1960 (Attachment #6). A search of the Clerk's Official Records was also unsuccessful in locating a signed copy of the original 1941 charter.

As statutorily prescribed, the Fair Association exists for the sole purpose of conducting and operating public fairs or expositions. In order to carry out its purpose, the powers of the Fair Association, pursuant to Section 616.08, include the power to:

. . . buy, lease, acquire, and occupy lands and erect buildings and improvements of any kind on those lands; sell, mortgage, lease, license, or convey any such property or any part thereof, in its discretion, from time to time for the purpose of public fairs or expositions; charge and receive compensation for admission to those public fairs and expositions, and grant a lease or license or rent space for exhibits, concessions, and other purposes . . .

With regard to the use of any property held by the Fair Association, Section 616.07(2) provides:

All money and property of the association, except that necessary for the payment of its just debts and liabilities, are *public property*, shall be administered by the association as trustee, and *shall be used exclusively for the legitimate purpose of the association*. . . .
(emphasis added)

The membership of the Fair Association, according to its charter and current bylaws (Attachment #7), is established by application and upon approval of the Board of Directors. Article II, Section 2 of the bylaws provide the procedure for establishing membership, as follows:

Any person desiring membership in the Association may, either directly or through a member of said Association, file an application for membership to the Association's Board of Directors, stating his/her name, address, telephone number, occupation and brief statement as to his/her interest in promoting the welfare of the Association. Thereafter, the Board of Directors shall have authority to approve or reject such application for membership, as appears in the best interest of the Association. Upon good cause shown, a majority of the Board of Directors may expel any member from this Association. Should a member fail to attend two consecutive annual meetings his name may be dropped from the membership rolls.

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The bylaws further provide that the business of the Fair Association shall be managed, and its powers exercised, by a Board of Directors comprising 15 Fair Association members, of which two-thirds shall be Leon County residents. An Executive Committee, made up of nine members of the Board of Directors, directs the affairs of the Fair Association and is responsible for the continuous operation of the Fair Association under the supervision of the Board of Directors. The bylaws provide that the officers of the Fair Association shall be a President, a Vice President, and a Secretary-Manager. The office of Secretary-Manager is known as the Executive Secretary-Manager, directly responsible to the President and the Executive Committee. The Executive Secretary-Manager has custody of all corporate records and financial records, is responsible for the physical security and control of all Fair Association property, and maintains a current inventory of all Fair Association properties. The Fair Association members' general delegation of authority to the officers and Executive Committee is set forth in Article VII, Section 1 of the bylaws as follows:

It is hereby declared that the purpose and intent of the membership of the Association is that the Officers and the Executive Committee will continuously act for and represent the Association in all general and routine business matters. Unless specifically restricted by these bylaws, the Executive Committee and Officers have general and full authority to act for and on behalf of the Association and to bind and obligate the Association by and through their acts. This authority may be delegated by the Executive Committee exclusively to the Officers upon affirmative vote of said Executive Committee.

Section 616.051, Florida Statutes, addresses the manner in which a fair association wishing to dissolve its charter would do so:

A fair association may dissolve its charter by resolution as provided in its charter or bylaws. The proposal for dissolving the charter shall be submitted to the department for approval. Upon approval and publication of notice and proof that all indebtedness has been paid and no claims are outstanding against the association, the circuit judge may, by decree, dissolve the association and order its remaining public funds to be distributed as recommended by the board of directors.

Upon dissolving its charter, any funds or property remaining in a dissolved fair association is distributed in accordance with Section 616.07(3), Florida Statutes, as follows:

Upon order of the circuit judge, any public funds or property remaining in a fair association when the association is dissolved shall be distributed by resolution of the board of directors to any county or any municipality within the county. The board may designate in the distribution resolution the public project that will benefit from the funds or the manner in which the property will be used. *If property has been contributed by a municipality or county, the property shall be reconveyed to the municipality or county that gave the property to the association.* (emphasis added)

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With regard the County's involvement in the operation and management of the Fair Association, neither the Florida Statutes nor the Fair Association's governing documents provide for any required participation by the County as members of the Fair Association. Nor do the governing documents provide for any Board involvement in the appointment of Fair Association members. Although one of the County Commissioners is currently a member and sits on the Board of Directors and Executive Committee, there is no such membership requirement for a County Commissioner or other elected official. However, Section 616.01(3), Florida Statutes, does provide the opportunity for such membership, if desired, by allowing a provision in a fair association's charter for ex officio membership.

The Fair Association exists and operates entirely separate and apart from the County under the governance of the rules promulgated by the Department of Agriculture. As such, the only opportunity for the County's involvement in the operation of the fairgrounds property is through its contractual relationship as provided in the lease agreement.

Lease of Fairgrounds Property

In requesting this status report, one of the reasons given was to refresh the Board's memory and remind the Board of the nature of the relationship with regard to the lease of the fairgrounds property. In response to this request, a comprehensive review and analysis of over 50 years of documentation pertaining to the fairgrounds property is summarized below.

The first known written lease agreement for the entire fairgrounds property was entered into between the County and the Fair Association in November 1959, although some earlier leasing activity may have taken place as reflected in Board meeting minutes from January 1956 (Attachment #8). The 1959 lease agreement, and its many modifications, was eventually replaced and superseded in December 1995 with the lease agreement in its current form (Attachment #9). The annual rent payment remains at \$1.00 as originally provided for in 1959.

As described in the 1959 lease agreement, the leased premises originally included the entire fairgrounds property conveyed from the Fair Association to the County. The total land area of the original leased premises was thought to have been approximately 142 acres based on the legal description taken from the deed. A new sketch of the entire fairgrounds property, based more accurately on surveyors' metes and bounds legal descriptions, has been prepared by the County's Department of Public Works staff (Attachment #10) (the "Fairgrounds Property"). This sketch more accurately reflects that the total land area contained within the boundaries of the Fairgrounds Property is approximately 119.5 acres. Of that total acreage, approximately 107.5 acres is contained within the Leased Premises as described in the current lease agreement (Attachment #11) (the "Leased Premises").

The 12-acre difference between the size of the entire Fairgrounds Property and the Leased Premises is the result of lease modifications that removed from the original leased premises the two portions of the Fairgrounds Property used as the County's Cooperative Extension Facility (4.2 acres) and as the Capital Stadium facility (7.8 acres). In addition, a portion of right-of-way on Paul Russell Road (0.5 acres) was removed from the original descriptions of the leased premises and the fairgrounds property when it was conveyed to FDOT in 1988. The Leased Premises is also subject to four additional ongoing uses not associated with the Fair Association's activities:

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- the 9.1-acre parking lot abutting the Capital Stadium (Attachment #12A) is used by the Leon County School Board for parking in conjunction with its use of Capital Stadium pursuant to the August 1989 Joint Use Agreement with the Fair Association;
- a 5.2-acre portion of the Leased Premises abutting Tram Road (Attachment #12B) is used for the Sheriff’s Mounted Patrol Facility and for the County’s livestock impoundment area pursuant to the September 1999 Joint Use Agreement with the Fair Association;
- an approximate 20.1-acre portion of the Leased Premises abutting Tram Road (Attachment #13A) is maintained by the City of Tallahassee for its Capital Park facility pursuant to the May 2005 Parks and Recreation Agreement, as amended in February 2008, between the City of Tallahassee and the County; and
- a 2.6-acre recreational trail is maintained by the City of Tallahassee along the easternmost boundary of the Fairgrounds Property (Attachment #13B), 2.28-acres of which lies within the Leased Premises, pursuant to the Recreational Trail Easement conveyed by the County in June 2008 pursuant to Board Resolution 08-19.

Although the original 1959 lease agreement and its modifications have been superseded and are no longer of any force and effect, they are important in showing how the County’s contractual relationship with the Fair Association has evolved through the years. In order to refresh the Board’s recollection and better understand the contractual relationship of the parties as it exists today, a summary table has been provided below. The table summarizes the major provisions of the lease agreement in its original form in 1959 and then shows how the lease evolved through the years by summarizing the changes made with each modification.

SUMMARY OF ORIGINAL LEASE AND ALL MODIFICATIONS 1959-1995					
Year	Term of Lease	Renewal Terms	Termination Provisions	Consent to Sublease and Assignment	Other Major Provisions
1959	<ul style="list-style-type: none"> • initial term • 3 years • begins on 01/01/60 • expires on 12/31/62 	automatic renewals for term of one year until terminated per lease	<ul style="list-style-type: none"> • bankruptcy or dissolution of Association • failure of Association to conduct annual fair • Association may terminate for any reason with 3-month notice • County may terminate for any reason with 18-month notice • termination rights are without regard to any improvements placed on Leased Premises 	<ul style="list-style-type: none"> • County must consent to any sublease • Association shall make monthly reports to County of all funds derived from subleasing • all funds from subleasing to be remitted to County, except for expenses incurred in subleasing • exception for subleases made in connection with annual fair for less than 30 days • Association shall establish fair schedule of rates for subleasing to be approved by County • County must consent to assignment of lease by Association 	<ul style="list-style-type: none"> • Association shall maintain grounds and improvements, with such assistance as County may contribute • Association shall pay for all utilities used on Leased Premises • Association shall release certain parts of the Leased Premises upon County’s request if County needs it for County purposes and releasing it will not impair conducting annual fair • Association recognizes arrangement between City and County for use of Building No. 2 and shall allow that to continue, except Association shall have exclusive use of Building No. 2 three-

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SUMMARY OF ORIGINAL LEASE AND ALL MODIFICATIONS 1959-1995					
Year	Term of Lease	Renewal Terms	Termination Provisions	Consent to Sublease and Assignment	Other Major Provisions
					week during period around annual fair <ul style="list-style-type: none"> • Purpose of lease is to provide means and facilities for Association to conduct and operate public fairs and exhibitions • Association and County will agree on questions of policy such as overall development plans and construction of new facilities
1969	<ul style="list-style-type: none"> • no change from 1959; • initial term expired • now in one-year automatic renewal terms 	no change from 1959	<ul style="list-style-type: none"> • Notice of County termination for any reason modified to 24-month notice • no other changes from 1959 	<ul style="list-style-type: none"> • subleasing for other than Association purposes shall be limited to only Building No. 2 • County and Association shall establish fair schedule of rates for subleasing to be approved by County and Association • no other changes from 1959 	<ul style="list-style-type: none"> • Association shall maintain grounds and improvements except for paving on Leased Premises which County agrees to maintain • County shall pay for all utilities used on Leased Premises, except Association shall pay for all utilities for the four-week period around annual fair • County shall have right to sublease Building No. 2 except for four-week period around annual fair • Removed provision requiring Association to release certain parts of the Leased Premises upon County's request if County needs it for County purposes • no other major changes from 1959
1972	<ul style="list-style-type: none"> • new term • 15 years* • begins on 01/01/73 • expires on 12/31/88 • * term actually equates to 16 years- 	no renewal terms provided	<ul style="list-style-type: none"> • provision allowing termination by either party for any reason was removed from lease • no other changes from 1969 	<ul style="list-style-type: none"> • County must consent to any sublease for periods in excess of 30 days • all funds derived from subleasing Building No. 2 shall be remitted to County • Association shall receive all revenue from sources other than Building No. 2 • no other changes from 1969 	<ul style="list-style-type: none"> • Except for Building No. 2, Association shall pay for all utilities used on Leased Premises, except that Association shall pay for all utilities, including Building No. 2, for the four-week period around annual fair • Sale of alcoholic beverages and conduct of gambling or games of chance of any kind on Leased Premises are prohibited

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SUMMARY OF ORIGINAL LEASE AND ALL MODIFICATIONS 1959-1995					
Year	Term of Lease	Renewal Terms	Termination Provisions	Consent to Sublease and Assignment	Other Major Provisions
					<ul style="list-style-type: none"> no other major changes from 1969
1978	<ul style="list-style-type: none"> term extended to 31 years begins on 01/01/73 expires on 12/31/03 	no change from 1972	no change from 1972	no change from 1972	no change from 1972
1980	<ul style="list-style-type: none"> new term for only lease of Building No. 2 5 years begins on 07/01/80 expires on 6/30/85 no other changes from 1978 	<ul style="list-style-type: none"> automatic renewals for only lease of Building No. 2 for term of one year until either party terminates with 60-day notice no other changes from 1978 	<ul style="list-style-type: none"> lease of Building No. 2 may be terminated by either party with 90-day notice no other changes from 1978 	<ul style="list-style-type: none"> County must consent to any sublease for periods in excess of 30 days Association shall make quarterly reports to County of all funds derived from subleasing no other changes from 1978 	<ul style="list-style-type: none"> Association shall pay for all utilities used on Leased Premises Association's maintenance of Leased Premises shall include maintenance of all items of personal property in Building No. 2 County shall maintain all mechanical equipment associated with Building No. 2, the cost of which shall be billed to and paid by Association no other major changes from 1978
1984	no change from 1980	no change from 1980	no change from 1980	no change from 1980	<ul style="list-style-type: none"> description of Leased Premises modified to add donated small triangular parcel abutting Leased Premises along Tram Road no other major changes from 1980
1987	<ul style="list-style-type: none"> term extended to 45 years begins on 01/01/73 expires on 12/31/17 initial term for Building No. 2 expired now in one-year automatic renewal terms for Building 	no change from 1984	no change from 1984	no change from 1984	no change from 1984

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SUMMARY OF ORIGINAL LEASE AND ALL MODIFICATIONS 1959-1995					
Year	Term of Lease	Renewal Terms	Termination Provisions	Consent to Sublease and Assignment	Other Major Provisions
	No. 2				
1988	no change from 1987	no change from 1987	no change from 1987	no change from 1987	<ul style="list-style-type: none"> description of Leased Premises modified to remove half-acre portion conveyed to FDOT as right-of-way for Paul Russell Road widening no other major changes from 1987
1991	no change from 1988	no change from 1988	no change from 1988	no change from 1988	<ul style="list-style-type: none"> description of Leased Premises modified to a metes and bounds legal description description of Leased Premises also modified to exclude those portions used for Cooperative Extension Facility, Capital Stadium, and Paul Russell Road right-of-way Association shall maintain grounds and improvements except for paving on Leased Premises, which County agrees to maintain, and subject to the School Board's maintenance responsibility for paving of the Capital Stadium parking lot provision prohibiting conduct of gambling or games of chance on the Leased Premises was modified to allow games sanctioned by the State and subject to control of Florida Lottery no other major changes from 1988
1995	<ul style="list-style-type: none"> term extended to 95 years begins on 01/01/73 expires on 12/31/67 separate term for Building No. 2 removed term for 	no renewal terms provided	<ul style="list-style-type: none"> County can't terminate unless ground or cause for termination is not cured by Association within 90 days of notice no other changes from 1991 	<ul style="list-style-type: none"> provision requiring County's consent to any sublease for periods in excess of 30 days was removed from lease County's consent to any subleasing no longer required provision requiring County's approval of schedule of rates was removed from lease Association shall 	<ul style="list-style-type: none"> Building No. 2 no longer separately leased to Association Building No. 2 now considered as part of Leased Premises with regard to Association's maintenance and utilities responsibility provision prohibiting sale of alcoholic beverages and gambling and games of chance,

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SUMMARY OF ORIGINAL LEASE AND ALL MODIFICATIONS 1959-1995					
Year	Term of Lease	Renewal Terms	Termination Provisions	Consent to Sublease and Assignment	Other Major Provisions
	Building No. 2 now included in same term as Leased Premises			establish fair schedule of rates for subleasing • County's approval of schedule of rates no longer required • no other changes from 1991	except for Florida Lottery games, was removed from lease • no other major changes from 1991
END OF SUMMARY OF ORIGINAL LEASE AND ALL MODIFICATIONS 1959-1995					

This concludes the background material on the County's contractual relationship with the Fair Association with regard to the lease of the Fairgrounds Property. The remaining discussion pertaining to this matter is contained in Part One of the Analysis section. The following paragraph begins the background material pertaining to the matter concerning the Fair Association's proposed termination of the Joint Use Agreement relating to the use of a portion of the Leased Premises for the Sheriff's Mounted Patrol Facility and for the County's livestock impoundment area.

**Background Part Two:
Joint Use Agreement relating to Sheriff's Mounted Patrol Facility**

The Board, at its February 11, 2014 regular meeting, considered the authorization for County staff to notify the Fair Association that the County does not agree to the parking lot connection improvements being considered for the area of the Leased Premises occupied by the Sheriff's Mounted Patrol Facility and, therefore, that the termination of the Sheriff's Joint Use Agreement to accommodate those improvements would not be necessary (Attachment #14). After hearing from the Fair Association's representative, the Board decided to postpone any action on this matter to allow time for the County Administrator and County Attorney to work with the Fair Association to resolve the matter (Attachment #15).

County staff subsequently met on-site with representatives from the Sheriff's office and the Fair Association to consider alternative options for connecting the two parking lots as desired by the Fair Association. On March 28, 2014, County staff met again with Sheriff and Fair Association representatives to present a conceptual plan prepared by the Planning Department's DesignWorks team which proposes a connection between the two parking areas utilizing an existing unpaved roadway (Attachment #16). The conceptual plan proposes the use of signage to direct traffic from the Capital Stadium parking lot to the adjacent overflow parking lot. By utilizing an existing roadway, the plan results in little, if any, additional impervious area and, therefore, minimizes the need for any additional stormwater management improvements. The County Administrator also suggested that the County's sign shop could be utilized as a cost-saving factor for the Fair Association in producing the necessary signage. After the Fair Association representatives' questions and concerns were addressed, they expressed confidence that the matter could be resolved. The Fair Association's Executive Secretary-Manager later confirmed with the County Administrator that he would make the recommendation at his next Board of Directors meeting that the notice of termination of the Sheriff's Joint Use Agreement be withdrawn.

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Analysis:

This section will first provide analysis on the County's contractual relationship with the Fair Association with regard to the Leased Premises. Following that, an analysis will be provided on the efforts of the County, the Fair Association, and the Sheriff to resolve the matter concerning the Fair Association's proposed termination of the Joint Use Agreement relating to the use of a portion of the Leased Premises for the Sheriff's Mounted Patrol Facility and for the County's livestock impoundment area.

Analysis Part One: Contractual Relationship with Fair Association

The Board's direction for this status report included the following specific requests regarding the County's contractual relationship with the Fair Association:

- Requested to provide advice as to whether the County is required to consent to any subleasing activity by the Fair Association and, specifically, could the Fair Association sublease any portion of the Leased Premises to a private developer without the consent of the County;
- Requested to provide advice as to whether any major development or capital improvements on the Leased Premises would first require the County's consent and approval; and
- Requested to not only look at the current lease agreement but, in light of the County's planned investment in conducting a Sense of Place Initiative for a possible redevelopment of the Fairgrounds Property, to look at options for negotiating a new agreement with the Fair Association to replace the current lease agreement.

An analysis of the contractual relationship and the current lease agreement is first provided for assistance in thoroughly understanding the responses that follow.

As indicated in the summary of lease modifications, the contractual relationship between the County and the Fair Association has evolved through the years in such a way as to shift most of the control of the Leased Premises to the Fair Association. This is especially so with regard to the most recent modifications made in 1995. As shown in legislative format (Attachment #17), the 1995 modification not only extended the term for an additional 50 years but also removed provisions from the lease agreement that resulted in less involvement by the County in the Fair Association's ongoing business activities.

The current lease agreement, with regard to the Leased Premises as it is currently improved, leaves very little consent authority or other control in the County. It grants to the Fair Association, for \$1.00 per year, a leasehold property interest which gives it exclusive possession of the Leased Premises over the next 53 years through December 2067. A summary of the major provisions contained in the current lease agreement is provided in the following table.

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SUMMARY OF CURRENT LEASE DATED DECEMBER 1995				
Term of Lease	Renewal Terms	Termination Provisions	Consent to Sublease and Assignment	Other Major Provisions
<ul style="list-style-type: none"> • 95 years • began on 01/01/73 • expires on 12/31/67 	no renewal terms provided	<ul style="list-style-type: none"> • bankruptcy or dissolution of Association • failure of Association to conduct annual fair • County can't terminate unless ground or cause for termination is not cured by Association within 90 days of notice 	<ul style="list-style-type: none"> • Nothing in lease requires County's consent to subleasing • Association shall establish fair schedule of rates for subleasing • Nothing in lease requires County's approval of schedule of rates for subleasing • County must consent to assignment of lease by Association 	<ul style="list-style-type: none"> • Leased Premises contains 107.5 acres as shown in Attachment #11 • Association shall maintain grounds and improvements except for paving on Leased Premises, which County agrees to maintain, and subject to the School Board's maintenance responsibility for paving of the Capital Stadium parking lot • Association shall pay for all utilities used on Leased Premises • Purpose of lease is to provide means and facilities for conduct of activities of Association • Association and County will agree on questions of policy such as overall development plans and construction of new improvements and facilities

Under the current lease agreement, the Fair Association is assured that it can remain in possession of the Leased Premises through 2067 as long as it makes the annual \$1.00 rent payment and complies with the lease terms by avoiding the occurrence of any of the following events:

- failing to conduct an annual fair during each year of the term, except if such failure is caused by a disaster, national emergency, or other reasonable or justifiable cause;
- becoming bankrupt or dissolved; or
- committing any other material breach of the lease agreement.

The lease agreement also provides that it cannot be terminated by the County unless the ground or cause for such termination is not remedied by the Fair Association within 90 days of being notified by the County. In addition, if the ground or cause for termination cannot with due diligence be cured by the Fair Association in 90 days, the lease agreement provides additional time for the Fair Association to avoid the termination as long as the remedy begins within 90 days and thereafter proceeds diligently until completion.

Absent the occurrence of one of these termination events, and the failure of the Fair Association to timely provide a remedy, the County would not have the legal grounds to terminate the lease agreement nor could it seek a Court Order to recover possession of the Leased Premises. Without such a Court order, the County has no legal recourse to recover possession of the Leased Premises without the agreement and cooperation of the Fair Association.

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Consent to Subleasing and Assignment

The current lease agreement prohibits any assignment of the lease by the Fair Association without the express written consent of the County. An assignment of a lease differs significantly from a sublease in that an assignment transfers the entire leasehold interest of the tenant, as assignor. The party receiving an assignment of the lease, the assignee, essentially steps into the shoes of the assignor and becomes the new tenant of the Leased Premises. An assignment of the lease by the Fair Association is unlikely because the purpose of the lease is limited to conducting the activities of the Fair Association which, in turn, is limited to conducting and operating public fairs and exhibitions. A new tenant, therefore, would essentially need to be another fair association or other such entity with a similar purpose and mission.

With regard to the Fair Association's subleasing of portions of the Leased Premises, the current lease agreement does not require the County's consent before any such subleasing can occur. Previous versions of the lease agreement required the County's consent to any sublease in excess of 30 days, but that requirement was removed with the execution of the current lease agreement in 1995. Also removed at that time was the provision requiring the County's approval of the Fair Association's schedule of rates for subleasing. However, what remained in the current lease agreement is the Fair Association's recognition and understanding of the manner by which the Leased Premises will be made available for subleasing to the public for meetings and assemblies. Paragraph 8 of the lease agreement provides such recognition and understanding as follows:

It is recognized that the leased premises are highly desirable and in considerable demand for use for public assemblies and community meetings, and it is expressly understood in leasing the premises to the Association that the people of Leon County and the various religious, civic, fraternal and other community organizations shall not be deprived of the use of the premises on an equal and non-discriminatory basis without just cause therefor, and the Association shall establish a fair and reasonable schedule of rates for subleasing said premises or parts or portions thereof. No religious, civic, fraternal or other community organization of Leon County shall be denied use of the premises at the prescribed rate without just cause.

In addition, despite the ability to sublease portions of the Leased Premises without the County's consent, the Fair Association does not have unbridled discretion to sublease portions of the Leased Premises for just any purpose. The use of the Fair Association's property is statutorily constrained by Section 616.07(2), Florida Statutes, which requires that all money and property of the association be used exclusively for the legitimate purpose of the association which, pursuant to Section 616.01, Florida Statutes, is for conducting and operating public fairs and expositions. Thus, for example, the Fair Association would be legally prohibited from subleasing a portion of the Leased Premises to a developer for construction of a retail/office development considered to be inconsistent with the Fair Association's purpose of conducting and operating the annual fair.

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Consent to Capital Improvements and Development

The primary means of participation by the County in the management and operation of the Leased Premises is through the provision in the lease agreement requiring the County's agreement on any matters involving the development and construction of improvements and facilities. This provision in its current form provides in paragraph 9 as follows:

The Association and the County will agree on questions of policy touching such matters as the overall development plans for the premises and the construction of new improvements and facilities thereon. Pursuant to such Agreement, the Association, or the Association in cooperation with the County, may construct or provide for such improvements and facilities.

Pursuant to this provision, before the Fair Association can construct any improvements or facilities, or otherwise develop the Leased Premises, the County must first be in agreement with such construction or development. Likewise, however, if the County wishes to undertake any redevelopment of the Fairgrounds Property involving the Leased Premises, the Fair Association must first be in agreement.

The original 1959 lease agreement, also in paragraph 9, contained the requirement that the Fair Association release to the County certain parts of the Leased Premises if needed for County purposes, as follows:

In the event the County shall have need for any part or portion of the leased premises for County purposes and said part or portion can be released without defeating the purpose of this lease nor materially impairing the requirements of the Association for the conduct of its Annual Fair, then upon request of the County in writing the Association will release such part or portion of the leased premises as shall be needed for the purposes aforesaid.

It was pursuant to this requirement that the Fair Association released to the County the portions of the original Leased Premises for the development of Capital Stadium in 1961 and the Cooperative Extension Facility in 1962. Unfortunately, this release provision was removed from the lease agreement in the 1969 modification and the County has since been precluded from any further redevelopment on the Leased Premises without the agreement and cooperation of the Fair Association.

Negotiating New Lease Agreement to Address Redevelopment under Sense of Place Initiative

The negotiation of a new lease agreement to allow for a redevelopment of the Fairgrounds Property as proposed by the County's Sense of Place Initiative will be dependent upon the Fair Association's cooperation. The Fair Association's willingness for such cooperation has been shown in the Board's past discussions in 2002 and 2005 regarding potential redevelopment of the Fairgrounds Property (Attachment #18). It is clear, however, that the Fair Association's willingness to cooperate with the County's redevelopment strategy is contingent upon being provided a suitable replacement for the buildings and other improvements that currently exist on the Leased Premises. Otherwise, it is not likely that the Fair Association would agree to a release to all or any portion of its leasehold and other property interests in the Leased Premises.

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In order to understand the cost involved in replacing the buildings and improvements on the Leased Premises, the Board in February 2002 directed County staff to obtain an estimate of such replacement cost. In response, staff presented to the Board a November 2002 appraisal report that concluded in a \$7.2 million replacement cost new of the infrastructure and vertical improvements associated with the Fair Association's operation. Although this replacement cost estimate is now outdated, it is a good indication of the substantial cost to the County that would be involved in negotiating a new lease agreement with the Fair Association. Unless the County can successfully negotiate with the Fair Association to allow for future redevelopment, the current lease agreement would assure the Fair Association that no such redevelopment could occur without its consent.

If the County were to reach a standstill in negotiating for a release of the Fair Association's leasehold interest and the replacement of its buildings and other improvements, another option that would normally be available to the County would be to acquire those property interests with the Board's eminent domain power. As of 2006, however, this option is prohibitive when the purpose of the eminent domain acquisition is for private sector redevelopment. The Florida Legislature in 2006 enacted Section 73.013, Florida Statutes, which prohibits the County from filing an eminent domain petition to acquire the Fair Association's property interests in the Leased Premises and then, within ten years after the acquisition, conveying any part of it to a person or private entity by lease or otherwise. Thus, pursuant to this new law, if the Board were to use its eminent domain power to acquire the Fair Association's property interests in the Leased Premises, it would not only have to pay full compensation for the acquisition but would also be required to wait at least ten years before leasing or selling any portion of it to a person or private entity for redevelopment.

Summary of Contractual Relationship with Fair Association

The County's contractual relationship with the Fair Association began in 1954 when the Board accepted the Fair Association's conveyance of the fairgrounds property at no cost to the County. The Fair Association had purchased the fairgrounds property in 1949 and conveyed it to the County because of a concern that, if enough members had been accepted into the Fair Association, the property could have been sold or used in an undesirable way.

The Fair Association was created in 1941 as a not-for-profit fair association through the Department of Agriculture pursuant to Chapter 616, Florida Statutes. The only involvement by the County in the Fair Association's creation was the Board's required approval of the Fair Association's original charter. The Fair Association exists for the sole purpose of conducting and operating public fairs or expositions. All Fair Association money and property, except that necessary for payment of its debts and liabilities, are public property to be administered by the Fair Association as trustee and to be used exclusively for its legitimate purpose.

The membership of the Fair Association is established by application and upon approval of the Board of Directors. The Fair Association's governing documents do not provide for any required participation by the County as members of the Fair Association, nor do they provide for any involvement by the Board in the appointment of any members. The Fair Association is managed by a fifteen-member Board of Directors which supervises a nine-member Executive Committee.

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The Officers of the Fair Association are the President, Vice President, and Secretary-Manager. The Officers and the Executive Committee act for and represent the Fair Association in all general and routine business matters, and have general and full authority to act for and on behalf of the Fair Association and to bind and obligate the Association by and through their acts. The Fair Association exists and operates entirely separate and apart from the County under the governance of the rules promulgated by the Department of Agriculture. As such, the only opportunity for the County's involvement in the operation of the fairgrounds property is through its contractual relationship as provided in the lease agreement.

The first lease agreement for the fairgrounds property was executed in November 1959 and was modified several times between 1969 and 1991. In 1995, the current lease agreement was executed and replaced and superseded all previous modifications. The annual rent payment remains at \$1.00 as originally provided for in 1959. A total of approximately 107.5 acres is contained within the Leased Premises and is subject to four ongoing uses not associated with the Fair Association's activities: (i) the 9.1-acre Capital Stadium parking lot; (ii) the 5.2-acre Sheriff's Mounted Patrol Facility and County livestock impoundment area; (iii) the 20.1-acre Capital Park facility; and (iv) a 2.28-acre portion of a City recreational trail.

The County's contractual relationship with the Fair Association evolved through the years to shift most of the control of the Leased Premises to the Fair Association. The lease agreement in its current form essentially grants to the Fair Association, for \$1.00 per year, a leasehold property interest which gives it exclusive possession of the Leased Premises over the next 53 years. The Fair Association can remain in possession of the Leased Premises through 2067 as long as it complies with the lease terms by avoiding the following termination events: (i) failing to conduct an annual fair during each year of the term, except if such failure is caused by a disaster, national emergency, or other reasonable or justifiable cause; (ii) becoming bankrupt or dissolved; or (iii) committing any other material breach. Absent the occurrence of one of these termination events, the County does not have the legal grounds to terminate the lease agreement nor to seek a Court Order to recover possession of the Leased Premises. Without such a Court order, the County has no legal recourse to recover possession of the Leased Premises without the agreement and cooperation of the Fair Association.

The current lease agreement requires the County's consent for any assignment of the lease by the Fair Association, but does not require such consent for any subleasing of the Leased Premises. However, the Fair Association does not have unbridled discretion in its subleasing activity. It is somewhat constrained by the statutory requirement that all property of the Fair Association be used exclusively for the legitimate purpose of conducting and operating public fairs and expositions.

The County's primary means of participating in the management and operation of the Leased Premises is the requirement that the County and the Fair Association will agree on any matters involving the development and construction of improvements and facilities. Before the Fair Association can construct any improvements or facilities, or otherwise develop the Leased Premises, the County must first be in agreement with such construction or development. Likewise, however, if the County wishes to undertake any redevelopment of the Fairgrounds Property involving the Leased Premises, the Fair Association must first be in agreement.

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The negotiation of a new lease agreement to allow for a redevelopment of the Fairgrounds Property will be dependent upon the Fair Association's cooperation. Although the Fair Association has shown such willingness in the past, it has made it clear that its cooperation is contingent upon being provided a suitable replacement for its existing buildings and other improvements. Otherwise, it is not likely that the Fair Association would agree to a release to all or any portion of its leasehold and other property interests in the Leased Premises. Although an eminent domain acquisition of the Fair Association's property interests would normally be an option if such negotiations were to reach a standstill, it would be prohibitive in this instance when the purpose is for private sector redevelopment. A new law enacted in 2006 would prohibit the County from filing an eminent domain petition to acquire the Fair Association's property interests in the Leased Premises and then, within ten years after the acquisition, conveying any part of it to a person or private entity. Thus, if the Board were to proceed with an eminent domain acquisition, it would have to pay full compensation and would also be required to wait at least ten years before leasing or selling any portion of it to a person or private entity for redevelopment.

**Analysis Part Two:
Joint Use Agreement relating to Sheriff's Mounted Patrol Facility**

The Fair Association's Board of Directors met on April 7, 2014 to consider the recommended withdrawal of the notice of termination of its Joint Use Agreement with the Sheriff and the County. According to the Executive Secretary-Manager's subsequent e-mail correspondence to the County Administrator, the Fair Association's Board of Directors accepted his recommendation and has withdrawn the notice of termination to the Sheriff. As such, there is no further action required by the Board of County Commissioners with regard to the continued use of a portion of the Leased Premises for the Sheriff's Mounted Patrol Facility and for the County's livestock impoundment area.

Options:

1. Accept status report on County's contractual relationship with the North Florida Fair Association, Inc..
2. Accept status report on the North Florida Fair Association's proposed termination of Joint Use Agreement relating to Sheriff's Mounted Patrol Facility and livestock impoundment area.
3. Do not accept status report on County's contractual relationship with the North Florida Fair Association, Inc..
4. Do not accept status report on the North Florida Fair Association's proposed termination of Joint Use Agreement relating to Sheriff's Mounted Patrol Facility and livestock impoundment area.
5. Board direction.

Recommendation:

Options #1 and #2.

Title: Acceptance of Status Report on Various Issues Related to the Contractual Relationship
with North Florida Fair Association and the Use of the Fairgrounds Property

April 22, 2014

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Attachments:

1. Board of County Commissioner minutes of October 6, 1954 meeting
2. Historical timeline of Fair Association
3. Board of County Commissioner minutes of October 28, 1941 meeting
4. 1941 Charter of Fair Association (unsigned)
5. 1950 Charter Amendment of Fair Association
6. 1941 Charter of Fair Association (unsigned version as of September 7, 1960)
7. Bylaws of Fair Association
8. Board of County Commissioner minutes of January 16, 1956 meeting
9. Current lease agreement with Fair Association dated December 20, 1995
10. Sketch and aerial of entire Fairgrounds Property
11. Sketch and aerial of Leased Premises
12. Sketch of Capital Stadium (#12A) and Sheriff Mounted Patrol Facility (#12B)
13. Sketch of Capital Park facility (#13A) and City recreational trail (#13B)
14. Board of County Commissioner agenda item of February 11, 2014 meeting regarding the Sheriff's Mounted Patrol facility
15. Follow-up on February 11, 2014 Board of County Commissioner agenda item
16. DesignWorks conceptual plan on proposed parking lot connection
17. 1995 changes to current lease agreement in legislative format
18. 2005 letter from Fair Association acknowledging willingness to cooperate with County's redevelopment strategy

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WEDNESDAY, OCTOBER 6, 1954

Mr. H. M. Young came before the Board and requested that his permit to carry a pistol be renewed, motion by Commissioner Levins, seconded by Commissioner Kelley and carried that when proper Bond is made that the request be granted.

Deeds to the Fair Grounds were received from the North Florida Fair Association and upon motion of Commissioner Kelley, seconded by Commissioner Bradford was accepted and ordered filed for record.

Deeds for a 200 feet front park on Lake Talquin was received from Mr. Ben Stoutamire and upon motion of Commissioner Bradford, seconded by Commissioner Tully said deed was accepted and ordered filed for record.

A request was received from St. Pauls Church for paving parking area at said Church, motion by Commissioner Bradford, seconded by Commissioner Kelley and unanimously carried that said request be granted.

There being no further business to come before the Board at this time it is ordered that we now adjourn.

J. Christie Hall
CHAIRMAN

ATTEST:

[Signature]
CLERK

THURSDAY, OCTOBER 14, 1954

The Board of County Commissioners met in special session on this date with Chairman J. Christie Hall presiding, all members present.

Pursuant to "Notice for Bids" as advertised in the Tallahassee Democrat for;

- 60 feet of 8 1/2 inch Metal Pipe,
- 2 Connecting Bands,
- 13 Angle Irons,



441 Paul Russell Road • Tallahassee, Florida 32301-6996
Telephone (850) 878-3247 (878-FAIR) • FAX (850) 942-6950
Information Line (850) 671-8400
E-mail: northfloridafair@northfloridafair.com

**Executive Secretary
and Manager:**

Ron Beckey, C.F.E.

Executive Committee:

J. Lee Vause, President
Chris Prescott, Vice President

Lawrence Heitmeyer
George Henry
Don Keenan
Payne Midyette, Jr.
R. E. Stanaland
Robert West
Herschel Williams

Directors:

Kim Fiorini
Bruce Host
Henry Lewis, III
Jane Sauls
Mike Whiddon
Ronnie Youngblood

Director Emeritus:

James Alford
Jim Fogarty
Jack Whiddon

July 10, 2001

Mr. Gary Johnson
Director of Community Development
Leon County
3401 West Tharpe Street
Tallahassee, FL 32303

Dear Gary:

As you requested, here is a history of the North Florida Fair Association and a copy of the Fair's agreement with Leon County.

I regret the delay, however, the editing process took a good bit of time to complete. I trust that this will be useful in preparation for the September 25th County Commission Workshop Meeting.

Should you need further information, please give me a call.

Sincerely,


Ron Beckey, CFE
Executive Secretary/Manager

RB/mr

Enclosures

CC: On File

HISTORY OF THE NORTH FLORIDA FAIR ASSOCIATION

1941 The Leon County Fair was incorporated. Its charter stated that the Fair's goal was to "conduct and operate for the benefit and development of the agricultural, horticultural, livestock, and other resources of Leon County and the State of Florida".

1947 The Fair was held at the edge of the Campus of Florida A&M University and was supported by funding from the Leon County Board of Commissioners, The Board of Public Instruction, Florida Department of Agriculture, and the City of Tallahassee.

1949 Due to the growth of the Fair, it was decided that a larger site was needed to hold the annual event. A delegation of the Fair Association's Executive Committee purchased 142 acres of land on an interest-free 18 year mortgage, which was to commence on January 1, 1950 and conclude on January 1, 1968. Two members of the Fair delegation, V.G. Phillips and Jack Levins were also Leon County Commissioners. The location of the property was/is at South Monroe Street and Paul Russell Road.

The first time the Fair was held on the new site was 1949. The Fair Association received assistance from the County Commission, the City of Tallahassee, the School Board, and from the Florida Department of Agriculture.

1950 An amendment to the Fair's charter was approved, changing the name of the organization from the "Leon County Fair Association" to the "North Florida Fair Association". The Fair grew from being a local county Fair to a district Fair which serves a vast region of North Florida (the Fair presently reaches out to some twenty-four North Florida counties and South Georgia). The Fair Association received assistance from the County Commission, the City of Tallahassee, the School Board, and from the Florida Department of Agriculture.

1951 The Fair Association received assistance from the County Commission, the City of Tallahassee, the School Board, and from the Florida Department of Agriculture.

1954 The deed to the Fairgrounds was accepted from the Fair Association by the Board of County Commissioners. The County Attorney was instructed to draw up a lease between the parties. The property was deeded to the County because there was a concern that if enough members of the Fair joined the Association, that the property could be sold or used in some undesirable way. The Fair Association received assistance from the County Commission and the Florida Department of Agriculture..

1955 The Fair Association together with the financial cooperation of the County Commission and the Florida Department of Agriculture agreed to construct two new buildings on the Fairgrounds. In December, building #1 was completed.

1956 The Fair Association again went to the Board of County Commissioners to request a lease on the Fair's property. A motion was passed to instruct the County Attorney to draw up a lease between the parties. The Fair Association received assistance from the County Commission, the

City of Tallahassee, the School Board, and from the Florida Department of Agriculture. Building #2 was completed.

1957 The Fair Association received assistance from the County Commission, the City of Tallahassee, the School Board, and from the Florida Department of Agriculture. The County Commission Chairman, Fair Manager/County Agent, and the City Manager agreed to add fans to Building #2 and to have the City be responsible for renting out the building for a period of one year.

1958 The Fair Association received assistance from the County Commission, the City of Tallahassee, the School Board, and from the Florida Department of Agriculture.

1959 A new lease between the Fair and County Commission was drawn up and agreed to.

1961 The Fair's Executive Committee agreed to build eleven new food booths on the grounds. The remaining fence lines were also slated for completion. The County and City had completed paving on the Fairgrounds. As agreed to in the original lease, land was released to the City of Tallahassee and the Board of Public Instruction for construction of a municipal stadium.

1962 The Board of County Commissioners requested a release of a certain part of the Fairgrounds property in order to construct an agricultural center.

1963 The Executive Committee offered to make the Fair's facilities available for one year to the City of Tallahassee for use as a curb market, except at Fair time. It was agreed that there would be no expense to the Fair.

1969 Plans for the construction of new rest rooms were approved by the Fair Association.

A modification of the Fair's lease with Leon County was approved by the parties. The lease could be terminated by the County upon 24 months notice instead of the prior 18 months. It was further agreed that the Fair would be responsible for maintenance. The only exception was that the County would maintain the paving and pay for all utilities other than during the two weeks prior, week of, and two weeks after the annual Fair. The other change was that Building #2 would be the only leased building. The other buildings would be for storage for the Fair.

1970 The Secretary/Manager of the Fair was employed full-time as the County Extension Director. He managed the Fair as part of his regular duties. This came about originally at the direction of the Board of County Commissioners and has continued as a result of his annual election as Secretary and appointment as Manager. The Secretary/Manager utilized the total resources of the County Extension Office, its facilities, and personnel in order to organize, develop, and stage the annual Fair.

The Fair Association sent a letter to Randy Trousdell of the Tallahassee Parks and Recreation Department allowing the City to utilize a section of the Fair's property for a baseball field. The Fair stated that this section would not be needed for about "5 - 7 years".

1971 Mr. Lloyd Rhoden was offered the full-time position as Manager of the North Florida Fair
Page 226 of 263
Posted on September 17, 2024

following his retirement in September.

The Fair Association agreed to build an additional exhibition building and an administration building.

1972 The Fair's lease was extended for 15 years. The lease stated that the County would insure the improvements on the Fair property against fire, windstorm, or other casualties. The Association was asked to save the County harmless from any and all liabilities in conjunction with the Association's use of the premises. The Association was also required to carry public liability insurance. The County was to provide a janitor or maintenance person for the purpose of preparing Building #2 for rental, and to clean and maintain this building and the grounds. The Association was to receive all revenues, except from Building #2.

1973 The Association purchased a pick-up truck and the County truck was returned to the County.

The Fair approved a bid to have extensive electrical work completed on the Fairgrounds.

1974 New bathrooms and showers were approved by the Association.

1975 Leon County's Department of General Services was named as the agent in charge of renting Building #2.

1976 The Fair Association agreed to build a new building to replace the tents that had been used for housing nursery land, poultry, and goats. In addition, Building #1 was slated to be renovated by the Fair. The Fair Manager was instructed by the Executive Committee to hire a caretaker for the Fairgrounds, with the realization that if conflicts arose between the caretaker and the County Maintenance person, that these conflicts could be worked out as they occurred.

1977 The Fair's Executive Committee decided to buy a double-wide mobile home for the caretaker.

1978 The Fair lease was extended through the year 2003.

1980 The County wanted to lease building #2 to the Fair Association for a 5 year period, with an automatic renewal clause. The Association was to pay for all utilities. The County was to maintain all technical equipment in building #2 and bill the Fair accordingly. The Association was to give the County quarterly reports of all funds received from this building.

1982 The Fair Association awarded a contract to erect a new cattlebarn.

1984 A modification of the lease occurred to include the Lou Hill plot which was donated to the County.

The Fair built a house for its caretaker and family to replace the double-wide mobile home.

1987 A modification of the leased occurred extending the lease to the year 2017. Building #2 was not included in the modification. The Fair Association built ten new food booths and one

information booth at the cost of nearly \$400,000. The food booths are for use by local churches and civic organizations at Fair time.

- 1989** A joint use agreement was drawn up between the County, School Board, and the Fair Association regarding use of the Capital Stadium parking lot.
- 1990** General roofing improvements were done to several of the Fair's buildings at a cost of \$240,000. Asphalt paving strips, to benefit our Fair patrons was completed in the Midway area.
- 1991** A modified lease was agreed to by the County and the Fair Association which combined all previous leases into a single instrument.
- 1995** Leon County issued industrial revenue bonds in the amount of \$550,000 on behalf of the North Florida Fair Association. As a result, the Fair Association did complete renovations on buildings #2 and #4. This included new roofs, a/c and heat, ceilings, walls, lights, and storage areas. This brought the Fair into compliance with fire and ADA regulations. This extensive project was completed in mid 1996 at a cost of \$900,000 to the Fair Association.
- A modified lease between the County and the Fair was agreed to by the parties which extended the lease to the year 2067.
- 1996** The Fair's RV area was completely rebuilt to meet modern day standards at a cost of \$31,000.
- 1998** An additional 15 foot asphalt paving strip was added to the Midway area at a cost of \$18,000.
- 1999** New goat pens and 4-H Building displays were constructed.
- 2000** The Fair Association completed a storm water holding pond at a cost of over \$31,000. New and improved lighting to the Tram Road parking lot occurred at a cost of over \$4,000. The Fair Association and the Leon County Sheriff's Department signed an agreement to allow a portion of the Fair's facilities to be used for stabling , pasturing, exercising, and training their horses.

Also: 1 1 3/4 ton GMC Model CG 152 pick up truck with 7.20 X 15-6 ply tires, Cab, body, Air filter, for sum of-----\$769.00
terms, cash 30 days after delivery, let same roll.

Yours very truly,
Paul V. Lang
Clerk of said Board.

October 28th, 1941

Alford Chevrolet Company,
Tallahassee, Fla.

Gentlemen:

From your bid submitted to furnish certain County Road machinery you are hereby notified that you have been given the order to furnish the following:

1 1942 Chevrolet Master DeLux Four Door Sedan with standard equipment for \$1,021.50, less allowance for old car \$225.00, net \$796.50

Also: 1 ten foot steel sub-grame dump body with super 617-6" Anthony Hydraulic hoist for \$290.00

The above FOB Tallahassee.

You will please proceed to make delivery of the above.

Yours very truly
Paul V. Lang,
Clerk of said Board

It is ordered that all bids for Tractors be deferred.

Application of William Bivins Rhodes of 528 West Madison Streets to distribute beverages containing more than 3.2 per cent of alcohol was approved.

The adoption of the following resolution was moved by Commissioner Bannerman, seconded by Commissioner Herring, and unanimously adopted by the Board;

WHEREAS, There has been presented to the Board of County Commissioners of Leon County, Florida, a proposed Charter of Leon County Fair Association, Inc., and

WHEREAS, The Board of County Commissioners has examined and approves said Charter and purposes of the organization for which it is intended,

NOW, THEREFORE, BE IT RESOLVED By the Board of County Commissioners in regular meeting assembled this 28th day of October, A. D. 1941, that the said Board hereby approves said Charter and the purposes of the organization for which it is intended.

It is ordered that the Board do now adjourn.

Attest:

Paul V. Lang
Clerk

Approved.

J. P. Phillips
Chairman

CHARTER OF
LEON COUNTY FAIR ASSOCIATION

The undersigned subscribers certify and submit the following Articles for the purpose of becoming a Corporation not for profit, by and under the provisions of the Statutes of the state of Florida:

ARTICLE I

The name of the Association shall be THE LEON COUNTY FAIR ASSOCIATION, INCORPORATED.

ARTICLE II

The principal place of business shall be TALLAHASSEE, LEON COUNTY, STATE OF FLORIDA.

ARTICLE III

The general nature of the business and objects and purposes proposed to be transacted shall be:

- (a) To conduct and operate one (1) annual public fair or exposition for the benefit and development of the agricultural, horticultural, livestock, and other resources of Leon County and State of Florida.
- (b) To buy, lease, acquire and occupy lands and to erect buildings and improvements of all kinds thereon and to develop same and to sell, mortgage, lease or convey said property or any part thereof, in its discretion from time to time, and to sell or rent space for exhibitions or other privileges.

- (c) To hold, conduct, and maintain midways, also to conduct and operate public fairs for handicraft and educational projects.
- (d) To charge and receive reasonable compensation for admission to such affairs or expositions.
- (e) To conduct and hold public meetings, to supervise and conduct lectures and all kinds of demonstration work in connection with or for the improvement of Home Demonstration, agricultural or horticultural work and matters connected therewith.
- (f) To hold exhibits of Home Demonstrations, agricultural and horticultural products, and to give certificates or diplomas of excellence.
- (g) Generally to do, perform and carry out all matters, acts and business, usual or proper, in connection with state, district or county fairs or expositions.

ARTICLE IV

Membership shall be upon application, such application shall be voted upon and declared acceptable or not by the Board of Directors of said Corporation, Expulsion of Members shall be by the Board of Directors in such manner as shall be prescribed in the By-Laws.

ARTICLE V

The Association shall have perpetual existence.

ARTICLE VII

The affairs of the Association shall be directed by a President, First Vice-President, Second Vice-President, and Secretary-Treasurer-Manager who shall be members of and elected from an Executive Committee of Nine (9) members, which Executive Committee shall be elected by and from a Board of Directors of Forty (40) members, which Board of Directors shall be elected from the membership at the annual meeting for a term of One (1) year, but shall hold office until their successors are elected and qualified. The annual meeting shall be held on the first Monday of March of each and every year.

ARTICLE VIII

The affairs of the Association shall be directed by V. G. Philips, President; E. G. Rivers, First Vice-President; A. P. Tolley, Second Vice-President; and E. S. McMullen, Secretary-Treasurer-Manager, until the first election of Board of Directors under the proposed charter.

ARTICLE IX

By-Laws may be made, altered, rescinded or amended by the Board of Directors when they deem necessary and must be approved by a majority of the Corporation before they are put in operation.

ARTICLE X

The Association at no time shall have or subject itself to an indebtedness in excess of Twenty-five Thousand (\$25,000) Dollars.

STATE OF FLORIDA
COUNTY OF LEON

On this day personally appeared before me, an officer duly authorized to take acknowledgments, V. G. PHILLIPS, M. G. RIVERS, A. P. TALLEY, and K. G. MCKULLEN, all to me well known and known to be the persons described in the foregoing proposed Charter of the LEON COUNTY FAIR ASSOCIATION, INC., and they acknowledged that they subscribed and executed said Charter for the purposes therein expressed; that they swear that the sole object of the Association is public service, that there has been provided for the purposes of the Association assets in value exceeding Five Thousand (\$5,000) Dollars, and that it is intended in good faith to carry out the purposes and objects therein set forth.

IN WITNESS WHEREOF, I have hereunto set my hand and seal at Tallahassee, Leon County, State of Florida, this _____ day of _____ A. D. 1941.

Notary Public

The adoption of the following resolution was moved by Commissioner Bannerman, seconded by Commissioner Berring, and unanimously adopted by the Board:

WHEREAS, There has been presented to the Board of County Commissioners of Leon County, Florida, a proposed Charter of Leon County Fair Association, Inc., and

WHEREAS, The Board of County Commissioners has examined and approves said Charter and purposes of the organization for which it is intended,

NOW, THEREFORE, BE IT RESOLVED By the Board of County Commissioners in regular meeting assembled this 28th day of October, A. D. 1941, that the said Board hereby approves said Charter and the purposes of the organization for which it is intended.

STATE OF FLORIDA
COUNTY OF LEON

I, PAUL V. LANG, Clerk of the Circuit Court in and for Leon County, Florida, and ex officio Clerk of the Board of County Commissioners of Leon County, Florida, do hereby certify that the foregoing resolution is a true and correct copy of the resolution adopted by the Board of County Commissioners in regular meeting assembled in Tallahassee, Leon County, Florida, on the 28th day of October, A. D. 1941.

IN WITNESS WHEREOF, I have hereunto affixed my hand and official seal this _____ day of _____ A. D. 1941.

Clerk of Circuit Court

IN THE CIRCUIT COURT OF THE SECOND
JUDICIAL CIRCUIT-IN AND FOR LEON
COUNTY, FLORIDA.

In Re: PETITION FOR INCORPORATION
OF LEON COUNTY FAIR
ASSOCIATION, INCORPORATED.

This cause coming on to be heard upon the application of V. G. PHILLIPS, E. G. RIVERS, A. F. TALLEY and K. S. McMULLEN for an Order approving the proposed Charter of the Leon County Fair Association, Inc., and it appearing to the Court that said Charter was filed with the Clerk of this Court during the period of publication of notice required by law of intention to present said application, and it further appearing to the Court that the proposed Charter has been duly and regularly approved by the Board of County Commissioners of Leon County, Florida, the County in which the principal office of said Leon County Fair Association Inc. is to be located, and that said proposed Charter, the application, and all other matters connected therewith, are in proper form, and that all requirements governing such applications have been complied with.

IT IS THEREUPON ORDERED and DECREED That the application herein be and the same is hereby granted, and the proposed Charter of the LEON COUNTY FAIR ASSOCIATION, INC. be and the same is hereby approved, and the Subscribers named in said application be and they are hereby incorporated under said Charter for the objects and purposes and with the powers therein specified.

DONE and FORWARDED IN WRITING This _____ day of
_____ A. D. 1941.

Circuit Judge

Corporation 4 PAGE 238

IN THE CIRCUIT COURT OF THE SECOND
JUDICIAL CIRCUIT IN AND FOR LEON
COUNTY, FLORIDA.

IN RE: Application of The Leon County Fair Association
for Order Approving Amendment to Charter.

* * * * *

This cause coming on to be heard on petition of The
Leon County Fair Association for order approving amendment
to its Charter, and the Court being fully advised in the
premises,

IT IS ORDERED AND ADJUDGED that Article I of the
Charter of The Leon County Fair Association, Inc., be, and
the same is hereby amended to be and become as follows:

ARTICLE I: - The name of the association shall be
The North Florida Fair Association, Inc.

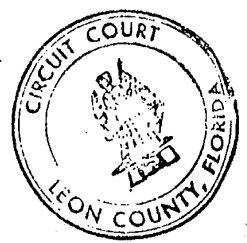
IT IS FURTHER ORDERED AND ADJUDGED that upon the filing
and recording of this Order and the above and attached Petition
and Resolution that said amendment shall become and be taken
as a part of the original Charter.

DONE AND ORDERED in Tallahassee, Leon County, Florida,
this 7th day of March, A. D. 1950.

Hugh M. Taylor

CIRCUIT JUDGE.

19964
RECORDED IN THE
OFFICE OF THE CLERK OF
THE CIRCUIT COURT OF
LEON COUNTY, FLORIDA
MAR 7 12 35 PM 1950
AT THE TIME AND PLACE ABOVE
SIGNED AND FORWARDED
CLERK OF CIRCUIT COURT



J. LEWIS HALL ATTORNEY AT LAW TALLAHASSEE, FLORIDA

Corporation 4 PAGE 235

IN THE CIRCUIT COURT OF THE SECOND
JUDICIAL CIRCUIT IN AND FOR LEON
COUNTY, FLORIDA.

IN RE: Application of The Leon County Fair Association
for Order Approving Amendment to Charter.

* * * * *

Comes now J. Lewis Hall, attorney for The Leon County
Fair Association and respectfully petitions the Court for an
order approving the amendment to the Charter of said association,
said amendment being set forth in full in Resolution of said
association attached hereto and made a part hereof by reference.

J. Lewis Hall
Attorney for The Leon County
Fair Association

J. LEWIS HALL ATTORNEY AT LAW TALLAHASSEE, FLORIDA

Corporation 4 PAGE 236

Mr. Lloyd Rhoden moved the adoption of the following Resolution and upon its being seconded, was unanimously passed:

WHEREAS, several counties adjacent to Leon County have actively participated in fairs and expeditions sponsored by The Leon County Fair Association, and

WHEREAS, it would seem appropriate to change the name of The Leon County Fair Association to a name that would more appropriately identify the fair sponsored by this association as one of more than county wide interest,

THEREFORE, BE IT RESOLVED by The Leon County Fair Association in regular annual meeting assembled this 9th day of December, A. D. 1949, that the name of this association be changed from "The Leon County Fair Association" to "The North Florida Fair Association.

BE IT FURTHER RESOLVED that Article I of the Charter be amended to read as follows:

"ARTICLE I. The name of the Association shall be "The North Florida Fair Association, Inc."

BE IT FURTHER RESOLVED that petition be prepared and presented to one of the Circuit Judges of the Second Judicial Circuit for approval of said amendment and that said amendment so approved be recorded in the office of the Clerk of the Circuit Court, and that thereafter said amendment become and be taken as a part of the original Charter.

Corporation 4 PAGE 237

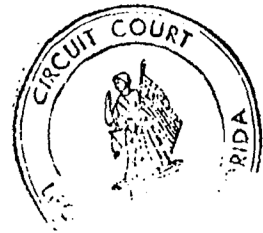
STATE OF FLORIDA
COUNTY OF LEON

I, Lloyd Rhoden, as Secretary of the Leon County Fair Association, Inc., do hereby certify that the above and foregoing is a true and correct copy of resolution adopted at regular annual meeting of said association on the 9th day of December, A. D. 1949 as the same appears of record in the minutes of said association.

IN WITNESS WHEREOF I have hereunto affixed my hand and the seal of said corporation, this 25 day of February, A. D. 1950.

Lloyd Rhoden
Secretary of The Leon County Fair Association, Inc.

19964
FEB 7 12 44 PM 1950
CLERK OF CIRCUIT COURT



J. LEWIS HALL ATTORNEY AT LAW TALLAHASSEE, FLORIDA

OFFICIAL CHARTER OF THE
NORTH FLORIDA FAIR ASSOCIATION, INC.

(As of September 7, 1960)

ARTICLE I

The name of the association shall be The North Florida Fair Association, Inc.

ARTICLE II

The principal place of business shall be Tallahassee, Leon County, State of Florida.

ARTICLE III

The general nature of the business and objects and purposes proposed to be transacted shall be:

(a) To conduct and operate one (1) annual public fair or exposition for the benefit and development of the agricultural, horticultural, livestock, and other resources of Leon County and State of Florida.

(b) To buy, lease, acquire and occupy lands and to erect buildings and improvements of all kinds thereon and to develop same and to sell, mortgage, lease or convey said property or any part thereof, in its discretion from time to time, and to sell or rent spaces for exhibitions or other privileges.

(c) To hold, conduct, and maintain midways, also to conduct and operate public fairs for handicraft and educational projects.

(d) To charge and receive reasonable compensation for admission to such affairs or expositions.

(e) To conduct and hold public meetings, to supervise and conduct lectures and all kinds of demonstration work in connection with or for the improvement of Home Demonstration, agricultural or horticultural

work and matters connected therewith

(f) To hold exhibits of Home Demonstrations, agricultural and horticultural products, and to give certificates or diplomas of excellence.

(g) Generally to do, perform and carry out all matters, acts and business, usual or proper, in connection with state, district or county fairs or expositions.

ARTICLE IV

Membership shall be upon application, such application shall be voted upon and declared acceptable or not by the Board of Directors of said Corporation. Expulsion of members shall be by the Board of Directors in such manner as shall be prescribed in the By-Laws.

ARTICLE V

The Association shall have perpetual existence.

ARTICLE VI

The name and residence of twenty-five of the subscribers are as follows, and each is a bona fide resident of Leon County, Florida.

We, the undersigned bona fide residents of Tallahassee, Leon County, Florida, respectfully petition Judge W. May Walker to grant the charter to:

THE NORTH FLORIDA FAIR ASSOCIATION, INC.

NAME	ADDRESS
V. G. Philips	Tallahassee, Florida
K. S. McMullen	Tallahassee, Florida
A. P. Talley	Tallahassee, Florida
E. G. Rivers	Tallahassee, Florida
J. Lewis Hall	Tallahassee, Florida
Frank Stoutamire	Tallahassee, Florida
F. A. Rhodes	Tallahassee, Florida
George Lewis II	Tallahassee, Florida
G. E. Lewis	Tallahassee, Florida
M. Wesley Carter	Tallahassee, Florida
J. Edwin White	Tallahassee, Florida
Hugh L. Mays	Tallahassee, Florida
L. W. Moon	Tallahassee, Florida

John M. Tapers	Tallahassee, Florida
C. D. Davenport	Tallahassee, Florida
G. C. Herndon	Tallahassee, Florida
Dixon V. Herring	Tallahassee, Florida
R. H. Gibson	Tallahassee, Florida
B. L. Skelton	Tallahassee, Florida
W. H. Marshall	Tallahassee, Florida
Joyce Bevis	Tallahassee, Florida
M. N. Yancey	Tallahassee, Florida
L. C. Tulley	Tallahassee, Florida
M. D. Hurst	Tallahassee, Florida
J. Pasco Love	Tallahassee, Florida

ARTICLE VII

The officers of this corporation shall be a President, a First Vice-President, a Second Vice-President, and a Secretary-Manager, together with such additional officers as may be appointed under the authority of the by-laws of said Corporation. The elected officers of said Corporation will be chosen by plurality vote of the Executive Committee following the annual meeting of the Corporation.

ARTICLE VIII

The names of the officers of said Corporation who are to hold office until the next annual meeting are Frank Stoutamire, President; Christie Hall, First Vice-President; J. P. Love, Second Vice-President; and Lloyd Rhoden, Secretary-Manager.

ARTICLE IX

The by-laws of this Corporation may be made, altered, or rescinded or amended by the Board of Directors in accordance with the provisions of the then existing by-laws of the Corporation.

ARTICLE X

The Corporation at no time shall have or subject itself to an indebtedness in excess of \$100,000.00.

BYLAWS OF THE NORTH FLORIDA FAIR ASSOCIATION

ARTICLE 1

MEETINGS

Section 1. ANNUAL MEETING: The annual meeting of the membership of the North Florida Fair Association will be held during the first quarter of each calendar year. The time and place of such meeting shall be determined by the Executive Committee. Membership shall be given notice by mail and written notice of the meeting shall be circulated to the media – press, radio and television, no less than one week prior to the meeting.

Section 2. SPECIAL MEETINGS: Special meetings of the membership of the said Association may be called by the President or by a majority of the Board of Directors. Notice of annual and special meetings shall be given by mail and/or e-mail and by telephone as designated by board members as shown on the membership register maintained by the Executive Secretary-Manager no less than seven days prior to the called meeting.

Section 3. PLACE OF MEETINGS: The place of both the annual and special meetings will be held at the fairgrounds, unless otherwise specified in the advance publicity or notice as above set forth; provided, however, meetings shall be held within the geographical limits of Leon County, Florida.

Section 4. QUORUM: The quorum for any annual or special meeting shall consist of nine (9) members actually present and participating in such meeting. The quorum for any Executive Board meeting shall consist of five (5) members of the Executive Board.

Section 5. VOTING: Every member in good standing shall be entitled to one vote on any action taken by the Association and shall be entitled to be heard on any matter relevant to the business of the Association. Cumulative voting or voting by proxy will not be permitted.

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ARTICLE II

MEMBERSHIP

Section 1. MEMBERSHIP: Membership shall be by application and upon approval of the Board of Directors.

Section 2. PROCEDURE FOR ESTABLISHING MEMBERSHIP: Any person desiring membership in the Association may, either directly or through a member of said Association, file an application for membership to the Association's Board of Directors, stating his/her name, address, telephone number, occupation and brief statement as to his/her interest in promoting the welfare of the Association. Thereafter, the Board of Directors shall have authority to approve or reject such application for membership, as appears in the best interest of the Association. Upon good cause shown, a majority of the Board of Directors may expel any member from this Association. Should a member fail to attend two consecutive annual meetings his name may be dropped from the membership rolls.

ARTICLE III

BOARD OF DIRECTORS

Section 1. FUNCTION: The business of this Association shall be managed and its powers exercised by a board of fifteen (15) directors who will be elected, as hereinafter set forth, at the annual meeting of the Association.

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Section 2. QUALIFICATION: All members of the Board of Directors shall be Members of the Association. A minimum of two-thirds of the Board of Directors shall be Leon County residents.

Section 3. ELECTION AND TERM OF OFFICE: The Directors shall be chosen at the annual meeting of the Association by a plurality of votes of the present members of the Association and each director elected shall hold office for a period of three (3) years or until a successor has been duly elected to succeed him/her. Terms will be staggered.

The title Director Emeritus shall be established to recognize former board members for long standing meritorious service. This position shall be non-voting and shall be accorded all other rights & privileges of board members.

Section 4. VACANCIES: Any vacancy occurring in the Board of Directors shall be filled by the Executive Committee. The appointed director shall serve until the next annual meeting of the Association.

Section 5. QUORUM: A majority of the board shall constitute a quorum for the transaction of business. However, a lesser number may adjourn the meeting to a subsequent time certain.

Section 6. PLACE OF MEETING: The Board of Directors may meet at any place within Leon County Florida.

Section 7. MEETINGS: Meetings of the Board of Directors shall be held immediately following the annual meeting of the membership, and special meetings of the Board of Directors may be called by the President or a majority of the Board of Directors. Notice of the annual and special meetings of the Board of Directors will be given in accordance with Article 1 Section 2 regarding Special Meetings.

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ARTICLE IV

EXECUTIVE COMMITTEE

Section 1. MEMBERSHIP: During the annual meeting of the Board of Directors of the Association there shall be elected from said Board of Directors nine (9) members who will constitute the Executive Committee.

Section 2. AUTHORITY: The Executive Committee will direct the affairs of said Association and will be responsible for its continuous operation under the supervision of the Board of Directors during the time the Board of Directors is not in session.

Section 3. DELEGATION OF AUTHORITY: The Executive Committee shall have the power to delegate all or any part of its lawful authority to the elected officers of the Association in order to facilitate the operation and execution of business affairs.

ARTICLE V

OFFICERS

Section 1. OFFICERS: As provided in Article 7 of the Charter of this Association, the Officers shall be a President, a Vice President, and a Secretary-Manager. The office of Secretary-Manager shall be known as the Executive Secretary-Manager. The President and Vice President shall be elected at the annual meeting of the Board of Directors and shall be members of the Executive Committee. The Executive Secretary-Manager shall be appointed by the Executive Committee. The Executive Committee may appoint a Treasurer, and Auditor, an Attorney or such other specialists as the committee deems needed for the successful operation of the affairs of the Association.

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Section 2. TERM OF OFFICE: The President shall serve a two (2) year term and the Vice President shall serve a one (1) year term or until their successors have been duly elected and installed. The President may not immediately succeed himself in the same office; provided, however, this provision shall apply only to a duly elected term of office and not to the filling of an unexpired term. No person shall be eligible for election as President until he has served a minimum of one year on the Executive Committee.

Section 3. PRESIDENT: The President shall be the chief executive officer of the Association and shall have the responsibility of the management of the business and affairs of the Association, subject to the authority of the Board of Directors and the Executive Committee. He/She shall preside at all meetings of the Association, Board of Directors and Executive Committee, and shall carry out the policies and directives as from time to time may be established by the Board of Directors and Executive Committee.

Section 4. VICE-PRESIDENT: The Vice-President of the Association will serve during the absence of the President, or in his/her stead on the event of resignation, death, disability or removal until the vacancy is filled in accordance with Section 7 of this article.

Section 5. EXECUTIVE SECRETARY-MANAGER: The Executive Committee shall appoint an Executive Secretary-Manager of the Association who shall be directly responsible to the President and the Executive Committee. The Executive Secretary-Manager will have custody of all corporate records, the financial records of the Association, and shall be responsible for the physical security and control of all property and shall maintain a current inventory of all properties.

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Section 6. APPOINTIVE OFFICERS: The Executive Committee shall prescribe the duties and responsibilities of all appointive officers of the Association.

Section 7. VACANCY: The Executive Committee shall, as soon as practical, after a vacancy in any office occurs, appoint a successor to fill the unexpired term.

ARTICLE VI

FINANCIAL

Section 1. DEPOSITORY: The monies of the Association will be deposited in a bank or banks in Leon County, Florida, as determined by the Executive Committee.

Section 2. WITHDRAWALS: All checks or drafts over a designated amount as determined by the Executive Committee written upon the treasury of the Association shall be signed either by a designated member of the Executive Committee as named by the President and countersigned by the Executive Secretary-Manager.

Section 3. FINANCIAL RECORDS: Accurate and detailed financial records of income and expenditures will be maintained at all times and a report of each year's operations will be audited by a certified public accountant designated by the Executive Committee and reported to the membership at the annual meeting thereof.

ARTICLE VII

MISCELLANEOUS

Section 1. GENERAL DELEGATION OF AUTHORITY: It is hereby declared that the purpose and intent of the membership of the Association is that the Officers and the Executive Committee will continuously act for and represent the Association in all general and routine business matters. Unless specifically restricted by these bylaws, the Executive Committee and Officers have general and full authority to act for and on behalf of the Association and to bind and obligate the Association by and through their acts. This authority may be delegated by the Executive Committee exclusively to the Officers upon affirmative vote of said Executive Committee.

ARTICLE VIII

AMENDMENTS

Section 1. CHARTER: At anytime should it appear desirable and necessary that the charter of the Association be amended, the proposed amendments shall be submitted by the Executive Committee to the Board of Directors at any meeting of the Board of Directors; providing advance notice has been given to the Board of Directors of such proposal to modify the charter. Should a majority of the Board of Directors at any such meeting vote in favor of the proposed amendment the amendment shall be adopted according to the provisions of Chapter 616, Florida Statutes.

Section 2. BYLAWS: Amendments to these bylaws may be made in a similar manner to the charter amendments, except that said amendment will become final and binding upon approval by the Board of Directors. Any items not covered under these bylaws shall be governed by Roberts Rules of Order, newly revised edition.

These bylaws adopted effective April 12, 2010.

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MONDAY, JANUARY 16, 1956

The Board of County Commissioners of Leon County, Florida met in Special Session on this date with Chairman W. W. Kelly presiding. The following members were present: Commissioners Hall, Tully, and Easterwood.

Members of the Leon County Fair Board appeared before the Board with County Agent Lloyd Rhoden acting as spokesman. Mr. Rhoden stated that the Fair Board had been approached by several parties who had requested that Fair Building be rented to them for various activities and the Fair Board wished to have an understanding with the Board of County Commissioners as to what the policy should be in regard to this. The Board decided that the Fair Building would be leased to the Fair Association and that they in turn could rent or sub-lease it. The Chairman instructed Attorney Hall to confer with County Agent Rhoden and draw up a lease in this connection and to submit it to the Board for approval. Mr. Rhoden also asked the Board about the possibility of constructing a livestock building this year on the fair grounds. It was decided that a decision on this would be deferred until a full board would be present to act upon it. The Chairman instructed Attorney Hall to withhold any action on bill from Mr. R. J. Pearce, Raleigh, North Carolina, until further notice.

Bids on 36 in. pipe for use by County Road Department were opened and tabulated. Motion was made by Commissioner Easterwood, seconded by Commissioner Hall and unanimously carried, that the low bidder be awarded contract if bid meets specifications.

Petition for paving of Rosedale Drive in Forest Heights Subdivision was presented to Board and was ordered filed for future consideration.

The Chairman appointed the following standing committees for 1956:

ROAD AND BRIDGE COMMITTEE

Jack Levins, Chairman
H. G. Easterwood

ROAD CAMP COMMITTEE

J. Christie Hall, Chairman
Jack Levins

BUILDING AND ZONING COMMITTEE

H. G. Easterwood, Chairman
Leon C. Tully
J. Christie Hall

FINANCE AND BUDGET COMMITTEE

Leon C. Tully, Chairman
J. Christie Hall

MODIFIED LEASE AGREEMENT

This Agreement is made and entered into this 20th day of December, 1995, between LEON COUNTY, a political subdivision of the State of Florida (the "County"), and NORTH FLORIDA FAIR ASSOCIATION, INC., a non-profit corporation created and existing under the laws of the State of Florida (the "Association").

W I T N E S S E T H

WHEREAS, on November 2, 1959, a written agreement (the "Lease") was entered into between the parties hereto by which the County leased certain property therein described to the Association and which set forth the terms and conditions of such Lease, such Lease being recorded in Deed Book 250, Page 83 of the Public Records of Leon County, Florida; and

WHEREAS, such Lease has subsequently been modified by certain written modifications executed by the parties hereto, such written modifications being recorded in Official Records Book 386, Page 69 (dated October 28, 1969), Official Records Book 554, Page 280 (dated November 7, 1972, Official Records Book 918, Page 2180 (dated October 17, 1978), Official Records Book 1011, Page 2096 (dated June 24, 1980) of the Public Records of Leon County, Florida, and has been further modified by that certain Modification of Lease dated October 9, 1984, and by that certain Modification of Lease dated June 30, 1987, and by that certain Modification of Lease dated September 20, 1988, and by that certain Modified Lease Agreement dated January 15, 1991; and

WHEREAS, the parties now desire to further modify certain provisions of the Lease; and

WHEREAS, the parties also desire to enter into this Modified Lease Agreement, which shall contain the modifications referred to in the preceding paragraphs, and which shall integrate the above-referenced Lease and all of the subsequent modifications into a single instrument, which instrument shall supersede the above-referenced Lease and all of the modifications thereto, which were executed prior to the date of this Modified Lease Agreement;

NOW, THEREFORE, the County, for and in consideration of the sum of \$1.00 and other valuable consideration to it in hand paid by the Association, the receipt of which is hereby conclusively acknowledged, hereby enters into this Modified Lease Agreement with the Association to lease and let unto the Association the lands hereinafter described for the period of time and upon the conditions hereinafter set forth. The parties hereto agree as follows:

1. The Premises Leased. See Exhibit "A" attached hereto and made a part hereof.

2. Term of Lease. The term of this Lease with regard to all of the leased premises shall extend until the 31st day of December, A.D., 2067.

3. Termination of Lease. This Lease may be terminated in any one or more of the following ways or upon any one or more of the following grounds:

- A. In the event the Association may become bankrupt or be dissolved, the County may terminate this Agreement by written notice to the Association.
- B. It is recognized that the Association is organized and exists for the purpose of conducting and operating public fairs or exhibitions for the benefit and development of the educational, agricultural, horticultural, livestock and other resources of the State, or any county or counties of the State, and that the Association contemplates conducting an annual fair as provided in Chapter 616, Florida Statutes. In the event the Association does not hold or conduct such annual fair during each year of the period of this Agreement, except in the event of disaster, national emergency or other reasonable or justifiable cause, then this Agreement shall terminate on the 31st day of December of the year in which said annual fair was not conducted. The ways, means, methods, grounds and causes for termination of this Agreement as set forth, shall be separate, distinct, and independent ways, means, methods, grounds and causes for termination of this Agreement.
- C. Notwithstanding the foregoing or any other provision in this Agreement, this Lease shall not

be terminated unless the ground or cause for termination is not remedied within 90 days after the County notifies the Association of such ground or cause, or if there is a ground or cause that cannot with due diligence be cured within such 90-day period, unless the Association does not commence the cure of such ground or cause within such 90-day period and thereafter diligently prosecute the same to completion.

4. Rental. On January 1 of each calendar year during the term of this Agreement, the Association shall pay the sum of One and No/100 Dollar (\$1.00) to the County as rental for the above-described premises.

5. Purposes of This Agreement. The purpose of this Agreement is to provide the means and facilities for the conduct of the activities of the Association.

6. Maintenance of Premises. The Association, with such assistance as the County may contribute, shall maintain the grounds and improvements thereon in a state of good repair, except for the paving on said demised premises which the County hereby agrees to maintain, subject to the terms and conditions of that certain Joint Use Agreement by and between the Leon County School Board and the North Florida Fair Association dated August 10, 1989. The Association will pay for all utilities used on the leased premises.

7. Insurance. The County shall, at its expense, insure the improvements on the premises against damage by fire, wind storm or

other casualties to the full replacement cost of such improvements. In the event of loss, insurance proceeds shall be used to rebuild or repair such improvements. The Association shall, at its expense, carry public liability insurance in the amount of not less than one million dollars and deposit with the County the evidence of such insurance and shall name the County as an additional named insured.

8. Assignment And Subletting. This Lease shall not be assigned by the Association without the express written consent of the County.

It is recognized that the leased premises are highly desirable and in considerable demand for use for public assemblies and community meetings, and it is expressly understood in leasing the premises to the Association that the people of Leon County and the various religious, civic, fraternal and other community organizations shall not be deprived of the use of the premises on an equal and non-discriminatory basis without just cause therefor, and the Association shall establish a fair and reasonable schedule of rates for subleasing said premises or parts or portions thereof. No religious, civic, fraternal or other community organization of Leon County shall be denied use of the premises at the prescribed rate without just cause.

9. Restrictions And Reservations. The Association and the County will agree on questions of policy touching such matters as the overall development plans for the premises and the construction of new improvements and facilities thereon. Pursuant to such

Agreement, the Association, or the Association in cooperation with the County, may construct or provide for such improvements and facilities.

10. Notices. Notices provided for in this Agreement shall be in writing and delivered to the County by delivery to the Clerk of the Circuit Court of Leon County, Florida and to the Leon County Administrator, and shall be delivered to the Association by delivery to its Secretary or to its President, or in the event of their absence from the County, by mailing such notices to them or either of them at the last known address of such officers.

11. Lease Binding Upon Parties and Their Successors And Assigns. This Agreement and each and every term and provision hereof shall be binding upon the parties hereto and their successors in interest and assigns.

12. County Defined. Wherever used herein the word "County" shall be also deemed to mean the Board of County Commissioners of Leon County, Florida.

IN WITNESS WHEREOF, the parties have caused their hands and official seals to be affixed as of the date first above written.

LEON COUNTY, FLORIDA
By: [Signature]
Bruce J. Host, Chairman

APPROVED AS TO FORM:
[Signature]
County Attorney

ATTEST:
[Signature]
Clerk



WITNESSES:

Lisa L. Helmer
Shana Garwood

NORTH FLORIDA FAIR ASSOCIATION,
INC., a non-profit corporation

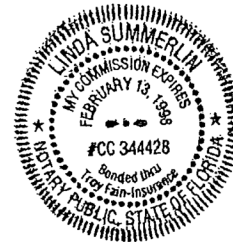
By: [Signature]
Its: President

STATE OF FLORIDA
COUNTY OF LEON

I HEREBY CERTIFY that on this day, before me, a Notary Public duly authorized in the State and County aforesaid to take acknowledgements, personally appeared Bruce J. Host, to me known to be the Chairman of the BOARD OF COUNTY COMMISSIONERS, LEON COUNTY, FLORIDA, and acknowledged before me that he executed the foregoing instrument freely and voluntarily under authority duly vested in him by the laws of the State of Florida.

WITNESS my hand and official seal in the State and County aforesaid, this 20th day of December, 1995.

Linda Summerlin
NOTARY PUBLIC
My commission expires: 7-13-98



STATE OF FLORIDA
COUNTY OF LEON

I HEREBY CERTIFY that on this day, before me, a Notary Public duly authorized in the State and County aforesaid to take acknowledgements, personally appeared Payne Midyette Jr, to me known to be the President of the NORTH FLORIDA FAIR ASSOCIATION, INC. and acknowledged before me that he executed the foregoing instrument freely and voluntarily under authority duly vested in him by the laws of the State of Florida.

WITNESS my hand and official seal in the State and County aforesaid, this 20th day of December, 1995.

[Signature]
NOTARY PUBLIC
My commission expires: Feb. 27, 1996

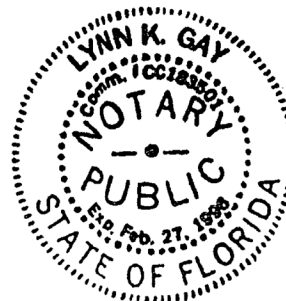


EXHIBIT "A"

A tract of land located in Township 1 South, Range 1 East, Section 18 and Township 1 South, Range 1 West, Section 13:

Commence at the Northeast corner of Section 13, Township 1 South, Range 1 West; thence South 00 degrees 21 minutes 39 seconds West 33.00 feet to a point on the southerly right-of-way boundary of Paul Russell Road said point being the POINT OF BEGINNING.

From said POINT OF BEGINNING; thence North 89 degrees 53 minutes 54 seconds East 2591.74 feet along said southerly right-of-way boundary to a point on the westerly right-of-way boundary of Zillah Street; thence South 00 degrees 24 minutes 59 seconds West 1328.99 feet along said westerly right-of-way boundary to a point on the northerly right-of-way boundary of Omega Avenue; thence North 89 degrees 35 minutes 01 seconds West 1272.80 feet to a point at the intersection of the northerly right-of-way boundary of Omega Avenue with the westerly right-of-way boundary of Cornelia Street; thence South 648.29 feet along said westerly right-of-way boundary to a point on the northerly right-of-way boundary of Tram Road; thence North 68 degrees 42 minutes 57 seconds West 2494.94 feet along said northerly right-of-way boundary to a point on the easterly right-of-way boundary of South Monroe Street; thence along said easterly right-of-way boundary North 00 degrees 09 minutes 57 seconds West 101.43 feet to a point; thence North 03 degrees 35 minutes 58 seconds West 100.18 feet to a point; thence North 00 degrees 44 minutes 20 seconds West 100.00 feet to a point; thence North 00 degrees 09 minutes 57 seconds West 600.00 feet to a point; thence North 04 degrees 55 minutes 54 seconds East 6.42 feet to a point; thence North 04 degrees 58 minutes 48 seconds East 59.53 feet to a point on the southerly right-of-way boundary of Paul Russell Road; thence North 89 degrees 53 minutes 54 seconds East 1036.59 along said southerly right-of-way boundary to the POINT OF BEGINNING.

LESS AND EXCEPT the following described parcels:

PARCEL NO. 1 - Lying in Section 18, Township 1 South, Range 1 East,

Commence at the Northeast corner of Section 13, Township 1 South, Range 1 West; thence South 00 degrees 21 minutes 39 seconds West 33.00 feet to a point on the southerly right-of-way boundary of Paul Russell Road; thence North 89 degrees 53 minutes 54 seconds East 2591.74 feet to a point at the intersection of the South right-of-way boundary of Paul Russell Road with the West right-of-way of Zillah Street, said point being the POINT OF BEGINNING.

From said POINT OF BEGINNING; thence South 00 degrees 24 minutes 59 seconds West 400.00 feet along the said westerly right-of-way boundary to a point; thence leaving the said westerly right-of-way boundary South 89 degrees 53 minutes 54 seconds West 450.00 feet to a point; thence North 00 degrees 24 minutes 59 seconds East 400.00 feet to a point on the southerly right-of-way boundary of Paul Russell Road; thence North 89

degrees 53 minutes 54 seconds East 450.00 feet along said southerly right-of-way boundary to the POINT OF BEGINNING.

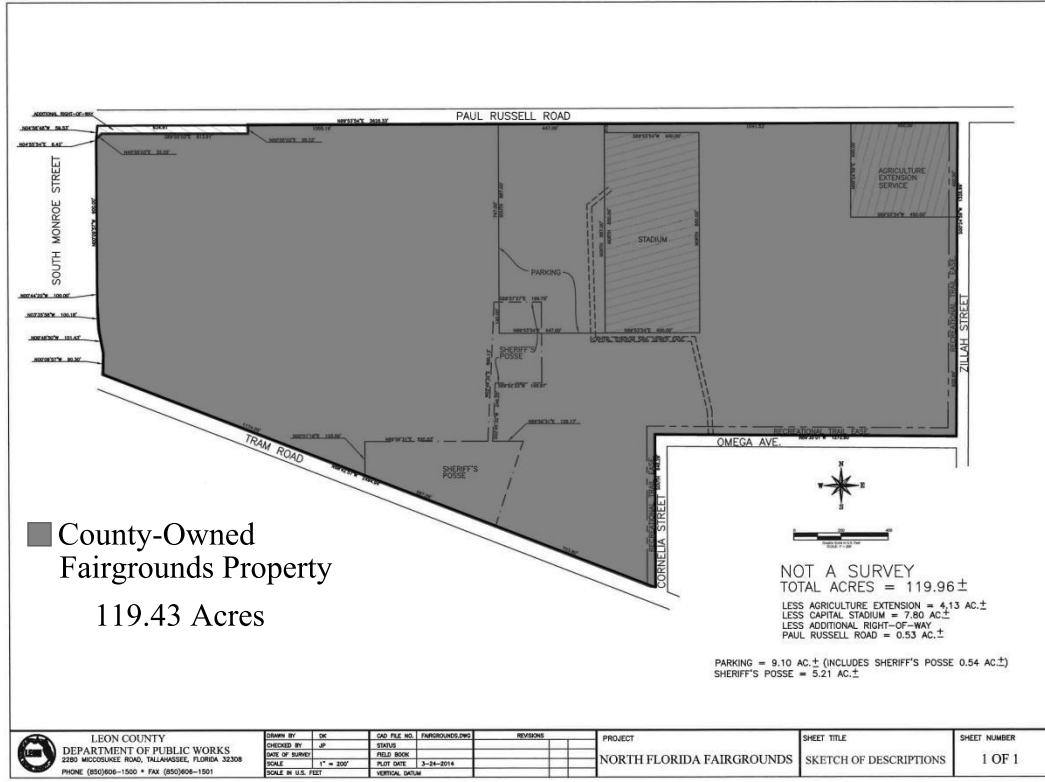
PARCEL NO. 2 - Lying in Section 18, Township 1 South, Range 1 East,

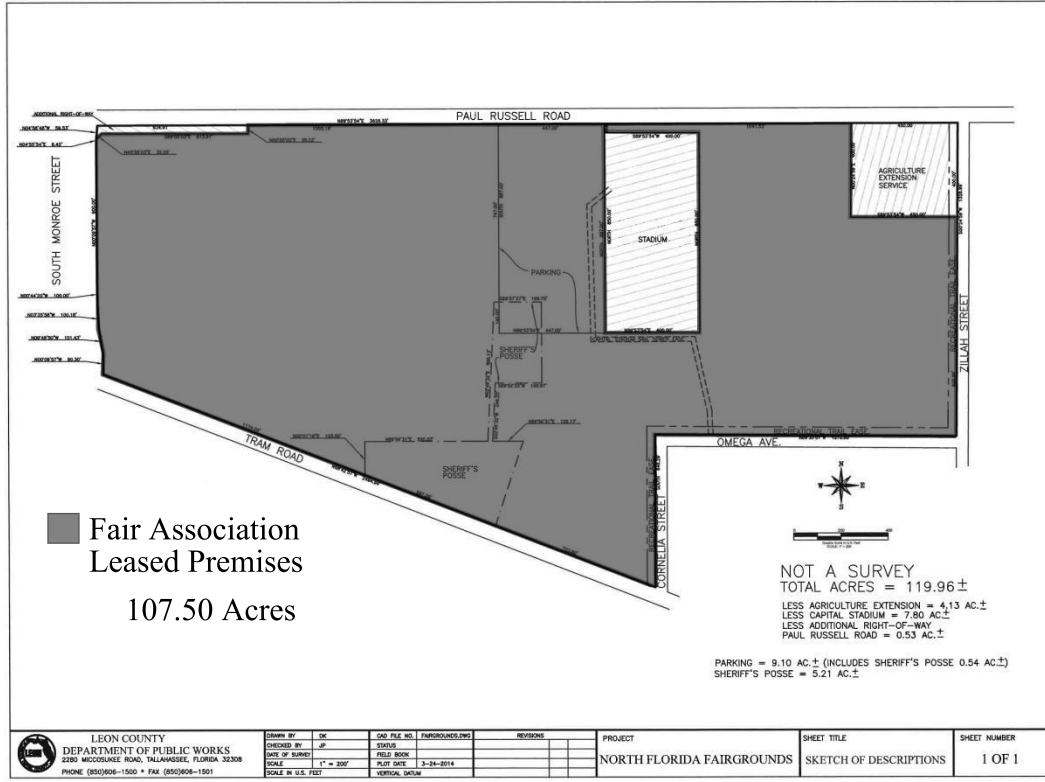
Commence at the Northeast corner of Section 13, Township 1 South, Range 1 West; thence South 00 degrees 21 minutes 39 seconds West 33.00 feet to a point on the southerly right-of-way boundary of Paul Russell Road; thence North 89 degrees 53 minutes 54 seconds East 1100.21 feet to a point; thence leaving the said southerly right-of-way boundary South 00 degrees 12 minutes 06 seconds East 37.00 feet to a concrete monument which is the POINT OF BEGINNING;

From said POINT OF BEGINNING continue South 00 degrees 12 minutes 06 seconds East 850.00 feet to a concrete monument; thence North 89 degrees 53 minutes 54 seconds East 400.00 feet to a concrete monument; thence North 00 degrees 12 minutes 06 seconds West 850.00 feet to a concrete monument, said concrete monument being 37.00 feet South of the southerly right-of-way of Paul Russell Road; thence South 89 degrees 53 minutes 54 seconds West 400.00 feet to the POINT OF BEGINNING.

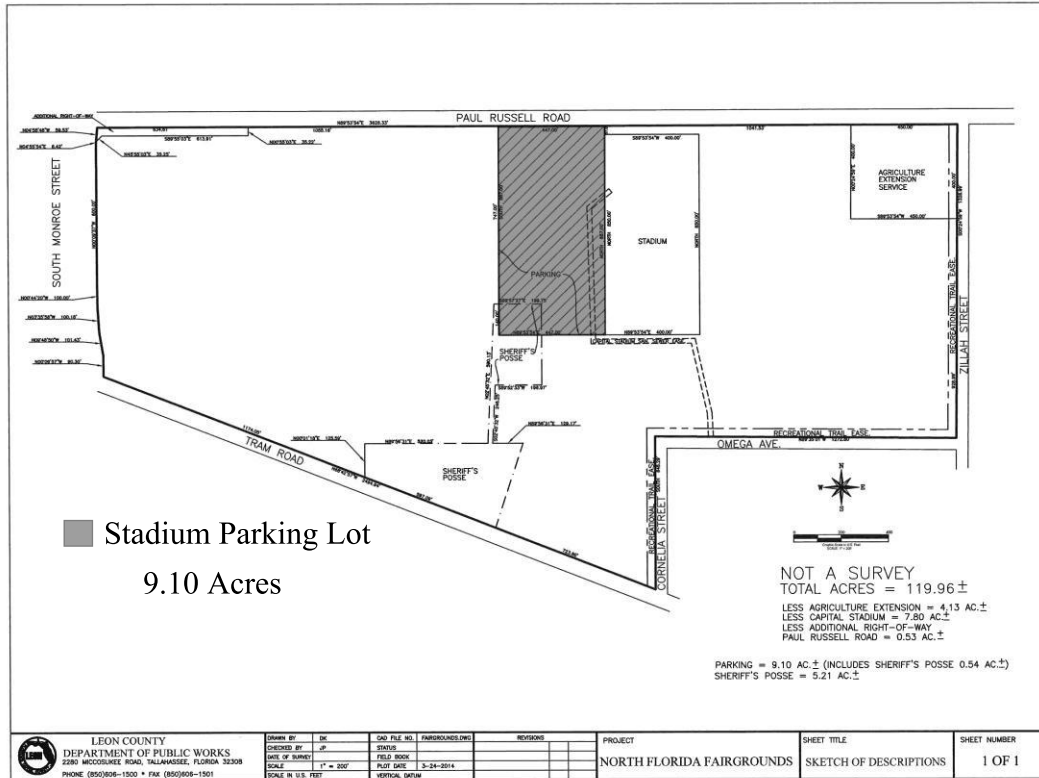
PARCEL NO. 3 - Lying in the Northeast quarter of Section 13, Township 1 South, Range 1 West, per D.O.T. Description,

Commence at an iron pipe marking the Northeast corner of said Northeast 1/4; thence South 00 degrees 21 minutes 39 seconds West along the East line of said Northeast 1/4 for 33.00 feet to a point on the South right-of-way of Paul Russell Road; thence South 89 degrees 53 minutes 49 seconds West along a line 33.00 feet South of (when measured at right angles) and parallel with the North line of said Northeast 1/4 Quarter for 401.95 feet to the POINT OF BEGINNING. Thence continue South 89 degrees 53 minutes 49 seconds West along said parallel line for 634.61 feet to a point on the easterly maintained right-of-way of State Road No. 61; thence South 04 degrees 58 minutes 37 seconds West along said easterly right-of-way for 59.71 feet; thence North 45 degrees 55 minutes 03 seconds East for 35.25 feet; thence South 89 degrees 55 minutes 03 seconds East for 613.91 feet; thence North 00 degrees 55 minutes 03 seconds East for 35.22 feet to the POINT OF BEGINNING.

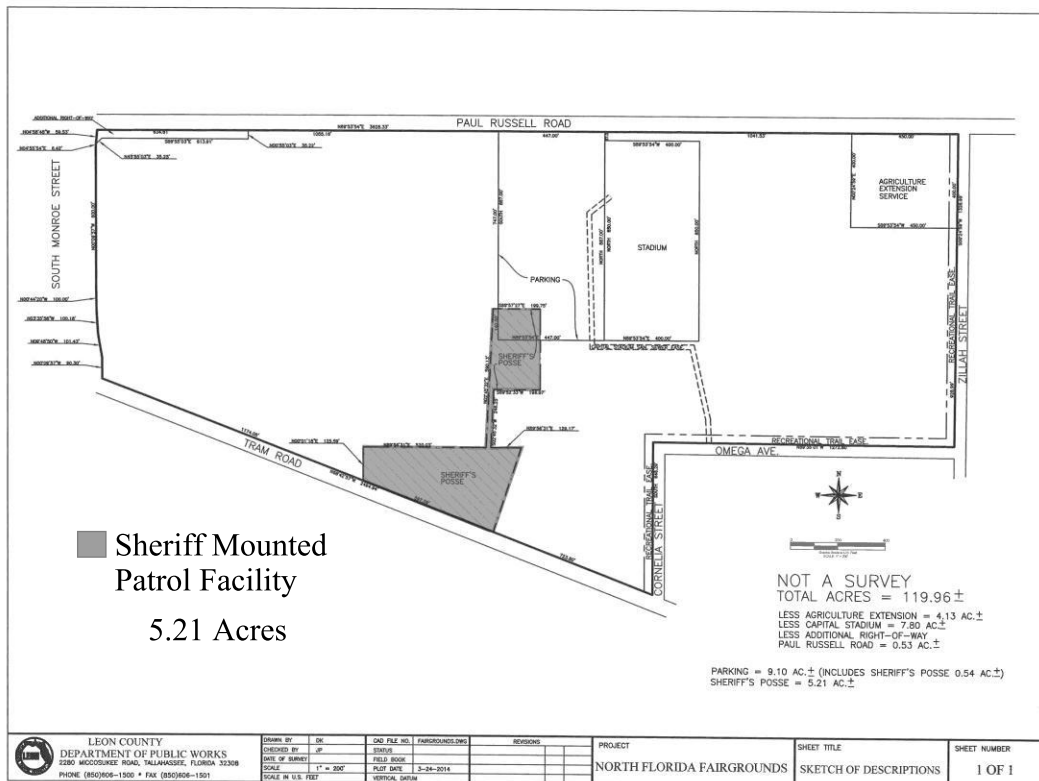




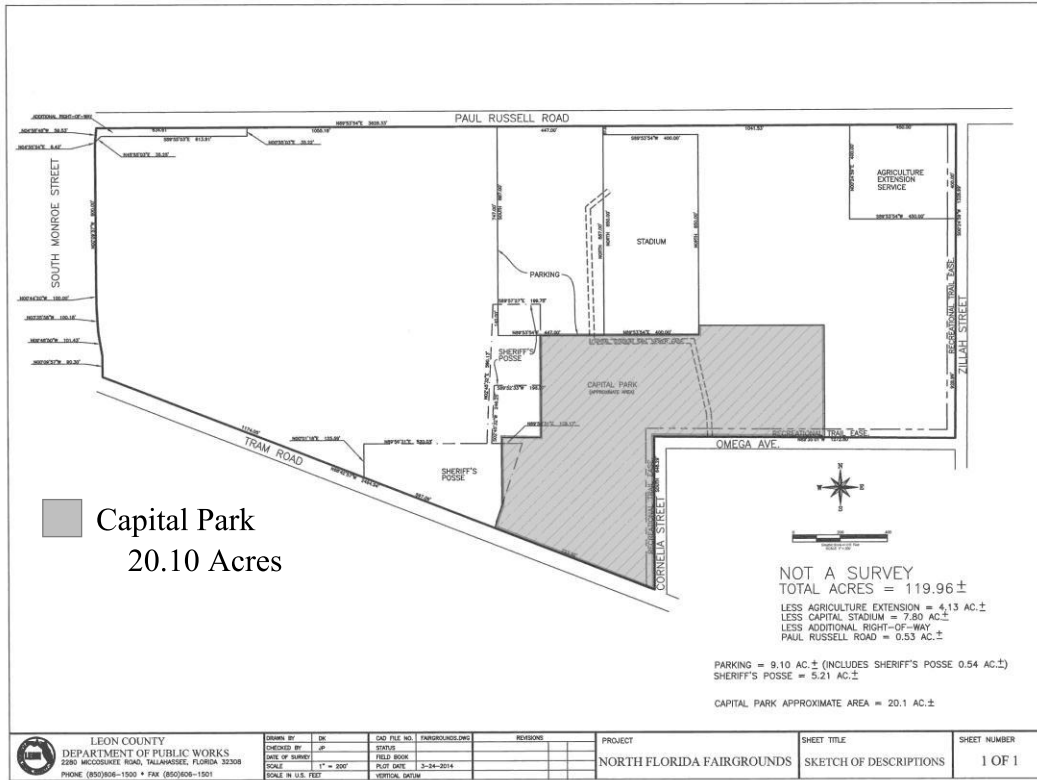
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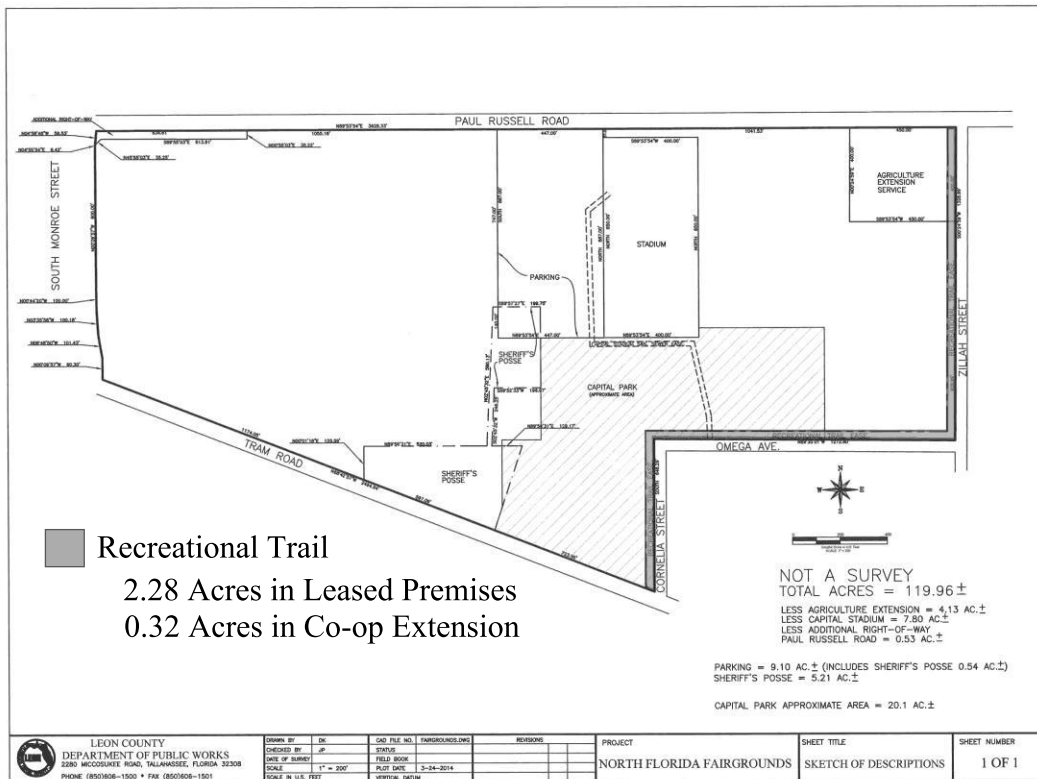
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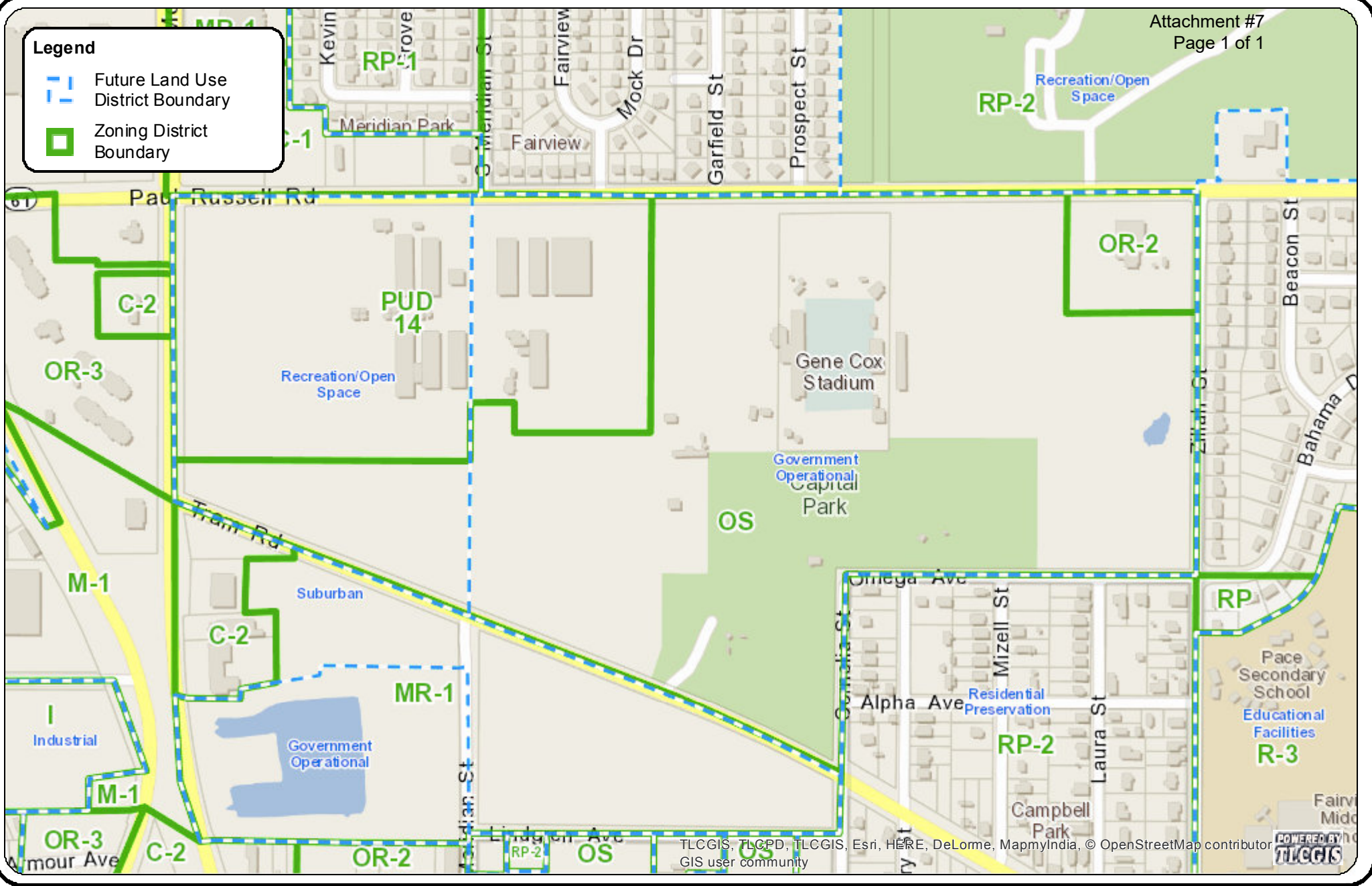


B



Legend

-  Future Land Use District Boundary
-  Zoning District Boundary



TLCGIS, TLCPD, TLCCIS, Esri, HERE, DeLorme, MapmyIndia, © OpenStreetMap contributor
GIS user community



Future Land Use and Zoning on the Fairgrounds Site

DISCLAIMER

This product has been compiled from the most accurate source data from Leon County, the City of Tallahassee and the Leon County Property Appraiser's Office. However, this product is for reference purposes only and is not to be construed as a legal document or survey instrument. Any reliance on the information contained herein is at the user's own risk. Leon County, the City of Tallahassee, and the Leon County Property Appraiser's Office assume no responsibility for any use of the information contained herein or any loss resulting therefrom.



Scale:	Tallahassee/Leon County GIS Management Information Services Leon County Courthouse 301 S. Monroe St, P3 Level Tallahassee, FL 32301
Not To Scale:	
Date Drawn:	Posted on September 15, 2024 http://www.tlccis.org
June 16, 2015	