

# REQUEST FOR PROPOSALS FOR DEVELOPMENT OF CITY/COUNTY-OWNED PROPERTIES

## AL 14 AT 17 SPRINGS MILLBROOK, ALABAMA



Millbrook City Hall  
3160 Main Street  
PO Box 636  
Millbrook, AL 36054

ISSUED:  
PROPOSALS DUE:

June 13, 2022  
August 25, 2022  
3:00 P.M. (CST)

Contact: Ann Harper at [ann.harper@cityofmillbrook-al.gov](mailto:ann.harper@cityofmillbrook-al.gov) • (334) 285-0330

## **INTRODUCTION**

The City of Millbrook and the Elmore County Commission are jointly seeking development proposals (“Proposals”) from qualified firms (“Developers”) for the opportunity to develop city/county-owned properties located on AL 14 in Millbrook, Alabama. These properties are adjacent to the multifaceted 17 Springs recreation project.

The city/county-owned property consists of the following:

- A **2 +/-** acre parcel located on the north side of AL 14, immediately adjacent to the tennis and pickle ball facilities currently under construction in Phase I of the 17 Springs recreation project;
- A **16 +/-** acre parcel located on the north side of AL 14, immediately adjoining the 17 Springs recreation project currently under construction; and
- A **10 +/-** acre parcel located on the south side of AL 14, across the highway from the 17 Springs recreation project.

By virtue of their location, these parcels benefit from significant public and private investments in the immediate vicinity and along the AL 14 corridor, including the 17 Springs project, a Wal-Mart Supercenter, a variety of banking institutions, national brand retail and restaurant chain stores, and residential neighborhoods. The parcels also have direct and easy access to I-65 to the west by way of Exit 181.

The development goals for these properties include maximizing their commercial development potential while contributing to the vibrancy and vitality of the AL 14 corridor with a well-designed plan that will bring residents, customers, and tourist/visitors to the area. The potential for this area is one that combines natural amenities, recreation, retail services, and places of employment. It is ultimately the City and County’s desire for the 17 Springs area to develop into an entertainment district called “The Marketplace at 17 Springs” that offers a unique mix of activity that serves as a destination/experience for dining, shopping, lodging, and recreation opportunities.

## **COMMUNITY OVERVIEW**

Centrally located within the River Region (Montgomery, Elmore and Autauga Counties), there is a developing and growing market north of Montgomery surrounding I-65 in the Millbrook/Prattville area. The economic synergies and population density of these markets show evidence of steady and strong growth.

Considered a gateway into west Elmore County, Millbrook is immediately accessible via I-65 by way of exits 176 (Main Street), 179 (Cobbs Ford Road) and 181 (AL 14). AL 14 and AL 143 (Main Street) are Millbrook’s key corridors.

Millbrook consistently ranks among the fastest growing cities in Alabama with a population increase of 13.24% since 2010. The City also claims a generous trade area population of 53,136 within a 15-minute drive time of Exit 181, which includes portions of Elmore and Autauga counties. The number of households and average household income within the 15-minute drive is 21,227 and \$74,848 respectively. The average age of residents is 38.5.

Millbrook’s quality of life defines the city’s appeal and sustainability. A strong public school system, quality healthcare providers and facilities, residential subdivisions under construction, low crime, strong community amenities, and positive local leadership – plus easy access to anywhere – makes Millbrook an attractive place to call home.

As a community amenity, outdoor recreation plays a prominent role in Millbrook’s fabric. There are various recreational opportunities inside and in close proximity including a municipal parks system, a city-owned golf course, a local YMCA with a trail network, the Alabama Nature Center, Robert Trent Jones Golf Trail at Capitol Hill, Jackson Lake, Lake Jordan, Lake Martin, and the Coosa, Tallapoosa and Alabama Rivers. The City is also developing and branding a Downtown area along AL 143, the city’s north/south arterial that serves as our community’s gathering place, an economic hub, and a representative cross section between recreation, commerce, and quality of life. Visit [www.cityofmillbrook.org](http://www.cityofmillbrook.org) for more information on the City.

## **17 SPRINGS OVERVIEW**

The 17 Springs project is one of the largest undertakings in the area. In 2017, preliminary discussions between the City of Millbrook, Elmore County Commission, Grandview Family YMCA, Elmore County Board of Education, and Elmore County Economic Development Authority, who are the official partners in this endeavor, launched the journey that is referred to as 17 Springs. The name 17 Springs is rooted in a historic arts festival hosted decades ago in the Millbrook community on the YMCA property located right off AL 14. Looking for an iconic name for the joint development of recreational and amateur sports, entertainment and retail opportunities, the partnership arrived on 17 Springs as the name to serve as its brand. From the basis of 17 Springs, the recreational outdoor area has been dubbed “The Fields at 17 Springs” while the future event center has been named “The Fieldhouse at 17 Springs”. The adjacent commercial areas planned for a dining, hospitality, shopping and entertainment district carries the name “The Marketplace at 17 Springs”.

In 2019, the 17 Springs partners engaged CSL International to conduct a market analysis for recreational and amateur sports facilities in the Millbrook area. The findings concluded that “while community recreational facilities provide important opportunities for both youth and adults throughout the greater regional marketplace, a critical mass of fields/facilities can provide an opportunity for the Millbrook destination to position itself to attract sports tourism-related event activity and the associated economic and other community benefits.”

Phase I of 17 Springs is currently under construction on AL 14 and is scheduled to be completed in the Fall of 2022. This complex will be home to “The Fields at 17 Springs” and includes four (4) multipurpose turf fields, one (1) grass field, twelve (12) tennis courts, and twelve (12) pickle ball courts. Slated to bid around the completion of Phase I, Phase II of The Fields at 17 Springs will include another multipurpose turf field located inside a stadium/event venue with a competition track and field, and four (4) diamond fields for softball and baseball use.

Also included in Phase II is “The Fieldhouse at 17 Springs.” This 85,000 sq. ft. indoor facility is the centerpiece of the campus and will have the capacity to host indoor sporting events as well as conferences, trade shows and a host of other meetings of this nature. A fly through video of The Fieldhouse is available at <https://youtu.be/oYMdLXRYWNM>. Phase II is scheduled to be completed in the Fall of 2024. This facility is also strategically located just north of the larger city/county owned 16 +/- acre parcel.

The “Marketplace at 17 Springs” is the name for the adjacent commercial areas. The City and County engaged Dalhoff Thomas Design Studio to develop a Concept Sketch for the Marketplace that included not only the publicly-owned properties (and the subject of this proposal), but privately-owned properties located in the vicinity of the 17 Springs complex as well. Based on input from a committee made up of representatives from the 17 Springs project partners, Dalhoff Thomas provided a Concept Plan for what the future commercial development in the vicinity of the 17 Springs recreation project might look like. The Marketplace at 17 Springs Concept Plan is provided in the map section of this proposal. The Concept Plan is only meant to serve as a frame of reference for prospective developers as to how the City and County envision the area to develop.

While there is a symbiotic relationship between “The Marketplace at 17 Springs”, “The Fields at 17 Springs”, and “The Fieldhouse at 17 Springs”, it is important to note that the Marketplace should also be able to serve as a vibrant and thriving area of the city, even when the recreation development is not operating at full capacity. Types of uses envisioned for The Marketplace include conference center/hotel, restaurants, convenience stores, retail shops, office and other appropriate commercial uses. Other important elements to the development include site access, interior vehicular circulation, parking, pedestrian circulation, streetscapes, open space and parcel interconnectivity.

## **SITE OVERVIEW**

The City/County-owned properties are located on AL 14 in Millbrook, Alabama and offer a combined acreage of 28+/- acres, with approximately 18 acres located directly in front of the 17 Springs recreational project on the north-side of AL 14 and approximately 10 acres directly across the highway on the south-side of AL 14. The subject parcels are indicated on the 17 Springs City/County Ownership Map included in the Maps section of this proposal.

Other important items relating to the sites include:

- Planned infrastructure improvements on the north side of AL 14, as indicated on the 17 Springs Schedule of Infrastructure Improvements Map, consist of:
  - A 100-foot-wide main access road into the recreational development and commercial areas located between Dismukes Road and Oak Tree Road on AL 14 to be completed in early 2023.
  - An approved traffic light at the main access road to be in place by mid-2024.
  - A portion of the existing Dismukes Road (currently being used as the access to Phase I) to be vacated and shifted to the west to create a right-in, right-out access point on AL 14 by the Fall of 2022.
  - All roads serving the 17 Springs recreational development to be completed by early 2023.
  - Water and sanitary sewer available to the City/County-owned properties in the Fall of 2022.
- The 2+/- acre property located on the north side of AL 14 just below the tennis and pickle ball facilities is a part of a former salvage and is zoned B-1-a (Central Business) which permits a significant variety of business/commercial uses. The property has had a Phase I and II environmental assessment with no issues on this portion of the parcel. Assessment is available upon request.
- The 16+/- acres located on the north side of AL 14 is currently zoned for commercial/business. A small portion of the NW corner of this parcel is a remnant of the original salvage yard as well. Assessment is available upon request.
- The 10+/- acres located on the south side of AL 14 is currently zoned B-1-a (Central Business) which permits a significant variety of business/commercial uses.
- There is a substantial traffic count on AL 14 of 31,182 cars per day.
- There is a presence of wetlands on the 2+/- acre parcel and on the 10+/- acre property as indicated on the 17 Springs Wetlands Map.
- The topography of the sites consists of gently rolling terrain with no major or abrupt elevation differentials as indicated on the 17 Springs Topography Map.
- The 17 Springs area is located in an Opportunity Zone.

- The City of Millbrook is currently moving towards forming an “Improvement District” for the purpose of financing public infrastructure, and a “Cooperative District” for the purpose of helping to finance the development of commercial and retail space within the 17 Springs project area.
- A traffic study has been prepared to support the signalization of the future entrance. The study is available upon request.

### **LAND SALE TERMS**

The City and County expect that the city/county-owned parcels will be sold for at least the fair market value. In accordance with the City’s disposition, an independent appraiser will be asked for input as to the fair market value of the parcels before any sale is proposed to the Millbrook City Council and the Elmore County Commission for approval. The parcels will be sold pursuant to a development agreement that will include a number of terms. Any public financial assistance may trigger additional requirements.

### **ACCESS TO PROPERTY**

During the RFP period, Developers and their employees, agents or representatives, shall have the right of reasonable access to the city/county-owned properties during normal business hours for the purpose of inspecting said properties, undertaking any necessary soil tests and otherwise conducting due diligence to ensure the properties are suitable for the Developer’s proposed use. Notwithstanding anything else in this Request for Proposals, the Developer shall defend, indemnify and hold the City and County, its employees, officers and agents, harmless from any injury, property damage or liability relating to the gross negligence or willful misconduct of the City and County or its officers, agents and employees.

### **REQUIRED PROPOSAL CONTENTS**

The information being requested through this RFP is necessary for representatives of the City of Millbrook and the Elmore County Commission to adequately evaluate your proposal. Failure to supply the requested information may result in rejection of your proposal. The City and County are not responsible for the costs incurred by proposers or their subcontractors incurred in connection with this RFP process, including, but not limited to costs associated with preparing a proposal or associated with participating in any presentations or negotiations related to this RFP.

To evaluate our options and to select an appropriate Developer, the City and County are requesting development proposals that will help the City and County finalize their vision for 17 Springs and move ahead with property disposition and commercial development. Therefore, proposals must include the following:

1. A cover page that includes the following information:
  - a. Developer's name and mailing address
  - b. Developer's current legal status: corporation, partnership, sole proprietor, etc.
  - c. Federal ID number or social security number
  - d. Contact person's name, title, phone number and e-mail address
  
2. A description (narrative or schematic diagram) of the proposed development:
  - a. Square feet of building space for each parcel
  - b. Amount and type of parking spaces needed
  - c. Nature of improvements
  - d. Anticipated materials and design style/concept
  - e. Circulation patterns
  - f. Type of tenants expected
  - g. Conceptual design
  
3. A description of the Developer's experience developing projects of these types elsewhere:
  - a. Name and location of the project(s)
  - b. Description of project(s)
  - c. Completion date of project(s)
  - d. Experience in dealing with other city/county projects and/or experience in purchasing government property for private development
  
4. Explanation of the role the Developer's organization will play in the proposed project and a list of other partners and their roles, if any.
  
5. A proposed timeframe for the development, including identification of any conditions that must be met before the proposal can become a reality. The schedule should include the time needed to obtain financing, complete design and secure permits and approvals, prepare the site, start and complete construction, and start and complete lease-up.
  
6. Description of the benefit(s) your proposed project brings to the City/County including:
  - a. Projected property tax revenues from the project
  - b. Projected sales tax and other revenues from the project (if applicable)
  - c. Projected number of direct jobs
  - d. The provision of retail goods and services
  - e. Other benefits to the City and County

7. Any other information that would help review staff understand and evaluate your concept.

The contents of the proposal and any clarification to the contents submitted by the successful proposer may become part of the contractual obligation and be incorporated by reference into the contract between the selected developer and the City and County.

## **PROPOSAL SUBMISSION**

Proposers must submit copies of their proposals as follows: one unbound copy, five bound copies, and one electronic version in PDF format via email to [ann.harper@cityofmillbrook-al.gov](mailto:ann.harper@cityofmillbrook-al.gov). and on a thumb drive included with hard copies. Proposals must be on standard 8½" by 11" paper. All supporting documentation must be on paper no larger than 11" by 17". Proposals and supporting documentation must be submitted in a sealed envelope labeled:

**The Marketplace at 17 Springs RFP**  
**PO Box 630**  
**Millbrook, AL 36054**

If hand-delivered, proposals may be delivered to: Millbrook City Hall, 3160 Main Street, Millbrook, AL 36054.

If mailed, proposals should be mailed to: City of Millbrook, PO Box 630, Millbrook, AL 36054.

Proposals shall be delivered to the City on or before:

**Thursday, August 25, 2022 at 3:00 p.m. Central Standard Time.**

## **CONTACT**

Questions regarding the RFP should be directed via email to the following City of Millbrook staff representative: Ann Harper, Economic Development Director, at: [ann.harper@cityofmillbrook-al.gov](mailto:ann.harper@cityofmillbrook-al.gov).

## **REVIEW/SELECTION PROCESS**

A committee that includes city and county representatives will review proposals received by the due date. The proposals will be reviewed on how the proposed development will provide public benefit, benefit the city and county economically and improve quality of life.

Some or all of the proposers may be requested to present their proposals to the review committee. During the review process, proposers may be asked questions to clarify their proposals, but cannot modify their proposals.

The City and County reserve the right to reject any or all proposals or parts of proposals, to negotiate modifications of proposals submitted, and to negotiate specific work elements with a proposer into a project of lesser or greater magnitude than described in this RFP for the proposer’s reply.

**OPTIONAL PRE-PROPOSAL INFORMATIONAL MEETING**

An informational meeting will be held:

Wednesday, June 29, 2022 at 2:00 p.m.  
Millbrook Civic Center  
3168 Park Circle, Millbrook, AL 36054

Please contact Ann Harper at [ann.harper@cityofmillbrook-al.gov](mailto:ann.harper@cityofmillbrook-al.gov) or (334) 285-0330 to RSVP your attendance at the Pre-Proposal Informational Meeting.

**TIMELINES**

Release Request for Proposals.....June 13, 2022  
Pre-proposal Meeting.....2:00 p.m. CST, June 29, 2022  
Deadline for Submittal of Proposals.....3:00 p.m. CST, August 25, 2022  
Review/Evaluation of Proposals..... August 25-September 30, 2022  
Recommendation of Selected Developer to City Council/County Commission..... November, 2022

**CITY/COUNTY REQUIREMENTS**

Requirements that apply to all proposed developments include:

1. The proposed development must be in conformance with applicable City Municipal Codes and Ordinances and any subsequent amendments thereof, including building, zoning and land use codes. More detailed information about the Millbrook Code may be found at: [https://library.municode.com/al/millbrook/codes/code\\_of\\_ordinances](https://library.municode.com/al/millbrook/codes/code_of_ordinances) or by calling the City Clerk’s office at (334) 285-6428.
2. The proposed development will be subject to the City’s site development review process.
3. It is the selected developer’s responsibility to undertake and finance any rezoning, variance and use permits necessary for approval of the proposed development.

## **RFP ADDENDA**

The City and County may determine it is necessary to revise any part of this solicitation. Revisions will be made by written addenda and it is the Developer's responsibility to understand and comply with any addenda to this solicitation. Addenda may be posted on the City's website, [www.cityofmillbrook.org](http://www.cityofmillbrook.org), the County's website, [www.elmoreco.org](http://www.elmoreco.org), or at [www.17springs.org](http://www.17springs.org).

## **MAPS PROVIDED AT [www.17Springs.org](http://www.17Springs.org)**

- The Marketplace at 17 Springs Concept Plan
- 17 Springs City/County Ownership Map
- 17 Springs Schedule of Infrastructure Improvements Map
- 17 Springs Wetlands Map
- 17 Springs Topography Map

