



**Urban Land
Institute**

Advisory Services Program

Expo Idaho Site

WELCOME TO EXPO IDAHO

ADA COUNTY, ID

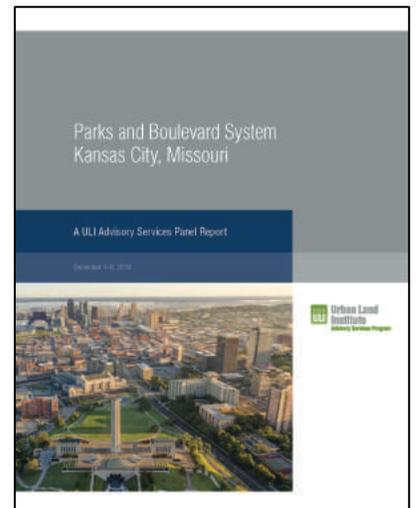
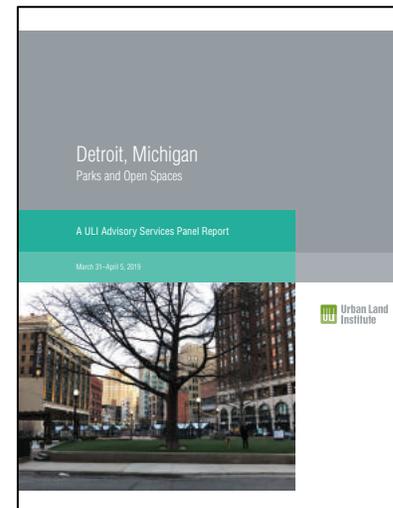
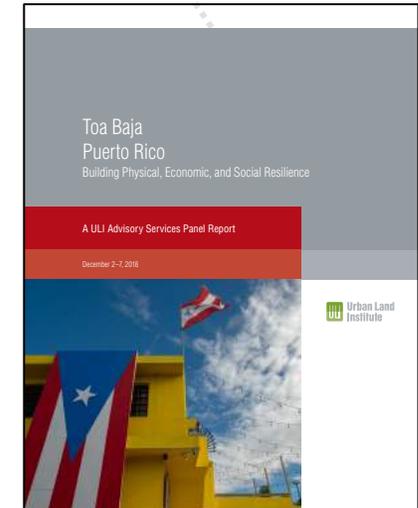
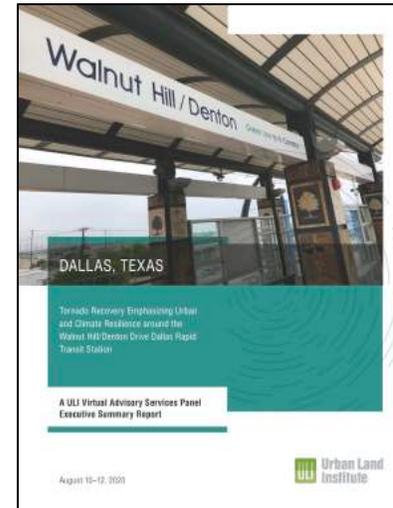
ULI ADVISORY SERVICES

JUNE 21-24, 2021

About the Urban Land Institute

ULI Mission: Shape the future of the built environment for transformative impact in communities worldwide

- A multi-disciplinary membership organization with more than 45,000 members in private enterprise and public service
- What the Urban Land Institute does:
 - Conducts Research
 - Provides a forum for sharing of **best practices**
 - Writes, edits, and publishes **books** and **magazines**
 - Organizes and conducts **meetings**
 - Directs outreach programs
 - Conducts **Advisory Service Panels**



ADVISORY SERVICES PANELS

Since 1947, ULI's Advisory Services Panel program has helped more than 700 communities find independent, strategic, and practical solutions for the most challenging land use issues.

Our program is now virtual!

Thank you to our sponsor!



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ULI Panelists and Staff

Ada County, ID — June 2021

Selected for their subject matter expertise to provide **objective, volunteer** recommendations



Sarah Sieloff
(Panel Chair)
Maul Foster Alongi
Bellingham, WA



Nick Duerksen
Sandy City
Sandy, UT



Stephanie Pankiewicz,
ASLA, PLA
LandDesign
Alexandria, VA



David Armitage
Heartland
Seattle, WA



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Cooper Cary
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Fairplex
Pomona, CA



Stacey Mosley
Brandywine Realty Trust
Philadelphia, PA

ULI Staff

Jacqueline Canales
Director, Advisory Services

Karlee May
Manager, ULI Idaho

Georgia Gempler
Senior Associate, Advisory Services

Scope

- The panel's assigned scope:
 - Perform an economic impact analysis of the three scenarios developed by the Expo Idaho Citizens' Advisory Committee in 2020
 - Develop these analyses bearing in mind constraints such as existing contracts and obligations
 - Offer recommendations for citizen engagement
- In the course of our work, we encountered additional issues/opportunities, and will present related recommendations



Expo Idaho

Where the Treasure Valley Goes to Connect

- Gathering Place
- Connect People Across Diverse Interests
- Community Hub
- Rooted in History, Evolving to the Future



Expo in Context

The Site

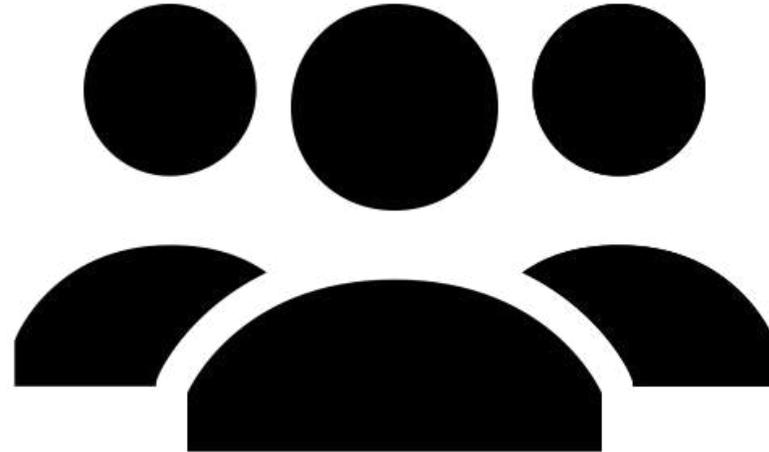
- Big Site
- Central Location
- Lots of Use
- Lots of Potential
- 50 years of Legacy



Expo in Context

Partnership and Expansion Opportunities

- Government agencies
- Stakeholders
- Community as partners
- Small team with limited resources
- Site is big enough for multiple uses
- No need to make all decisions, just next decision
- Less **OR**, More **AND**



Expo in Context

PRESERVE



CELEBRATE



CONNECT





Think Big



Citizens Advisory Committee Scenario Analysis

Development Direction 1: Agricultural Heritage and Outdoor Education Campus

This site development scenario emphasizes **expanding and updating fairgrounds facilities** to host the yearly 10-day Western Idaho Fair event and enable year-round use to include additional agricultural heritage opportunities. It also includes outdoor education areas, which could be incorporated into other site development scenarios as well.

A Agricultural Heritage Park and Expo Idaho

The Agricultural Heritage Park pays tribute to the roots of Ada County's economic and historic relationship with agriculture. A space for community interaction with the sources of our food, this area can include farm-to-table restaurants and retailer space, brewery and vineyard tasting rooms, beer and wine-making displays and other local products. Additionally, year-round "fair" activities and events can occur in the livestock barns, equestrian center, show areas and exhibition spaces. This space can also provide a home for co-operative animal projects and education and meeting space for programs including 4H and FFA.



B Lifelong Learning Center and Multi-Use Event Venue

The Lifelong Learning Center creates space for hands-on, experiential education such as a community kitchen, archery range, horticultural areas and teaching gardens connected to the existing University of Idaho Extension Campus.



Aims and Values

1. Preservation of ecological services with an emphasis on education and natural spaces
2. Create a unique agricultural heritage park for commercial and educational uses

C Natural Space, Ecology Area and Outdoor Classrooms

Preserving natural spaces and ecosystems while providing opportunities for active engagement and education is the primary focus of this space. A river walk or boardwalk, wetlands recharge area, outdoor classrooms, casting pond and natural spaces provide opportunities to experience river ecology, fisheries science and related topics. This area could also serve as an option for a relocation of Ladybird Park.



Development Direction 2: Sports, Events and Recreation Complex

This site development scenario emphasizes a **sport stadium and event venue** surrounded by supporting commercial retail activities and nearby lodging opportunities. It also includes sports fields and other active recreation-focused amenities and areas.

A Stadium Complex - ballpark, hotel, retail, parking

A multi-purpose sports complex, stadium and events space would serve a variety of functions for the community. The Stadium is envisioned to serve as the home for the Boise Hawks, with potential to serve other sporting events and tournaments. This proposed scenario envisions a completely convertible stadium complex that can serve as the site for a multitude of events.

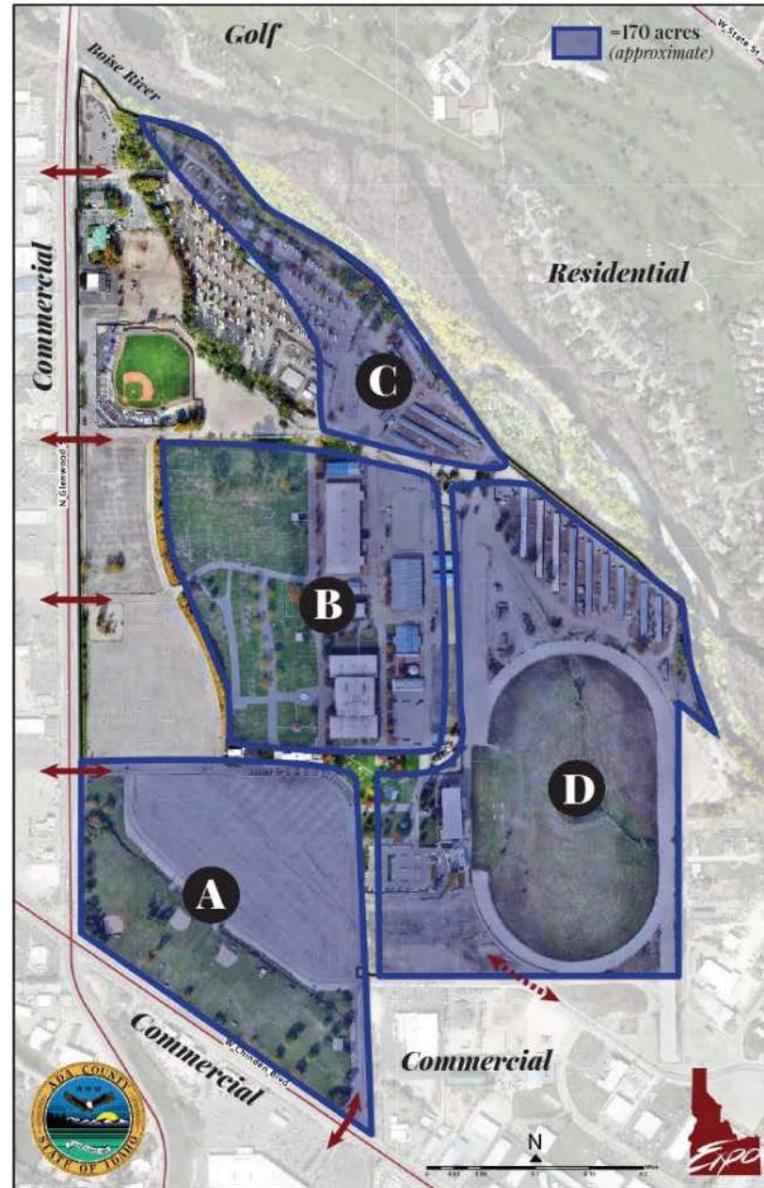


B Expo Idaho facilities

This proposed site scenario imagines the existing Expo Idaho facilities see minor improvements and compliment that newly developed stadium complex and active recreation areas. Expo Idaho would be able to capture interest and participation from visitor and patrons of the stadium and outdoor activities, creating a synergistic relationship at the site.



C Natural area and walking/biking trails



Aims and Values

1. Attract economic activity and visitation
2. Create a unique sports and recreation facility
3. Retain the Boise Hawks by creating dedicated stadium space

D Active Recreation Area

Alternative location for stadium, if desired closer to river

This area is reserved for a variety of active recreation uses which could include sports fields, fishing pond/casting area, archery range, river take out/put in access, dog park, disc golf course, Greenbelt access points or a golf driving range.

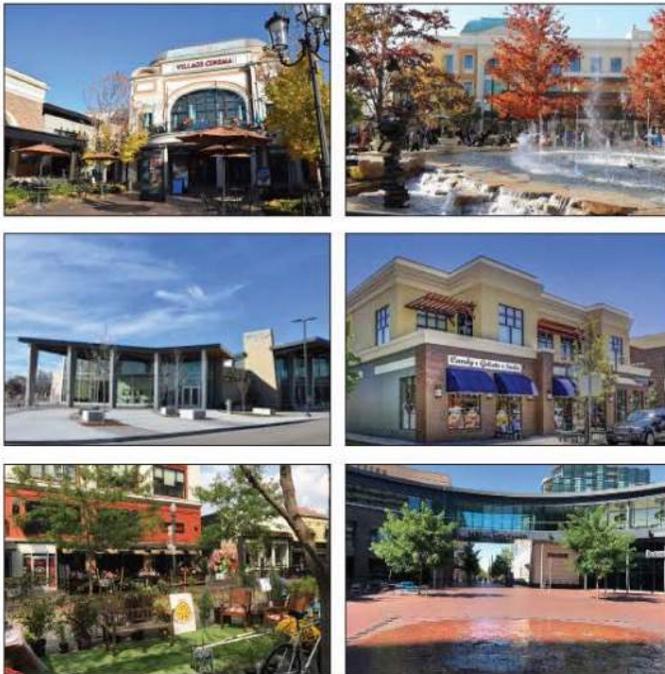


Development Direction 3: Mixed Use Town Center

This site development scenario emphasizes creation of a **Garden City Town Center**, combining a mix of housing, shops and services, restaurants, government buildings and a central gathering space in a walkable neighborhood-style development.

- A** Potential town center area
- Central plaza/park gathering space
 - Mixed use area (office space, residential, retail/commercial and City/County facilities)
 - Housing (townhomes, condos, live/work lofts and similar style options emphasizing mixed-income options)

The mixed-use town center site is envisioned as a mixed-use development featuring shops, restaurants, plazas, fountains and filling the role of an active downtown style development for Garden City. This scenario imagines development of a walkable/bikable small-block street grid in the Town Center area. The Ada County Administration offices would also be able to use this site as a home for current and future operations. Housing would be integrated into the development.



Aims and Values

1. Create a sense of place and lively, walkable/bikeable “city center” area for Garden City
2. Help address housing needs and create vibrancy by offering a mix of “missing middle” and similar housing types
3. Expand Expo Idaho and use as an anchor for, and complement to, Town Center activities

- B** Upgraded Expo Idaho facilities
- This may include upgraded buildings and a larger complex with different/separate bays so multiple events can occur at one time.

- C** Natural area, trails (can expand depending on Town Center location and size)
- Area along the Boise River can remain as a natural, open space preserve, as well as accommodate the existing Greenbelt, relocation of Lady Bird Park, and additional walking and biking paths and river access points. This area can be expanded to include additional parks, recreation areas and open space.



All Scenarios are Feasible

- Following represents the panel's analysis of Citizen's Advisory Committee recommended activities
- Not OR, but AND
- All scenarios require capital investment
- Doing nothing also requires capital investment
- Constraints
 - Floodplain location
 - Violet line = existing
 - Magenta line = proposed



Moving Lady Bird Park / Expanding Natural Space



- Existing Acreage = 20 acres
- Proposed Acreage
 - New Natural Space = 78 acres (two zones)
 - Recreational Fields = 23 acres (see next slide)
- Key Benefits
 - Opens up key commercial corner and "peacemaking" opportunity for future development
 - Repurposes the RV park
 - Loss of \$1M in revenue annually
 - Expands natural space by the boat access point and Greenbelt in addition to opening more recreational fields, both of which activate space of what is otherwise a less developable area in the floodplain
 - Creates a unique destination park location with synergistic riverfront access
- Costs
 - Coordination w/ Nat'l Parks - \$200k
 - Hire Project Manager
 - Legal Opinions
 - Permitting
 - Commercial Appraisal - \$5k
 - Natural Space Improvements - \$60M - \$80M
- Potential Funding Sources
 - User and Impact Fees
 - Bonding
 - State, Federal and Conservation Grants

New Recreational Fields

- Proposed Acreage = 23 acres
 - 7 fields with lighting
 - Accommodating soccer, field hockey, lacrosse, football, baseball, and softball
- Key Benefits
 - Activates 365 days a year
 - Complementary to the Greenbelt & Ladybird Park
 - Fulfills demand for this kind of public space
 - Great benefit for high schools, recreation leagues, and community at large
 - Increases viability of commercial uses long-term by bringing general population to the site
 - Repurposes the racetrack while maximizing use of space within the floodplain

- Costs
 - Physical Improvements - \$6M - \$8M
 - Operational Team
 - Program Manager - \$75k/yr
 - Facilities Manager - \$75k/yr
 - Ongoing Maintenance - \$200k/yr
- Potential Funding Sources
 - Tournament / User and Impact Fees
 - Bonding
 - State and Federal Grants
 - Naming Rights / Sponsorship





Upgraded / Expanded Expo Center

■ Proposed

- Improvements to modernize the existing structures
- Hiring of a programming/marketing manager to increase utilization and attendance
- Moving the midway to the north side, to interact with newly added greenspace with access to recreational fields
- In time, a new building that would serve as a true **multi-purpose facility**

■ Key Benefits

- Preservation of agricultural heritage by keeping the Expo on site
- Additional revenue by increasing year-round utilization through a variety of events
- Ability to attract other types of events throughout the year – indoor sports, concerts, trade shows
- Increases exposure to this location, leading to cyclical growth
- Potential partnership with Boise Centre for certain types of complementary events

■ Costs

- Hire a Program/Marketing Manager - \$75k/yr
- Construction
 - Phased Approach to keep Expo operational
 - Modernize existing structure - \$8M - \$10M
 - New 50k SF multi-purpose facility - \$10M - \$12M

■ Potential Funding Sources

- Rental, License and Parking Fees
- Concessions
- Hotel / Tourism Taxes
- Bonding
- Naming Rights / Sponsorship

New Structured Parking



- Proposed
 - 2 Parking Structures / 800 Spaces
- Key Benefits
 - Provides secure parking facilities year round
 - Focuses parking locations closer to venues
 - Allows for more activated greenspace and alternative uses on the site
 - Consolidating surface parking creates a more integrated and dynamic pedestrian experience
- Impacts / Considerations
 - Cost of structured parking
 - How do you phase structured parking with long term plan?

- Costs
 - Two 400 stall structures @ \$12M each = \$24M
- Potential Funding Sources
 - Private Capital Investment (Stadium)
 - Parking Fees
 - Bonding
 - Urban Renewal Agency



Credit: [Mizkit, Shutterstock](#)



Additional Agricultural Center

- Proposed SF = 1 acre
- Key Benefit
 - Preservation of agricultural heritage and educational center for community
 - Complimentary Use to the Expo Center
 - Sponsorships / Philanthropic Opportunities
- Impacts / Considerations
 - Minimal revenue potential
 - Likely requires a partner like the FFA or a university
- **Alternative Approach**
 - Utilize the existing Expo instead of building a new structure
 - Either way, requires a staff member or dedicated partner to program and manage events
- Costs
 - Construction - \$10M - \$12M
 - Operating Manager - \$75,000/yr
 - Ongoing Maintenance - \$100,000/yr
- Potential Funding Sources
 - Hotel / Tourism Taxes
 - Bonding
 - Concessions
 - State and Federal Grants
 - Donations / Endowments
 - Naming Rights / Sponsorship



Bigger, Better Stadium

- Existing Size: 3500 seats
- Proposed Size: 4000 seats
- Key Benefits
 - Expands upon existing community attraction
 - Possibility of higher quality seating, concessions, lighting, and locker rooms
 - Larger stadium will be a beacon for other events – concerts, shows, community gatherings
- Impacts / Considerations
 - This is a high-risk investment that needs a market analysis to justify improvements given the loss of the team/franchise
 - Stadium activates site for only 50-60 events a year; not a 365-day solution by itself

- **Alternative Approach**
 - Leave existing stadium in place
 - Existing stadium could be paying for parking and paying a fee
 - Existing stadium could be paying taxes on the ground
 - Long-term opportunity exists for more optimal uses of the site if demolished

- Cost
 - Market Analysis - \$25k
 - Remodel & Reposition - \$40M - \$60M
- Potential Funding Sources
 - Private Capital Investment
 - Sale and/or Lease of Property
 - Parking Fees and Concessions
 - Hotel / Tourism Taxes
 - Urban Renewal Agency
 - Naming Rights / Sponsorship
 - Revenue Sharing



Mixed Use Town Center

- Potential SF = 83 acres
 - Retail, Entertainment, Hotel, Residential, Commercial, Civic
- Key Benefits
 - Activate the entire site 18-hours a day
 - Creates a destination location for Garden City and Boise communities
 - Seeds a live/work/play environment
 - "Placemaking" for future generations while maintaining ties to Expo & agriculture roots
 - Will be the economic engine behind long term growth for the local area and sustain future growth
 - Opportunity for ground lease to retain control for fair operations and future uses
- Cost
 - Consultant to Write & Run RFP - \$100k
 - Additional Master Plan & Concept Design - \$75k
- Potential Funding Sources
 - Private Capital Investment
 - Sales Tax Anticipation Revenue (STAR)
 - Improvement District
 - Urban Renewal Agency
 - Sale and/or Lease of Property
 - Impact Fees
 - Development Exchange / Enhancements
 - Revenue Sharing

Estimated Cost of Three Original Scenarios

- Agricultural Heritage
 - Natural Space = \$72M
 - Upgrade Expo = \$10M
 - Ag. Heritage Park = \$10M
- *Est. Total = \$90M - \$100M*
- Sports & Recreation
 - Natural Space = \$72M
 - Upgrade Expo = \$10M
 - Rec Fields = \$6M
 - Stadium = \$50M
- *Est. Total = \$135M - \$150M*
- Mixed Use Town Center
 - Natural Space = \$72M
 - Upgrade Expo = \$10M
 - Town Center = \$0.2M
 - Developer Cost = TBD
- *Est. Total = \$80M - \$200M*



Credit: Ada County



Credit: Ada County



Credit: Ada County

How can Expo Idaho deliver the broadest public benefit for the citizens of Ada County?

Recommendations

The Stage Has Been Set

Extensive research, study, and public feedback have established a strong foundation for action

- Colliers (2007)
- Boise Sports Park Market Feasibility Study (2018)
- Expo Idaho Citizens Advisory Commission (2020)
- Public surveys (ongoing)



Preserve – Unique Resources

Open space, green space, and the Boise River Greenbelt



- Ladybird Park
- Public sports fields
- Connection and access to the Boise River
- Greenbelt – recreation, transportation, preservation



Boise Greenbelt

Credit: [Boise Metro Chamber of Commerce, Flickr](#)

Celebrate – Heritage and Community

Roots to cultural heritage while connecting diverse communities



- Western Idaho Fair is loved and appreciated as an annual community gathering
 - Connected to agricultural roots
 - Potential to grow and evolve without losing heritage
- Expo Idaho
 - Connects diverse communities
 - Potential to modernize and expand, with enhanced marketing strategies
 - With active management and appropriate resources, open space can serve multiple uses
- Boise Hawks stadium
 - Large venue for outdoor events
 - Improvements can make the space more multi-use, and increase utilization
 - Entertainment brings community together; sports create unity



Credit: Ada County

Connect – with Active and Complementary Uses

Respond to growth and change with a hub that reflects diverse community values



- Ada County is urbanizing
- Few opportunities to create broad community benefit at such a large scale, so close to the center of the county's population
- A range of actively managed spaces and amenities will provide benefit to all
- With 247 acres, leadership can afford to **shift focus from OR to AND**

Think Big – in Terms of Providing for the Community

Opening and optimizing utilization will give more to Ada County residents and businesses



- Focus on connection and community
- Incorporate this site into Ada County's portfolio of assets
 - Think broadly about what it can produce in terms of public benefit and even revenue
 - Don't restrict funding sources to revenues produced on site
- Invest in operations to increase utilization
 - Think like a factory – try to make it productive 18 hours a day
 - Downtime is the enemy (of public benefit)
 - Likely need specialty skills to manage a site of this size with such diverse uses and requirements

Think Legacy

Strategic steps in the next 18 months will create the generational (50+ year) opportunity

- Develop site master plan and contracts for market studies
- Establish “election proof” governance for 10+ year project
- Communicate publicly to create alignment, energy, and realistic expectations
 - Expo will remain and perhaps be improved / expanded
 - Western Idaho Fair will remain on this site
 - The new plan will increase public green space and amenities
 - This is a generational project that will take 10 – 35 years to complete
- Make key decisions regarding floodplain update – actively manage this process
- Establish long-term funding sources for subsequent phases

Alternative Site Plan And Phasing

Think Big. Think Legacy.

“Big Idea” Plan of Potential Uses

- **Expo** – preserve and enhance with Ag. Center destination
- **Fair** – relocate **On-Site** (co-located with natural turf fields)
- **Ladybird Park** – 3 Key Areas of over 100 AC + public open space connected by Greenbelt and new Parks
 - Area 1: Relocate adjacent existing riparian w/ Blueway access & Midway Linear Park
 - Area 2: Natural turf fields + Fair location
 - Area 3: New Nature Preserve + Center w/ wetlands / grassland habitat at former track & new Green Spine Park
- **Stadium** – Opt. 1 PIP, Opt. 2 move to Town Center
- **Town Center** – Surface parking today. Future mix of uses w/ combination of surface & structured parking (2 Decks). Gateway icon *symbolically* locates the core destination with retail, hotel, dining, entertainment, ticketing to Expo & Fair events & views to the Fair, river, downtown

Connect entire site to the River & Greenbelt



Think Big. Think Legacy.

“Big Idea” Character Images



Entertainment Plazas



Iconic Gateway



Local Food Hall / Ag Center



Green Spine / Linear Park

Credit: LandDesign



Think Big. Think Legacy.

“Big Idea” Plan includes all 247 Acres

- **Expo** – 1.2M SF / 27 AC +/-
- **Ladybird Park** – 3 Key Areas connected by Greenbelt, includes Fair location in Area 2. 3M SF / 101 AC +/-
 - Area 1 – 1.5M SF / 34 AC +/- \$12 SF improvements
 - Area 2 – 1M SF / 23 AC +/- \$6 SF excluding lighting
 - Area 3 – 1.9M SF / 44 AC +/- \$25 SF improvements
- **Stadium** – Opt. 1 Enhance Exist. 600K SF / 14 AC +/-
 - Includes adj. Edu/Civic uses
- **Commercial Uses** – 3.6 M SF / 83 AC +/- Surface Parking today and Town Center w/ structured parking (2 Decks) in future. Opt. 2 includes a new Stadium

Protect in Place Existing Riparian Buffer 22 AC +/-



Phase 1: Master Plan & Market Study

Timing: 6-12 months Estimated: \$250,000

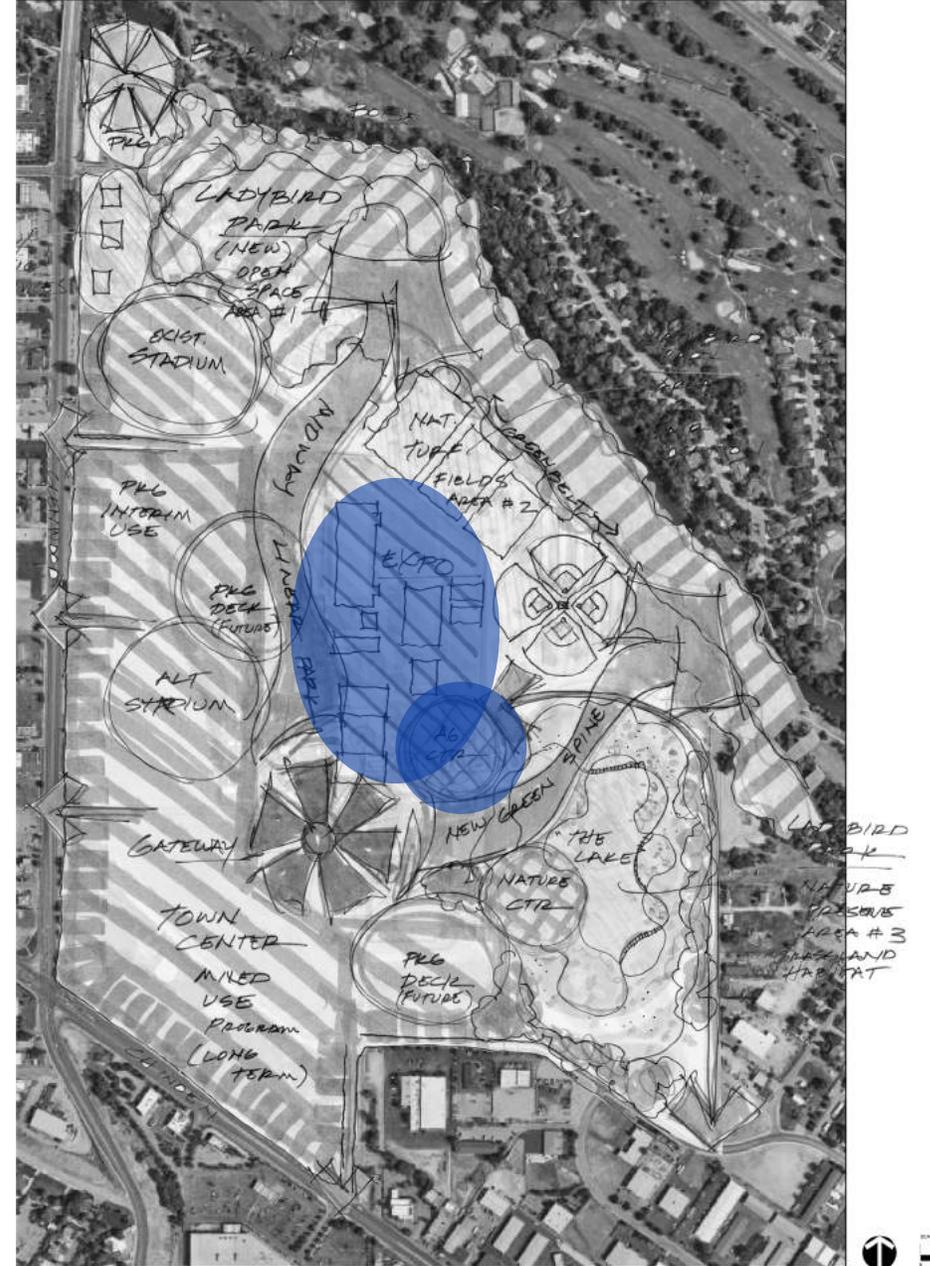
- Site master plan and market studies
- Establishing governance for 10-35 year project
- Public communication around process
 - Expo & Fair are safe, ballfields are coming
 - It's a generational project that will take 10-35 years to complete
 - Articulate high-level goals and objectives to shape the redevelopment process moving forward
- Make decisions regarding floodplain
- Establish long-term funding sources for subsequent phases (impact fees, TIF, etc.)



Phase 2b: Upgrade Expo

Timing: 1-3 years Estimated: \$20M

- Improve existing Expo facilities, access, and site circulation
- Develop new Ag Center
- Invest in operational enhancements
 - Additional marketing resources for Expo center
 - Potential placemaking beachhead activities
 - Semi-permanent food truck area
 - Recurring events (farmers market, etc.)



Phase 3: Issue & Award RFP

Timing: 1 year Estimated: \$175,000

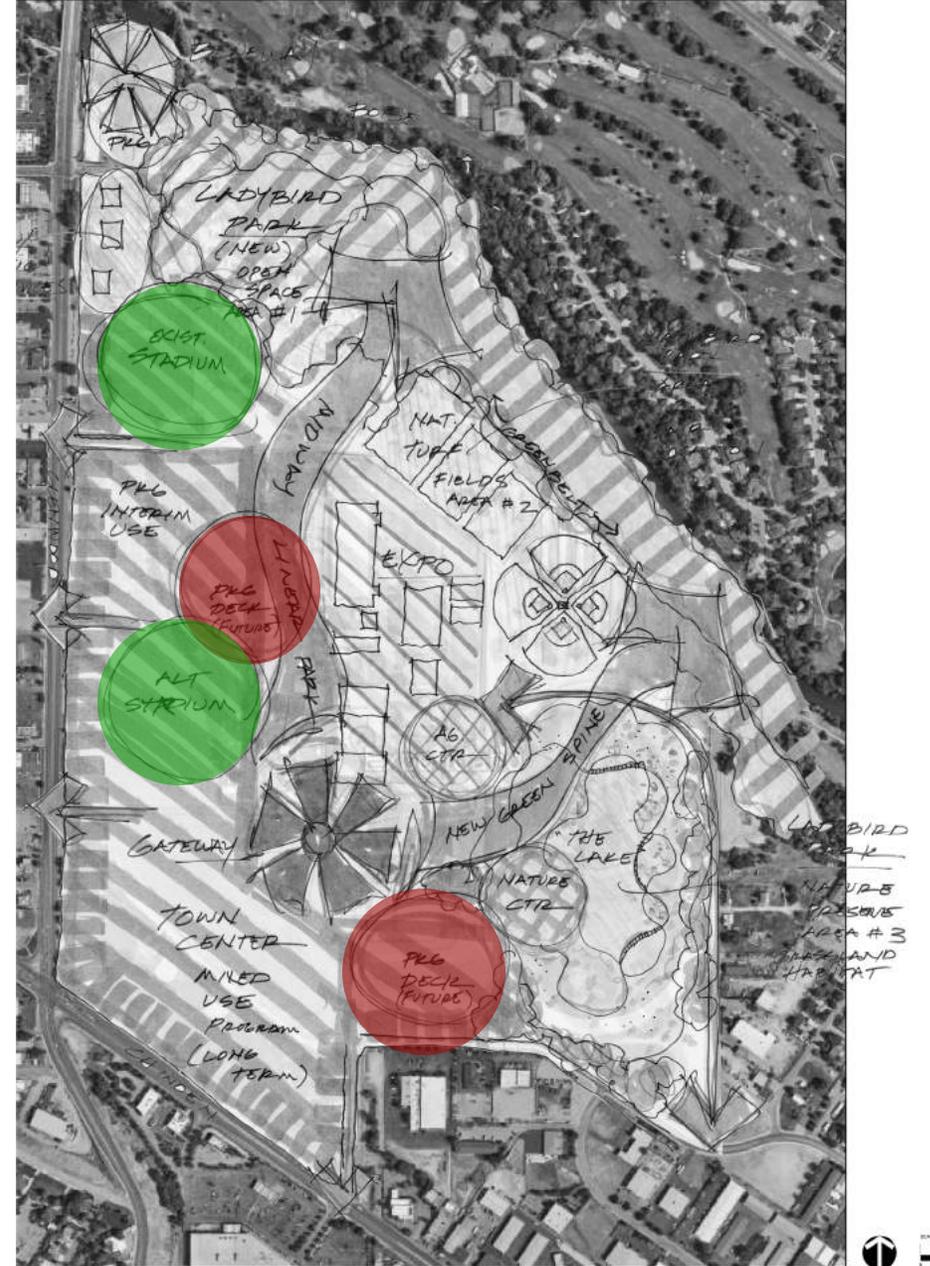
- Finalize site masterplan
- Issue and award RFP for development and operating partnerships



Phase 4: Major Capital Improvements

Timing: 18-24 months Estimated: \$74M

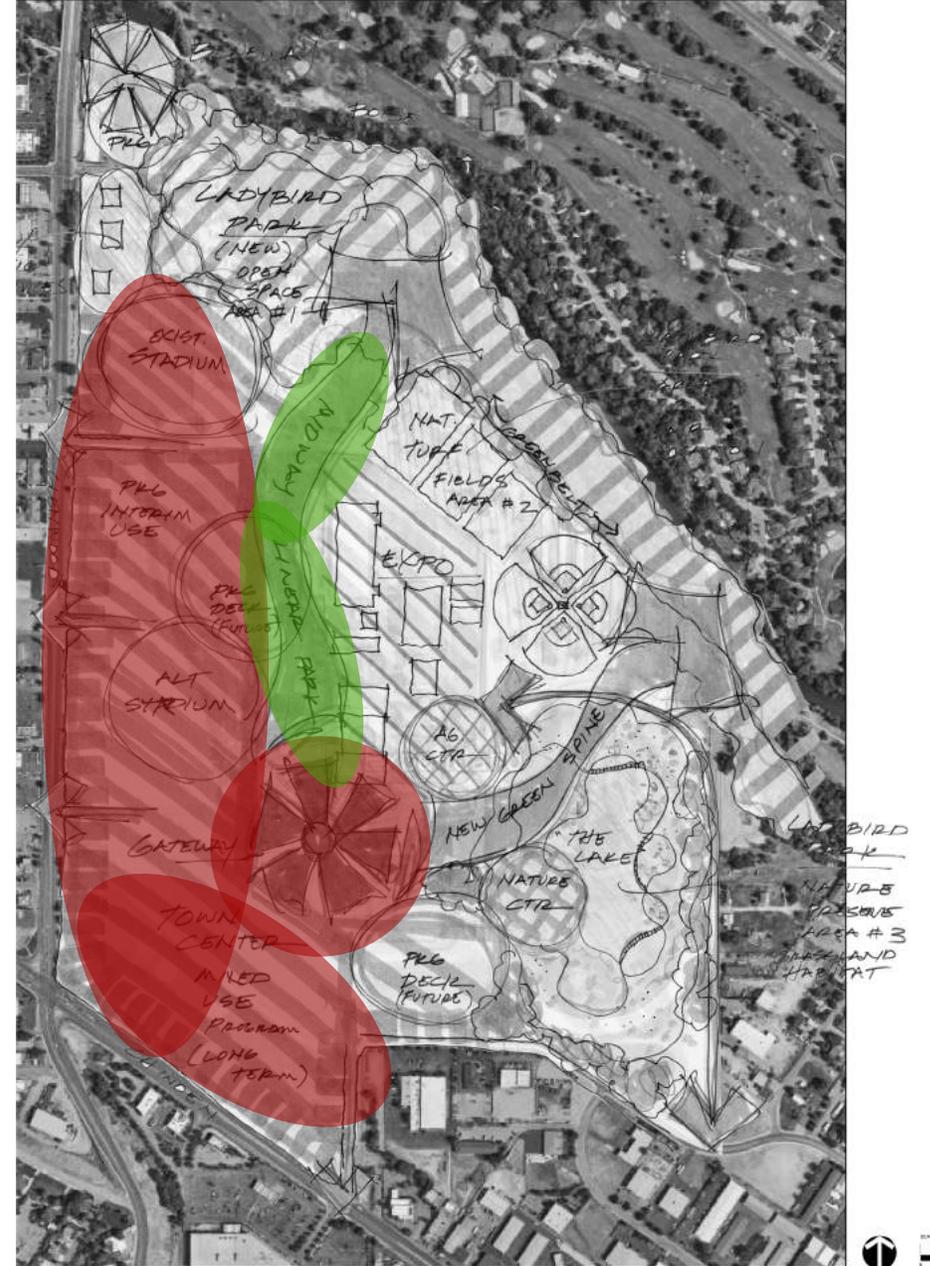
- Construct structured parking facilities
- Improve and/or relocate the stadium (two options shown)



Phase 5: Round Out Mixed Uses

Timing: 2-5 years Estimated: TBD

- Complete additional public uses, including potential hotel, restaurant, retail, office, and housing uses
- Complete Midway Linear Park & connect to Ladybird Park



Think Legacy

Think in phases and stages that build on each other

Scope	Phase 1	Phase 2a	Phase 2b	Phase 3	Phase 4	Phase 5
	Master planning; Governance; Communication; Floodplain decision; Establish long-term funding sources	Floodplain expansion; move Ladybird, demo paddocks and horse track, build playfields; in last year of this phase study feasibility of relocating RV park on or off this site, including financial impacts	Improve Expo facilities, access, and circulation; invest in operational enhancements such as additional marketing, a semi-permanent food truck area and recurring events (farmers market, etc.)	Finalize site masterplan; issue and award RFP for development and operating partnerships	Move and improve stadium, construct structured parking facilities	Complete additional public uses, including potentially hotel, restaurant, retail, office, and housing uses
Timing	6 - 12 months	1 - 3 years	1 -3 years	1 year	18 - 24 months	2 - 5 years
Estimated Costs	\$250K - 500K	\$60M - 80M	\$5M - 25M	\$150K - 400K	\$50M - 75M	\$40M - 100M
Outcome / Result	Stakeholder unity	Construction jobs	Tax revenue	Preserve generational opportunity	Jobs	Jobs
	Confidence in leadership	Playfields - public win	Improve regional competitiveness	Stakeholder buy-in	Tax revenue	Tax revenue
	Reasonable expectations	Paddocks gone - liability risk mitigated	Attract larger shows	Clear roadmap for development	Better stadium	Nationally-recognized destination
	Directional masterplan	Clarity around RV	Events and program revenue		Attract minor league affiliation	Potential ground lease revenue
	Secure funding for large public project	Opens "keystone" to <u>ANY</u> future site improvements			Opens up more developable land	More revenue streams
	Project is "election proof"				Parking revenue	

Funding Opportunities

Estimated Total County Cost: \$172.3M

- User and Impact Fees
- Bonding
- Tournament Fees
- State and Federal Grants
- Naming Rights / Sponsorship
- Rental, License and Parking Fees
- Concessions
- Hotel / Tourism Taxes
- Private Capital Investment
- Urban Renewal Agency
- Donations / Endowments
- Sale and/or Lease of Property
- Revenue Sharing
- Sales Tax Anticipation Revenue (STAR)
- Improvement District
- Development Exchange / Enhancements



Governance

Think Big - Governance

To make Expo Idaho a place that Preserves, Celebrates, and Connects

Leadership will be paramount



Governance

Position Expo Idaho for Success

- **Citizens Advisory Committee becomes an authorizing or operating commission, similar to the independent Fair Board pre-1989**
 - Representatives include one direct appointee from each of the County Commissioners
 - Representative from each of the six municipalities
 - Representatives from partner entities
 - Agriculture
 - Arts & Culture
 - Environmental
 - Homeowners
 - Sports/Recreation
 - Representatives with needed subject matter expertise
 - Financial Analysis
 - Urban Planning
 - Floodplain Management



Credit: Unsplash

Governance

Other types of governing bodies to consider

Joint Powers Authority

- This model is typically seen in large scale transportation, for example Lewiston-Nez Perce Airport Authority or Metropolitan Transportation Authority districts
- This model would require a representative from each governmental jurisdiction with a stake in the redevelopment of the Expo Idaho property
 - Representatives include one direct appointee from each of the County Commissioners
 - Representative from each of the six municipalities



Urban Renewal Agency

- Successful in the bordering City of Boise
- Idaho State Code authorizes redevelopment activities in underdeveloped areas
 - Representatives would be appointed by the Board of Ada County Commissioners

Governance

Retain Enterprise designation for Expo Idaho

- Retain Expo Idaho's Enterprise designation by Ada County
 - For the management of the Expo building and Fair related activity
- As the development of the Expo Idaho site is phased, other County departments can partner with Expo Idaho management
 - Parks & Waterways for Ladybird Park
 - Development Services for Mixed Use Town Center



Credit: Unsplash

Conclusion

Preserve. Celebrate. Connect. Think Big.

- ULI Advisory Services Program recommendations recognize the generational crossroads for Ada County and Expo Idaho
- Since 1897, millions of people have enjoyed the Western Idaho Fair
- Expo Idaho brings Ada County communities together – for every event under the Idaho sun
- The future revitalization and development of the fairgrounds will serve that mission year round
- Structure the organization to thrive for future generations of Idahoans



Q&A

Thank you!

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