DEPARTMENT OF EMPLOYEE SERVICES

Jacksonville
Where Florida Begins.

MEMORANDUM

DATE: June 26, 2017

TO: Gregory Pease, Chairman
Professional Services Evaluation Committee

FROM: Aundra Wallace, Chief Executive Officer Aundra C. Wallace
Downtown Investment Authority (DIA)

SUBJECT: P-06-17 Downtown North Bank and South Bank Riverfront Design and Investment Strategy

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The Downtown Investment Authority has negotiated the attached Scope of Services and Contract Fee Schedule, which are attached hereto as Attachment 'A' and Attachment 'B, respectively, with the highest ranked respondent.

Accordingly, this is to recommend that the Downtown Investment Authority/City of Jacksonville enter into a contract with the firm of HR&A that incorporates the attached Scope of Services and Fee Schedule. The contract period will be for fiscal years 2016-2017 and 2017-2018, from date of execution of contract to January 2018. The total maximum indebtedness for the City is a not-to-exceed amount of $349,200.00.

All other terms and conditions of the Contract are per the City's standard contract language and as provided in the Request for Proposal (RFP).

Attachments: Attachment 'A' Scope of Services
Attachment 'B' Fee Schedule

Project Approach

To support revitalization of the Riverfront and its adjacent neighborhoods, the HR&A Team (the "Team") will provide a comprehensive, actionable set of programmatic, design, and development strategies for catalyzing investment on priority waterfront sites.

We will build upon the goals and principles established in existing neighborhood studies.
Two major sources lay the foundation for the proposed design and investment strategy: the redevelopment goals set forth in DIA's CRA Plan, and the supporting principles outlined in ULI's *Building Healthy Places*. The key objectives below will be adopted from the CRA Plan as goals for the proposed design and investment strategy:

- Reinforce downtown as the City's unique epicenter for business, history, culture, education, and entertainment.
- Improve walkability/bikeability and connectivity to adjacent neighborhoods and the St. Johns River while creating highly walkable nodes.
- Establish a Riverfront design framework to ensure a unique experience and sense of place.
- Use planning and economic development policies to promote design for healthy living.

We will deliver an actionable vision for the downtown waterfront that is rooted in tenets of placemaking, grounded in market reality, and accompanied by a practical strategy for implementation. Revitalization of the Riverfront will reflect the goals listed above and hinges on our understanding of the following interrelated opportunities:

- ***Redevelopment strategy for catalyst sites.*** The Team will identify catalyst sites and a redevelopment strategy for incentivizing private interest and investment through a strong understanding of the local development market, in addition to a thorough assessment of existing real estate that can be repositioned or dispossessed, such as the City Hall Annex, underutilized parking lots, and publicly owned property along the waterfront within walking distance to the Jacksonville Veterans Memorial Arena and EverBank Field. In addition, the strategy will target key public investments that are likely to attract private market activity, and ensure an efficient use of those public funds to leverage economic investment and achieve broader policy objectives. For instance, the publicly-owned sites along the waterfront could be repurposed for a mix of uses, including active park space, quality multifamily housing for the growing workforce population, cultural attractions, and/or commercial space that encourages innovation and collaboration among universities, established industries, and growing businesses. Some uses, like market-rate housing, may not need further significant public subsidy for development, while workforce housing, cultural attractions, and small business support could require additional incentives. Public realm design, activation, and wayfinding strategies will work in concert with the prioritization of redevelopment opportunities to create a vibrant Riverfront.

- ***Public realm design strategy for encouraging waterfront use and promoting interconnectivity.*** Design will facilitate connections among surrounding neighborhoods; activate public spaces; encourage a variety of uses along the waterfront; promote walkability and use of public transit like the Skyway; and guard the safety of city residents, workers, and visitors. Our recommendations for improving walkability and connections to the Riverfront will also attract more people to the shoreline, beyond

the stadiums and Hart Bridge Expressway. For instance, adding protected bike and pedestrian lanes to the John T. Alsop Jr. Bridge will facilitate greater connections between the North and South Bank while also adding value for residents and visitors by creating new panoramic view points and encouraging physical activity. Also, adding benches and trees to sidewalks will improve pedestrian experiences and encourage longer stays in the area. Along the expressway, illuminating the areas under the overpass, extending sidewalk and walkway connections, and programming small spaces will also encourage safe passage for pedestrians to travel to the waterfront, creating additional exposure for the Riverfront especially on days where games and other large events may be taking place.

- ***Activation strategy for a culturally significant place.*** Though there is no formula that one can apply to achieve this, it is important that the Riverfront's identity spring from the highest and best use of the land and development opportunities, as well as encapsulate the unique character embodied in the history and place in the City of Jacksonville. The waterfront is already home to a wide, diverse set of cultural activities, including sports arenas and a performing arts center, but public and private resources can be leveraged to enhance and expand attractions like the Art Walk, and advance equitable access to transit, public spaces, and food. For instance, underutilized City-owned property along the waterfront can be used for farmer's markets, seasonal exhibitions, outdoor movie screenings, or other interactive programs that increase visitor traffic and expand on Jacksonville's rich legacy. Public realm design will support area activation by encouraging increased traffic and visitation, and by creating synergies between programming and design that emphasize the distinctive character and vitality of Jacksonville.

- ***Wayfinding strategy for promoting ease of access.*** In concert with strategic redevelopment and improvements in public design and activation, the wayfinding strategy will emphasize key destinations and facilitate movement to and along the waterfront. Wayfinding signs will allow people to identify and ascertain walkable distances between key attractions, and will promote the safe coexistence of pedestrians, cyclists, and motorists. Use of public transit will be encouraged through increased location visibility. Signage improvements will also leverage key elements of the public realm design and wayfinding strategies in their recognition and homage to Jacksonville's history and cultural significance. Identifying attractions and key historical markers aid in establishing a sense of place and an understanding of where one is within the context of the city.

- ***Strategic implementation framework.*** The activation, wayfinding, and redevelopment strategies will all merge to form a comprehensive, actionable set of catalytic design and investment tactics. The framework will highlight parcel-specific strategies, timelines for implementation, and critical decision-makers and funding sources for each recommendation. Stakeholder engagement at strategic points throughout the process will be key to galvanizing support and estimating political feasibility of proposed initiatives. In addition, the framework will consider regulatory tools and utilization of incentive programs, then specify enhancements required to realize their full capacity in support of the redevelopment strategy. Implementation will also require updates to the CRA plan and Jacksonville Code of Ordinances.

SCOPE OF SERVICES

Task One | Project Kickoff (Weeks 1-2)

Task 1.1: Review Previous Plans and Recent Development. The HR&A Team (the "Team") will review previous plans (e.g. North Bank and South Bank CRA Plan) and recent development (e.g. The District) in Jacksonville prior to the kickoff meeting, coordinating with team members in Jacksonville to collect and interpret any pertinent downtown redevelopment strategy and planning guidelines.

Task 1.2: Review Project Goals with the DIA. The Team will speak with the DIA to confirm project goals and aspirations for Riverfront design and investment, and finalize project schedule and scope of services. Our understanding of preferred project outcomes includes:

- Reinforce downtown as the city's unique epicenter for business, history, culture, education, and entertainment;
- Improve walkability/bikeability and connectivity to adjacent neighborhoods and the St. Johns River while creating highly walkable nodes;
- Establish a Riverfront design framework to ensure a unique experience and sense of place; and
- Use planning and economic development policies to promote design for healthy living.

Task 1.3: Confirm Project Boundaries and Geographic Areas. To guide our study, we anticipate establishing a primary study area that includes properties directly fronting the Riverfront, and a secondary study area stretching further inland to provide context and focus on connectivity to surrounding areas. The primary and secondary study areas will be limited to property within the CRA boundaries. Our recommendations for key areas for investment are likely be concentrated heavily along the waterfront, but will respect the importance and supporting role of potential investments in the surrounding area.

During this task, the Team will also define key geographic areas within the study area boundaries, each of which may warrant distinct uses and/or strategies for investment. Criteria for the identification of geographic areas might include key physical boundaries and adjacencies, character of urban design and uses, connections to existing attractions and areas of strength, and property ownership among others.

Task 1.4: Identify Key Stakeholders. In coordination with the DIA, the Team will identify key stakeholders to engage throughout the process, including City agencies such as the Jacksonville Transportation Authority; City of Jacksonville Waterways Commission; City of Jacksonville Parks, Recreation and Community Service; as well as other public and private stakeholders, such as the local ULI chapter, Riverfront property owners, local developers, and downtown civic groups.

The Team will assemble an Advisory Committee consisting of key stakeholders from the groups identified above for consultation at three stages in the process: project commencement, after the initial assessment of key investment opportunities, and before delivering final recommendation. The core function of the Advisory Committee will be to develop consensus among a key group of stakeholders and ensure that the output of the design and investment strategy reflects the feedback of a broad group of individuals. The DIA will retain responsibility for key decisions throughout the process.

DELIVERABLE #1 | FINAL SCOPE OF SERVICES AND PROJECT SCHEDULE

As part of its project commencement activities and development of a contract with the DIA, the HR&A team will produce a revised scope of services and project schedule.

Task Two | Project Grounding (Weeks 3-8)

The HR&A team will conduct one two-day trip to tour the study area and meet with the DIA, key stakeholders, and the Advisory Committee. We will use the trip to establish a project vision, aid in confirmation of priority geographic areas, and collect initial ideas for key investment opportunities.

Task 2.1: Tour Site. The Team will tour the Riverfront area and adjacent neighborhoods to aid in the identification of priority geographic areas for investment. The tour will also provide additional physical context around successful new developments in the area.

Task 2.2: Engage Key Stakeholders. Based on our identification of key stakeholders in Task 1.4, the Team will solicit stakeholder input regarding existing conditions and aspirations for downtown Jacksonville, structured as both one-on-one and small group meetings. Stakeholder outreach will aid in identifying priority geographic areas for consideration in the design and investment strategy, verifying key assumptions, and identifying potential public and private investment opportunities. In addition, we will convene the first meeting of the Advisory Committee to introduce the project, learn about their goals and visions for the project, and gather information on opportunities and challenges for the study area as well as potential areas for public and private investment.

Task 2.3: Confirm Priority Geographic Areas. The Team will leverage stakeholder engagement and initial assessments of the study area to identify priority geographic sites for catalytic investment of the Riverfront, opportunities which will be further explored in Task 3. Focus on specific geographies as nodes of investment will create momentum for development throughout the study area and maximize investment impact without spreading critical resources too thin. Opportunities are likely focused on the Riverfront, and priority geographic areas will reflect where we believe project goals and vision are most achievable. We will confirm these areas with the DIA, as these will be the focus of further exploration of key investment opportunities in the next task.

DELIVERABLE #2 | PROJECT VISION MEMO

Based on feedback from meetings conducted during the site visit, the Team will deliver a memo that confirms a vision for the area, prioritizes geographic areas, and outlines their rationale for inclusion. This assessment will lead to the identification of key investment opportunities in Task 3.

Task 2.4: Real Estate Market Scan. Following the trip to Jacksonville, the Team will conduct a market scan of existing and proposed commercial, residential, and institutional uses in the study area. The market scan will inform our understanding of the economic feasibility of potential uses within key geographic areas, as well as key trends in recent development and proposed new projects in and around downtown. We will interview

local developers and brokers, as well as survey third-party market reports. Data collected will include but may not be limited to: rents, vacancies, construction activity, and absorption over time. The scan will also include an assessment of market and regulatory conditions surrounding recently completed projects.

Task 2.5: Physical Conditions Analysis. To identify opportunities and challenges for enlivening public space and recommending improvements to the public realm, the Team will assess existing physical conditions in the primary study area, including: roads, pedestrian and bike infrastructure, public transit, building heights and envelopes, prevalence of parks and open space, floodplains, and Riverwalk amenities and design. The Team will also catalog properties in the study area that are publicly owned, vacant, or underutilized and develop a series of maps illustrating existing conditions outlined above. This task will occur concurrently with Task 2.4.

Task Three | Opportunity Identification and Concept Development (Weeks 9-13)

Building on the prioritized geographic areas, real estate market scan, and physical conditions analysis identified in Task 2, the Team will identify key investment opportunities, and analyze their feasibility and impact for revitalization objectives.

Task 3.1: Assess Potential Nodes and Connections. Utilizing the assessment of both physical and market conditions developed in the previous task, the Team will identify opportunities for the Riverfront as they relate to potential nodes that can be strengthened or developed, as well as key connections between these nodes. Much of this work will be driven by the design of these nodes and connections but will be supported through the market grounding.

Task 3.2: Develop Site and Area Concepts. In parallel with Task 3.1, the Team will identify and assess preliminary opportunities for specific sites and prioritized geographic areas. Such recommendations will fall within four categories: (i) redevelopment opportunities, (ii) public realm improvement, (iii) activation, and (iv) wayfinding. While the list of investment opportunities identified will be focused on the Riverfront, the Team might recommend projects outside of the Riverfront that are supportive of that effort.

Task 3.3: Review Approaches with DIA and Stakeholders. The Team will review its findings from Task 2.4 and 2.5, as well as the preliminary opportunities identified during an in-person meeting with the DIA and the Advisory Committee. This time will be used to vet preliminary concepts and approaches and to obtain feedback as the Team develops its final recommendation, the Strategic Investment Framework and Toolkit.

DELIVERABLE #3 | INVESTMENT OPPORTUNITIES PRESENTATION

The HR&A team will conduct a trip to deliver presentations to the Advisory Committee and the DIA describing the results of the market scan and physical conditions analysis, and identifying a list of potential projects to support the revitalization of the Riverfront and catalyze new private investment. We will use the meeting to gather feedback on the potential projects identified, as well as incorporate any other project concepts that should be evaluated. We will present a range key opportunities, of which the DIA will decide on a select set for prioritization of actionable design and investment strategies, to be further refined in Task 4. This may include adding to or removing from the Team's recommended list.

Task Four | Strategic Investment Framework and Toolkit (Weeks 13-20)

Building on the potential projects and investments identified in Task 3, the Team will work with the DIA to develop and refine concepts for the Strategic Investment Framework and Toolkit, which may include: (i) redevelopment opportunities, (ii) public real design improvements, (iii) activation programs, and (iv) wayfinding assets. Projects stemming from the Framework and Toolkit will be developed to work together as a coordinated whole, with positive results greater than the sum of its parts. This task will culminate in a qualitative comparison across projects of their relative benefits and implementation considerations, and will include documentation of a detailed, parcel-by-parcel implementation strategy for Riverfront revitalization.

Task 4.1: Strategic Investment Framework. Based on feedback provided by the DIA and Advisory Committee, the Team will develop and refine a Strategic Investment Framework, which will be a guiding document for targeted investment downtown. This framework will contain parcel-specific strategies, a phasing and timeline plan, as well as identify implementation partners and roles and develop an approach for funding investments. The Framework will act as a guide for future near- and long-term investment along the Riverfront and in downtown.

Task 4.2: Toolkit. In conjunction with the Strategic Investment Framework, the Team will develop an investment toolkit that the DIA can utilize to implement its vision for the downtown. Such tools will include:

- ***Redevelopment Strategy.*** To catalyze activity and investment along the waterfront in concert with the public realm design, activation, and wayfinding strategies, the Team will explore underutilized and undeveloped properties with the prioritized geographic areas and recommend a strategy for their utilization or disposition. Potential uses on each site could meet broader CRA objectives such as increased residential space, additional space for jobs or workforce development, and/or quality public spaces for passive and active recreation. The redevelopment strategy will include identification of recommended uses for each site with consideration of market conditions, the private sector's role, and potential for public support. The strategy will also include an outline containing key steps for how the DIA can support redevelopment.

- ***Riverfront Design Standards.*** Led by SWA, the Team will evaluate and prioritize public realm investment opportunities identified in Task 3 to promote safe, multimodal interconnectivity and a "sense of place" at the Jacksonville Riverfront. The resulting strategy will support connections among existing anchors and key activation and redevelopment initiatives for a cohesive Riverfront district. In addition, the strategy will include concept-level graphics for the prioritized geographic areas and an understanding of barriers to development. The full set of design and investment strategies will include updates to the Riverfront design standards. We will also highlight a strategy for moving from the public realm design concept to full implementation and realization of the vision.

- ***Activation Strategy and Near-Term Investment.*** Activation of the Jacksonville waterfront area will depend on the potential to harness the interest of local businesses and residents to perceive that the waterfront is a safe, pedestrian friendly, and exciting place to be. The team will prioritize activation options identified in Task 3 and develop a strategy for building and communicating an identity for the Riverfront, which is coordinated with and strengthened by design; encourage new activity through new development and building reuse opportunities, as well as the creation and improvement

of public open space; and create opportunities for new programming that will attract people to the waterfront. Programming activities could include outdoor programs and cultural activation strategies with proven track records, and may include elements such as outdoor amphitheaters, food-truck parking areas, outdoor cafes and seating, shade structures, and other design elements that help to activate outdoor spaces. The strategy will outline recommendations for key implementation elements, including governance considerations for programming and funding options for execution.

- ***Wayfinding Strategy.*** Led by SWA, the Team will evaluate and prioritize wayfinding opportunities that promote secure and accessible movement for users along the waterfront. Wayfinding is essential to facilitating ground level activity, attracting visitors, and making the area safe for pedestrians and drivers alike. It will include signage to promote visitation to key attractions, encourage public transit use and walkability, and recognize the unique history and character of Jacksonville. The full set of design and investment strategies will be incorporated into an update to the Riverfront design standards, along with the public realm design strategy. Along with recommendations and illustrative design concepts, the final strategy will include key action items for implementation, including coordination with relevant City agencies and interest groups.

- ***Recommend Updates to Existing Plans and Codes.*** Based upon stakeholder outreach and site analyses, as well as the assessment of potential design opportunities and development interest, the Team will recommend updates to the CRA Plan and Jacksonville Code of Ordinances as necessary to support strategic implementation. Updates may include the identification of prioritized sites for development, amended Riverfront design standards, and ordinance incentives for leveraging private capital to achieve policy goals, among others.

DELIVERABLE #4 | STRATEGIC INVESTMENT FRAMEWORK AND TOOLKIT

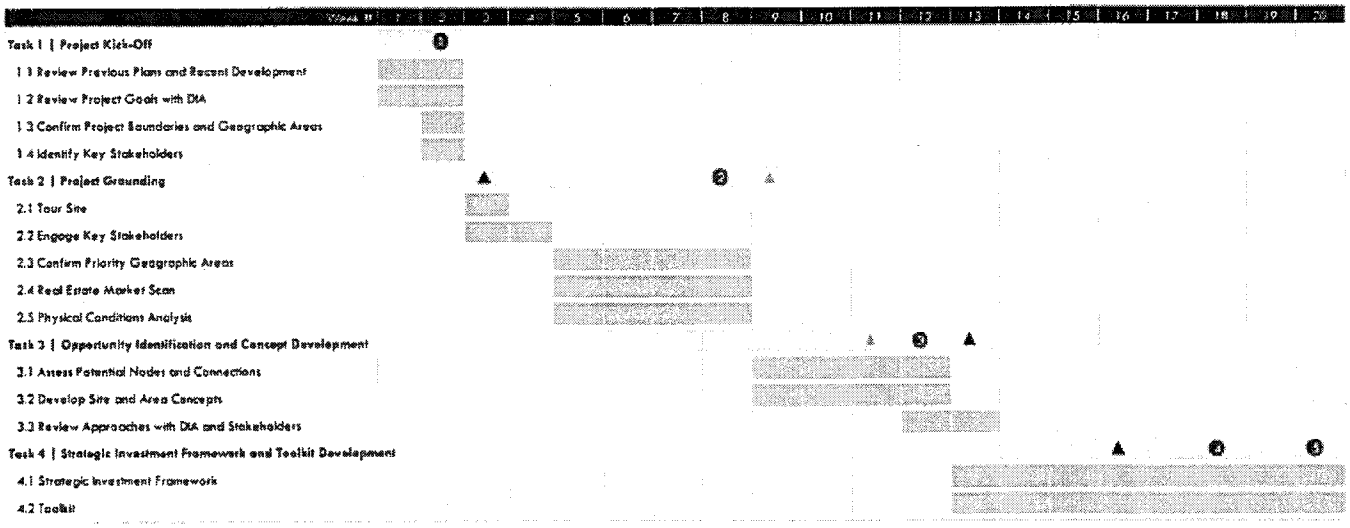
The HR&A Team will conduct a trip to present the Strategic Investment Framework and Toolkit to the DIA and the Advisory Committee and receive substantive feedback on their content.

Following the presentations, the Team will incorporate comments from the DIA and the Advisory Committee into a draft briefing book for review by the DIA. The document will synthesize all research and findings, and will outline an actionable set of strategies for key, catalytic investments.

We will send the draft briefing book to the DIA and solicit feedback on style and content. Based on a consolidated list of comments from the DIA and Advisory Committee (as desired), the Team will refine the briefing book and deliver the final document.

HR&A Analyze. Advise. Act.

SCHEDULE



Deliverables

1. Final Scope of Services + Project Schedule
2. Project Vision + Existing Conditions Memo
3. Investment Opportunities Presentation
4. Draft Framework
5. Final Framework

Check-Ins

- ▲ Client Check-In (Phone), in addition to bi-weekly check-ins
- ▲ Stakeholder Check-In (In-Person)

ATTACHMENT 'B'

HR&A Advisors, Inc.

Design and Investment Strategy for Jacksonville Waterfront

Project Budget - Summary

June 23, 2017

Budget Summary	HR&A	SWA	Haskell	ADG	Total Fee
Fees					
Task 1 | Project Kick-Off	$10,500	$7,500	$2,500	$4,000	$24,500
Task 2 | Project Grounding	$39,000	$15,000	$5,500	$9,500	$69,000
Task 3 | Opportunity Identification and Concept Development	$40,500	$28,000	$6,000	$1,000	$75,500
Task 4 | Strategic Investment Framework and Toolkit Development	$93,000	$67,500	$6,000	$1,000	$167,500
Subtotal Fees	*$183,000*	*$118,000*	*$20,000*	*$15,500*	*$336,500*
Expenses					
Task 1 | Project Kick-Off	$0	$0	$0	$300	$300
Task 2 | Project Grounding	$2,500	$1,500	$0	$400	$4,400
Task 3 | Opportunity Identification and Concept Development	$2,500	$1,500	$0	$0	$4,000
Task 4 | Strategic Investment Framework and Toolkit Development	$2,500	$1,500	$0	$0	$4,000
Subtotal Expenses	*$7,500*	*$4,500*	*$0*	*$700*	*$12,700*
Total Budget	**$190,500**	**$122,500**	**$20,000**	**$16,200**	**$349,200**
% of Total	*55%*	*35%*	*6%*	*5%*	*100%*

HR&A Advisors, Inc.
Design and Investment Strategy for Jacksonville Waterfront
Project Budget Detail
June 23, 2017

Budget Detail	HR&A	SWA	Haskell	ADG	Total Hours	Total Budget (rounded)
Task 1 | Project Kick-Off	**38**	**28**	**16**	**28**	**110**	**$24,500**
1.1 Review Previous Plans and Recent Development	12	8	8	10	38	$7,500
1.2 Review Project Goals with DIA	10	8	2	8	28	$7,500
1.3 Confirm Project Boundaries and Geographic Areas	8	8	4	0	20	$4,500
1.4 Identify Key Stakeholders	8	4	2	10	24	$5,000
Task 2 | Project Grounding	**160**	**60**	**40**	**70**	**330**	**$69,000**
2.1 Tour Site	16	10	4	0	30	$8,000
2.2 Engage Key Stakeholders	32	18	13	65	128	$25,500
2.3 Confirm Priority Geographic Areas	14	12	7	0	33	$7,500
2.4 Real Estate Market Scan	86	0	0	0	86	$18,500
2.5 Physical Conditions Analysis	12	20	16	5	53	$9,500
Task 3 | Opportunity Identification and Concept Development	**165**	**124**	**50**	**10**	**349**	**$75,500**
3.1 Assess Potential Nodes and Connections	55	43	16	5	119	$25,500
3.2 Develop Site and Area Concepts	55	43	18	0	116	$25,000
3.3 Review Approaches with DIA and Stakeholders	55	38	16	5	114	$25,000
Task 4 | Strategic Investment Framework and Toolkit Development	**377**	**300**	**46**	**10**	**733**	**$167,500**
4.1 Strategic Investment Framework	112	70	23	5	210	$46,500
4.2 Toolkit	265	230	23	5	523	$121,000
Hours Subtotal	740	512	152	118	1,522	
Total Fees (rounded)	**$183,000**	**$118,000**	**$20,000**	**$15,500**		**$336,500**
Expenses						
Task 1 | Project Kick-Off	$0	$0	$0	$300		$300
Task 2 | Project Grounding	$2,500	$1,500	$0	$400		$4,400
Task 3 | Opportunity Identification and Concept Development	$2,500	$1,500	$0	$0		$4,000
Task 4 | Strategic Investment Framework and Toolkit Development	$2,500	$1,500	$0	$0		$4,000
Total Expenses (rounded)	**$7,500**	**$4,500**	**$0**	**$700**		**$12,700**
TOTAL BUDGET (rounded)	**$190,500**	**$122,500**	**$20,000**	**$16,200**		**$349,200**