

February 25, 2020

Ms. Gina L. Clayton
Planning and Development Director
City of Clearwater
Re: New City Hall – Site Feasibility Study

Harvard Jolly was commissioned to provide the City of Clearwater with a feasibility study report to determine the best use, and the estimated cost for the use of, two separate sites. The two sites are indicated herein as Site A (the block East of the existing Municipal Services Building, bordered by Myrtle Avenue, Park Street, Prospect Avenue and Pierce Street) and Site B (the two blocks South of the existing Municipal Services Building, bordered by Pierce Street, Myrtle Avenue, Court Street and South East Avenue). The report is to include up to three options for each site.

Option 1 will explore a configuration to include only the construction of a new City Hall, with parking to accommodate City Hall and overflow of public/visitor parking for the existing Municipal Services Building.

Option 2 will explore the construction of a new City of Clearwater Government Center, to include the City Hall and Municipal Services departments in one building together. This option would only provide parking required for the City Hall and public/visitor parking. Municipal Services employee parking would be maintained in the existing parking garage on the block North of the City of Clearwater Police Department.

Option 3 will be identical to Option 2, with the exception of constructing a new Parking Garage to accommodate the requirements of capacity for the new City Hall, the new Municipal Services, the continued use of the Police Department, as well as public/visitor parking for City Hall and Municipal Services.

Harvard Jolly was asked to provide additional configurations for Site B since this is a two-block site and the proposed location of PSTA expansion facilities. This being the case you will find Options B4 and B4.1 in this report

This report will include verbal descriptions and visual depictions of each option along with pros and cons for the two different sites. The selection of these two sites for the study was based on ranking of available sites. The ranking factors included the criteria listed in each proposed option.

Ward Friszolowski, Amy Weber, and Timothy Pfiester with Harvard Jolly Architecture met with Gina Clayton, Tara Kivett and Amanda Thompson with the City of Clearwater on December 11, 2019 to discuss the expectations of the City regarding building size, visibility of the structure, what should be included in each option, conformance with City Development and Design Standards and the number of parking spaces needed. The subject(s) of presence of existing utilities, stormwater management and public/private partnership opportunities were also discussed.

On January 14, 2020 and January 28, 2020, the same group assembled in workshops to review the progress and to collaborate on how the team should proceed, including revisions to the proposed slideshow presentation and the following report. The January 28th workshop included attendance and input from both Assistant City Managers, Micah Maxwell and Michael Delk.

This report is based on the specific criteria provided to Harvard Jolly by the City's Planning and Development Department.

Addressed in this report

a. Implementation of Downtown Plan:

- i. **Visibility and Civic Prominence.** A City hall should be an iconic building, instantly recognizable as the business center of the City. We will evaluate whether the site is easily accessible, visible from a main thoroughfare or downtown area, and large enough to accommodate not just the building and parking but also an entry plaza or public outdoor space.
- ii. **Compatibility with Surrounding Uses.** We will analyze the scale and uses of surrounding buildings as well as zoning and land use that could determine the future usage of adjacent parcels. Ideally, the City Hall will be in a commercial area with other buildings of similar height and scale.

b. Location/Urban Design:

- i. **Transportation Access.** Is the site in a walkable area? Are there public transit stops nearby?
- ii. **Proximity to Other City Services/Facilities.** Is it practical to combine the new City Hall with the Municipal Services Building to create one City of Clearwater Government Center?

c. Site Characteristics:

- i. **Parcel Size and Configuration.** Is the site large enough to accommodate a reasonably-sized building footprint for the new City Hall, as well as parking and outdoor space? Does the shape of the site create an awkward parking layout? Is the site larger than necessary for the proposed use?
- ii. **Traffic Access and Parking.** Is the site easy to find and access? Is there enough space for the required parking? Does the site allow an efficient parking layout that is easy to navigate, as well as convenient to the building, both for staff and visitors?
- iii. **Site Conditions.** What is the elevation of the site? Is it in a flood zone or evacuation zone? Will the existing grading necessitate significant cut and fill? Will the grading create any challenges in terms of ADA accessibility? Are there any specimen trees that will need to remain?
- iv. **Infrastructure.** Are necessary utilities available?
- v. **Sustainability.** Can the building be oriented for optimum solar potential? Are there opportunities for green infrastructure on the site?

d. Real Estate:

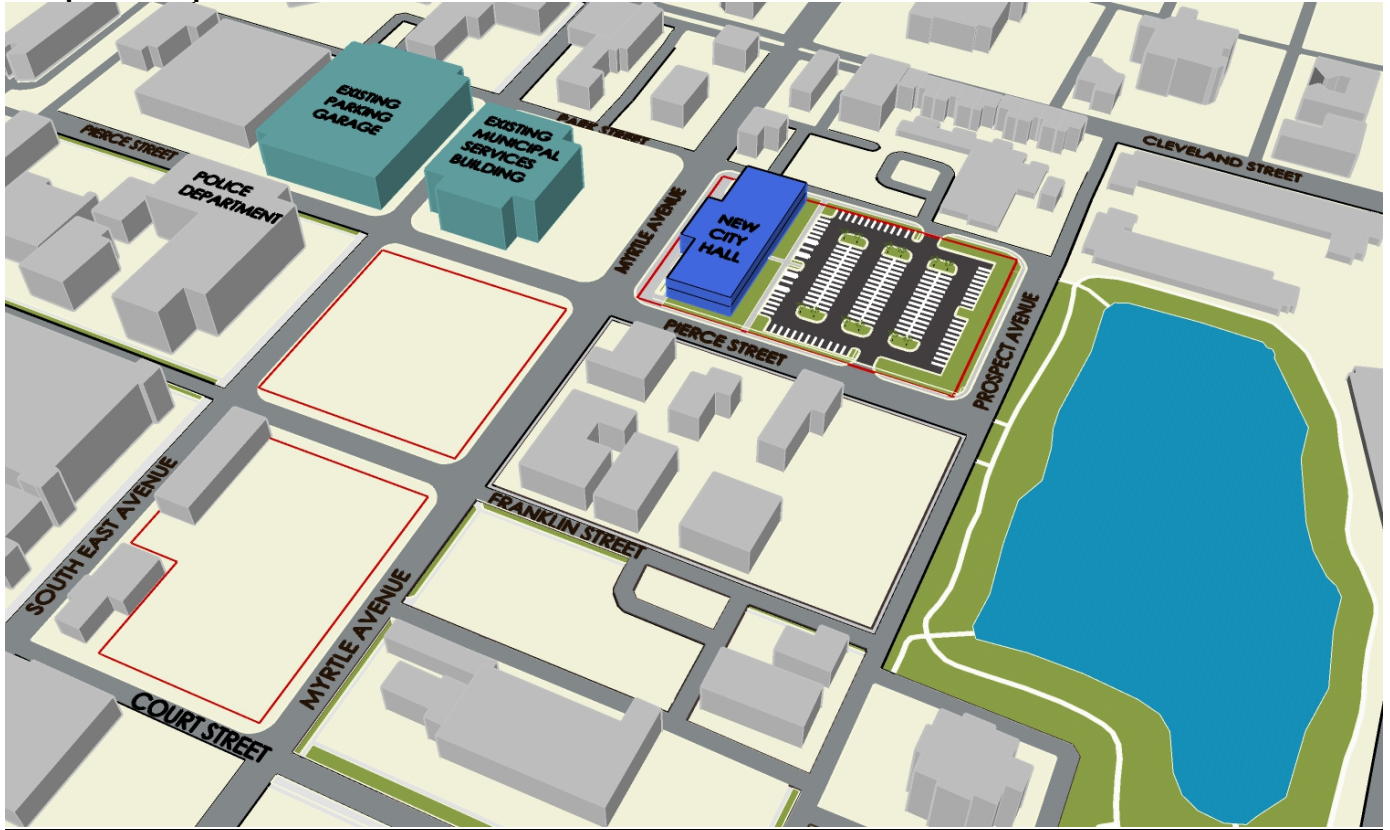
- i. **Ownership.** Is the site City- or privately-owned?
- ii. **Potential for Partnership/Joint Tenancy and/or Public/Private Partnership.** Is the site large enough to accommodate this?
- iii. **Construction Ready/Requires Demolition.** If there are existing buildings on the site, how will the demolition affect the cost and schedule for the project? If there are existing City buildings that will need to be demolished, how will this affect the project phasing?

e. Cost:

- i. **Land Acquisition.** Will the City need to acquire land? Are there any unused City parcels available to sell?
- ii. **Construction Cost.** Based on our extensive database of recently-bid similar projects, as well as trusted relationship with local contractors, Harvard Jolly will provide an accurate estimate of construction cost projected to the anticipated bid date.
- iii. **Site Preparation.** Are there any factors that will drive up the cost of construction for one site over another, such as grading or utility availability?

Site A Options

Option 1 (A1): New City Hall with parking to accommodate City Hall and overflow of public/visitor parking for the existing Municipal Services Building. Existing Garage will remain for MSB employee and police department use.



CRITERIA:

COST FOR LAND	YES
PARTNERSHIP OPPORTUNITIES	NO
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	NO
PROJECT COST	\$
COST OFFSET	NO

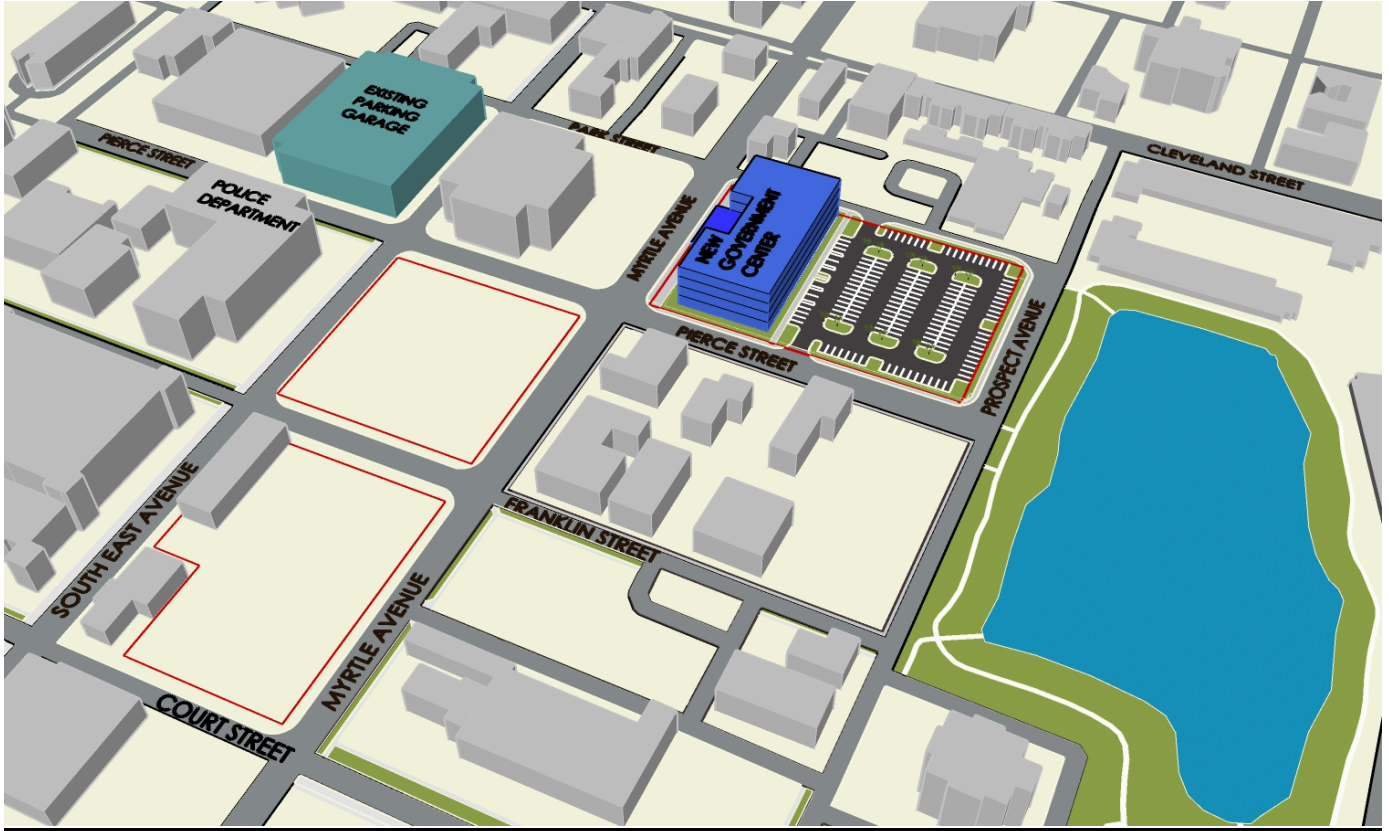
OTHER:

- + Site backs up to adjacent park w/walking trail – employee health & fitness incentive
- + Building and parking on one block
- Less public visibility as opposed to Site B
- Requires demolition of several existing buildings - increased cost and time

PARKING:

- 145 Off-street parking spaces
- Does not require street parking
- Retains MSB garage for after hours and weekend public use

Option 2 (A2): New City of Clearwater Government Center to include the City Hall and Municipal Services departments in one building together. This option would provide parking required for the City Hall and public/visitor parking. Existing Garage will remain for MSB employee and police department use.



CRITERIA:

COST FOR LAND	YES
PARTNERSHIP OPPORTUNITIES	NO
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	YES
PROJECT COST	\$\$
COST OFFSET	YES

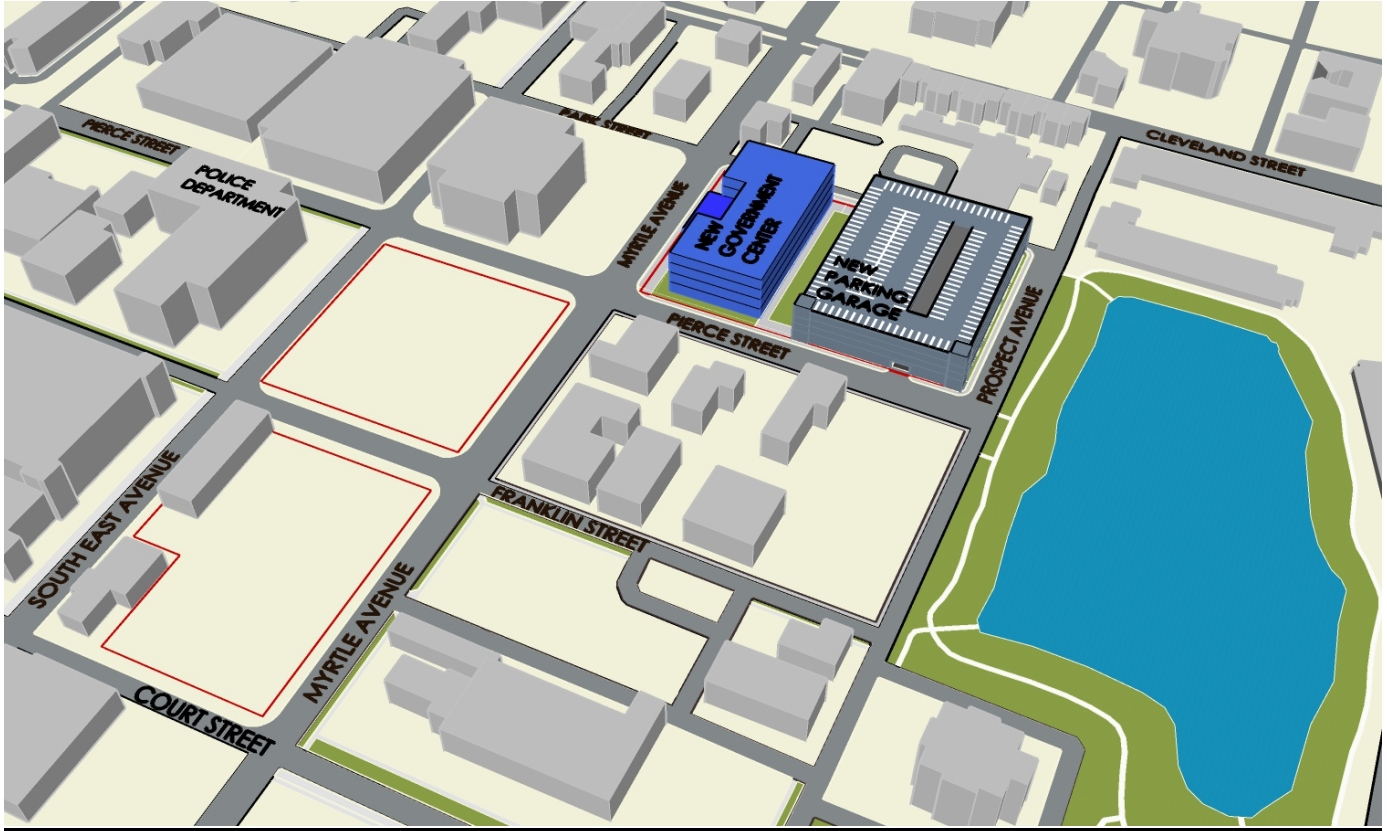
OTHER:

- + Allows for sale or repurposing of existing MSB on block between Pierce Street and Park Street
- Less public visibility as opposed to Site B
- Sale of existing MSB may be less attractive to developers without garage included
- Does not maximize new development opportunities

PARKING:

- 160 Off-street parking spaces
- Retains MSB garage for employee use and after hours public use
- Does not require street parking

Option 3 (A3): New City of Clearwater Government Center to include the City Hall and Municipal Services departments in one building together. This option would provide a new parking garage to accommodate the City Hall, MSB, Police Department and public/visitor parking.



CRITERIA:

COST FOR LAND	YES
PARTNERSHIP OPPORTUNITIES	NO
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	YES
PROJECT COST	\$\$\$
COST OFFSET	YES

OTHER:

- + Building and all parking on one block
- + Allows for sale or repurposing of existing MSB and existing parking garage
- Less public visibility as opposed to Site B

PARKING:

- 630 Space, 4-level parking garage
- Covered parking for most users of the Building

Site A Criteria Considerations:

a. Downtown Plan:

- i. **Visibility and Civic Prominence.** With its proximity, directly across from the existing Municipal Services Building (MSB), this Site location, while not having the same visibility as options from Site B, would be easily recognized as a Civic building. While there is ample space for wide frontage walkways, there may not be enough area for a public plaza.
- ii. **Compatibility with Surrounding Uses.** While the majority of the surrounding buildings are somewhat smaller than the proposed, all adjacent lots are zoned "Downtown", and the addition of the new City Hall would most likely promote new development and set a precedent for the design of such.

b. Location/Urban Design:

- i. **Transportation Access.** The site can be easily accessed by pedestrian, vehicular and public transportation traffic. Its frontage is along Myrtle Avenue (Alt US19). There are two entrances/exits to the parking lot. One is on Pierce Street, and the other is on Park Street.
- ii. **Proximity to Other City Services/Facilities.** The close proximity of this site to the existing MSB and police department is practical placement for collaboration of departments from both buildings, without vehicular travel in Option 1. The practicality of combining the MSB and City Hall, as shown in Options A2 and A3 was addressed to determine any possible savings due to assumed operational efficiencies.

c. Site Characteristics:

- i. **Parcel Size and Configuration.** The size of the site is adequate to provide building space as well as parking for the new facility, police department use and visitor parking, as necessary, without creating awkward building or parking lot shapes. It also allows for some green space at the East end of the lot, which is directly across from Prospect Lake Park.
- ii. **Traffic Access and Parking.** While the site frontage faces Myrtle Avenue, it is easily accessed by personal vehicle, as well as public transportation. The parking lot is accessed by personal vehicle from connector streets, Park Street and Pierce Street, rather than a major thoroughfare. Using Public Transportation, the lot can be accessed via a bus stop, located at the East end of the property, on Prospect Avenue.
- iii. **Site Conditions.** The elevation of the site and any unusual grading circumstances are unknown since Harvard Jolly was not provided with an existing conditions survey. According to pinellascounty.org the site is not in an evacuation zone. According to fema.org the site is in Flood Zone D, which is described as "Area of Undetermined Flood Hazard". The existing trees on the Site are on the East end of the site, where the parking lot would be placed and are relatively young. There do not appear to be any that would be considered as specimen trees, needing to be retained. However, there would most likely be opportunity to preserve some as part of the landscape requirements for the new parking lot.
- iv. **Infrastructure.** Utilities for the proposed Building are available, including Gas, Potable Water and Sanitary. Conventional retention is not being considered.
- v. **Sustainability.** The building is well situated to accommodate the use of a photovoltaic system on the roof, provided the roof is a low slope roof with parapets as opposed to a high slope roof. Option 3 would also allow for optional use of a photovoltaic system above top level of the garage. City Planning and Development could explore opportunities with designers for a Low Impact Development (LID) stormwater management plan.

d. Real Estate:

- i. **Ownership.** The site is only partially owned by the CRA (approximately 1/3). The remainder of the site is privately owned. This site would require land acquisition prior to proposed construction. To the best of our knowledge, the privately owned portions are not for sale.

- ii. **Potential for Partnership/Joint Tenancy and/or Public/Private Partnership.** This site is not large enough to accommodate this.
- iii. **Construction Ready/Requires Demolition.** There are five (5) existing, privately owned buildings on the site. These would require demolition prior to construction of any portion of the project. As such, a minimum of three (3) weeks would need to be added to the project schedule for any of the proposed options. There are no existing City buildings that will need to be demolished.

e. Cost:

- i. **Land Acquisition.** A valuation of the properties that make up this site has not been performed, nor has the owner of the privately-owned lots been contacted regarding the purchase of these. Therefore, a cost cannot be determined for land acquisition.
- ii. **Project Costs. (Does not include land acquisition)**

Option A1

Demolition:	Approx. 34,500sf	\$207,000.00
Construction:	44,000sf	\$17,600,000.00
AV/IT/Security:		\$660,000.00
FF&E:		\$1,100,000.00
Soft Costs:		\$1,760,000.00
Total:		\$21,327,000.00

Option A2

Demolition:	Approx. 34,500sf	\$207,000.00
Construction:	100,000sf	\$40,000,000.00
AV/IT/Security:		\$1,500,000.00
FF&E:		\$2,500,000.00
Soft Costs:		\$4,000,000.00
Total:		\$48,207,000.00

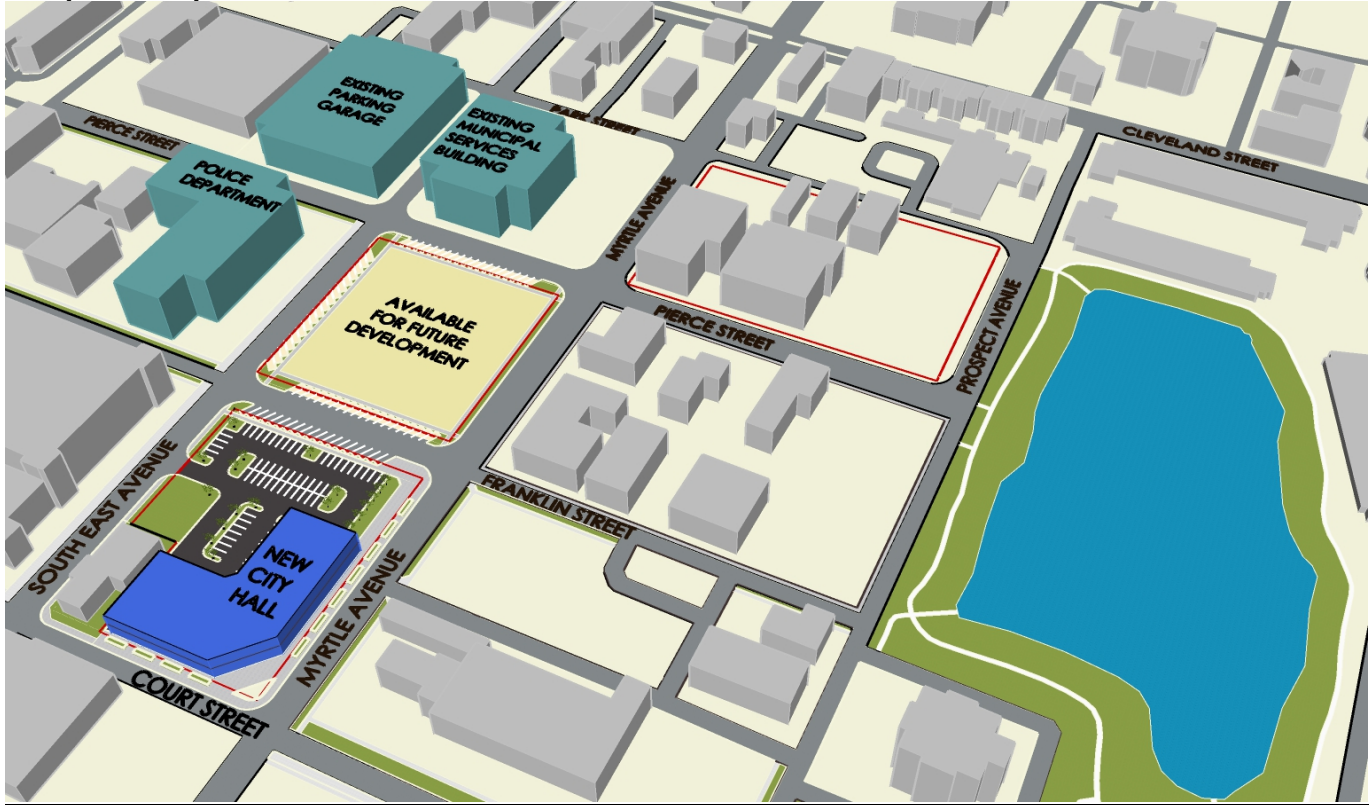
Option A3

Demolition:	Approx. 34,500sf	\$207,000.00
Construction:	100,000sf	\$40,000,000.00
Parking Garage:	630 spaces	\$15,750,000.00
AV/IT/Security:		\$1,500,000.00
FF&E:		\$2,500,000.00
Soft Costs:		\$4,000,000.00
Total:		\$63,957,000.00

- iii. **Site Preparation.** The elevation of the site and any unusual grading circumstances are unknown since Harvard Jolly was not provided with an existing conditions survey.

Site B Options

Option 1 (B1): New City Hall with parking to accommodate City Hall and overflow of public/visitor parking for the existing Municipal Services Building. Existing Garage will remain for MSB employee and police department use.



CRITERIA:

COST FOR LAND	NO
PARTNERSHIP OPPORTUNITIES	YES
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	NO
PROJECT COST	\$
COST OFFSET	YES

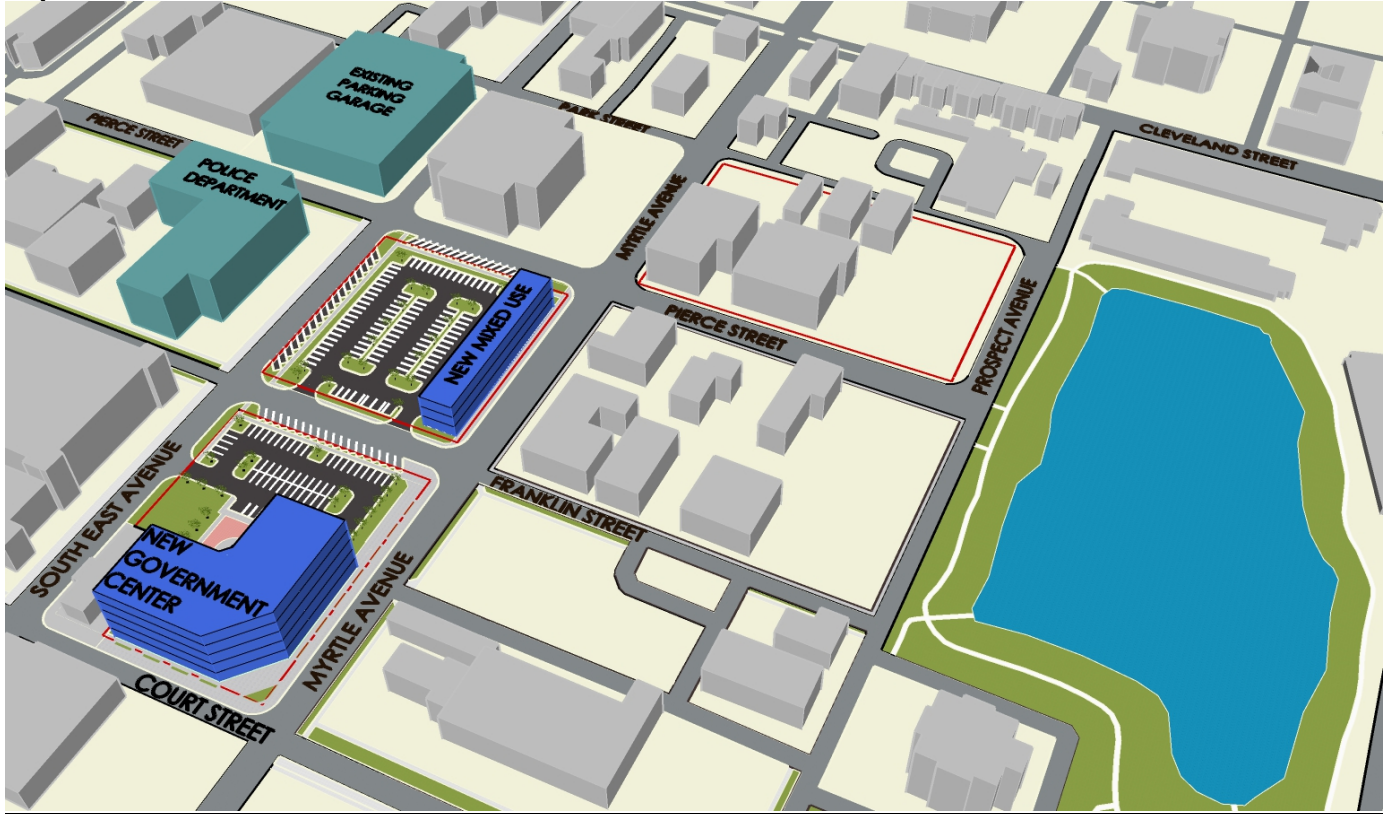
OTHER:

- + High public visibility at major intersection
- + Allows for sale, PSTA use, or future City development of block between Franklin Street and Pierce Street
- Does not maximize new development opportunities

PARKING:

- 65 Off-street parking spaces
- 75 Reverse angle street spaces
- Retains MSB garage for off hours and weekend public use
- Overflow public/visitor parking for the existing MSB requires street parking

Option 2 (B2): New City of Clearwater Government Center to include the City Hall and Municipal Services departments in one building together. This option would provide parking required for the City Hall and public/visitor parking. Existing Garage will remain for MSB employee and police department use.



CRITERIA:

COST FOR LAND	NO
PARTNERSHIP OPPORTUNITIES	YES
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	YES
PROJECT COST	\$\$\$
COST OFFSET	YES

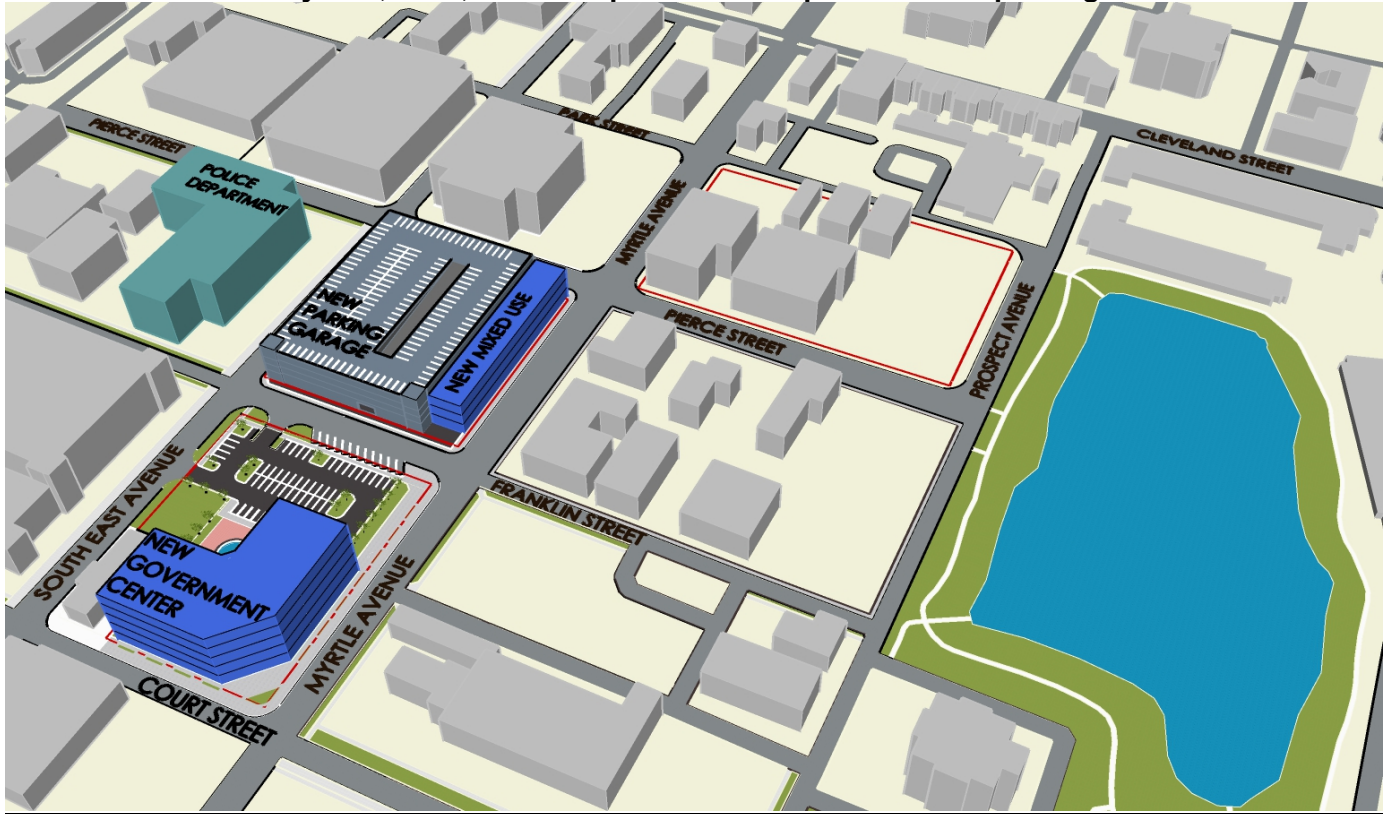
OTHER:

- + High public visibility at major intersection
- + Incorporates a rear plaza area for employee/ public use and events
- Sale of existing MSB may be less attractive to developers without garage included
- Does not maximize new development opportunities

PARKING:

- 163 Off-street parking spaces
- 56 Reverse angle street spaces
- Combined parking needs of City Hall and MSB are not accommodated on the new site.
- Retains MSB garage for employee use and after hours public use

Option 3 (B3): New City of Clearwater Government Center to include the City Hall and Municipal Services departments in one building together. This option would provide a new parking garage to accommodate the City Hall, MSB, Police Department and public/visitor parking.



CRITERIA:

COST FOR LAND	NO
PARTNERSHIP OPPORTUNITIES	YES
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	YES
PROJECT COST	\$\$\$\$
COST OFFSET	YES

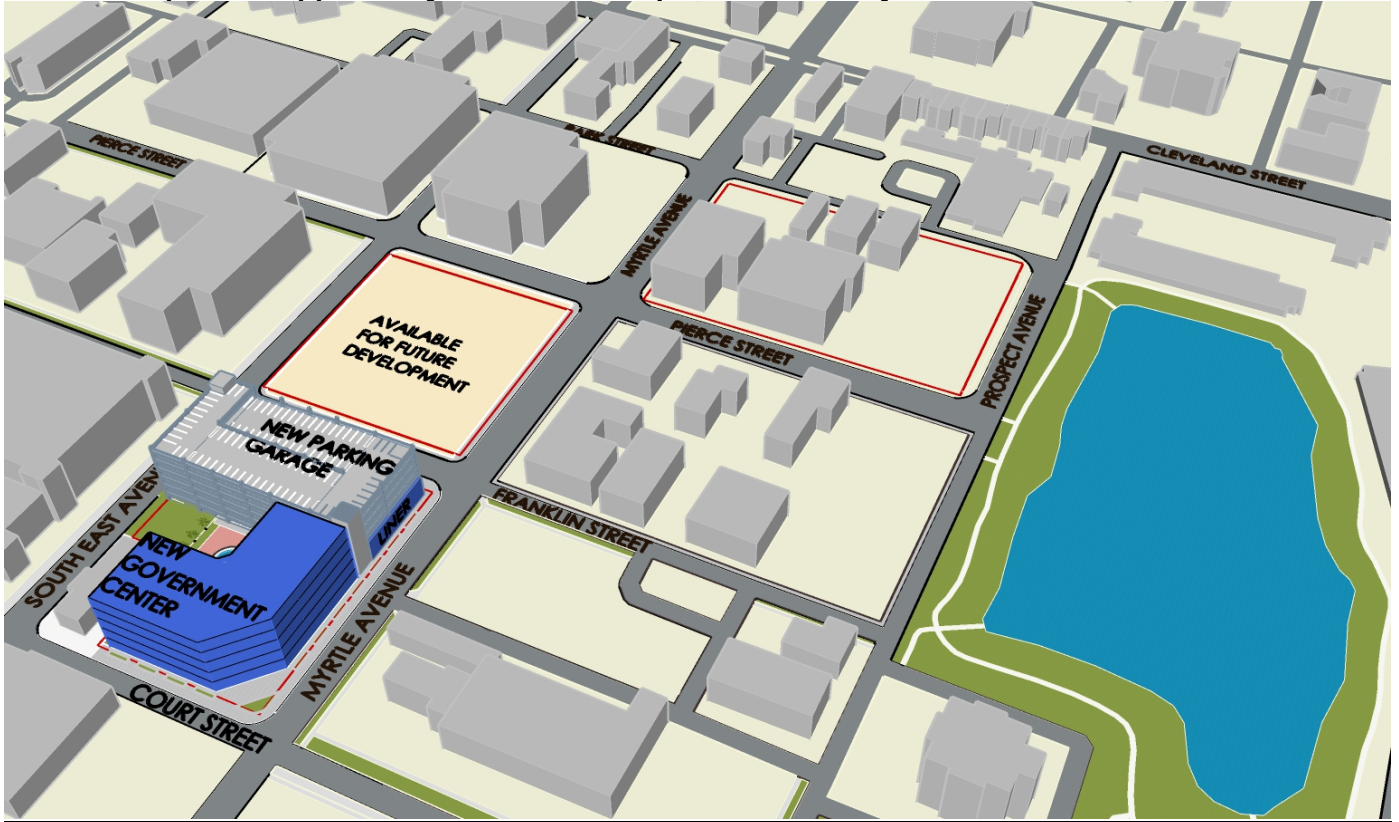
OTHER:

- + High public visibility at major intersection
- + Incorporates a rear plaza area for employee/ public use and events
- + Allows for sale or repurposing of MSB and parking garage
- Does not allow for PSTA proposed use
- Does not maximize new development opportunities

PARKING:

- 630 Space 4-level parking garage
- 12 Reverse angle street spaces
- 58 Open lot parking spaces

Option 4 (B4): New City of Clearwater Government Center to include the City Hall and Municipal Services departments in one building together. This option would provide a new parking garage, on the same block, to accommodate the City Hall, MSB, Police Department and public/visitor parking. This would provide opportunity for new development on the adjacent North block.



CRITERIA:

COST FOR LAND	NO
PARTNERSHIP OPPORTUNITIES	YES
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	YES
PROJECT COST	\$\$\$
COST OFFSET	YES

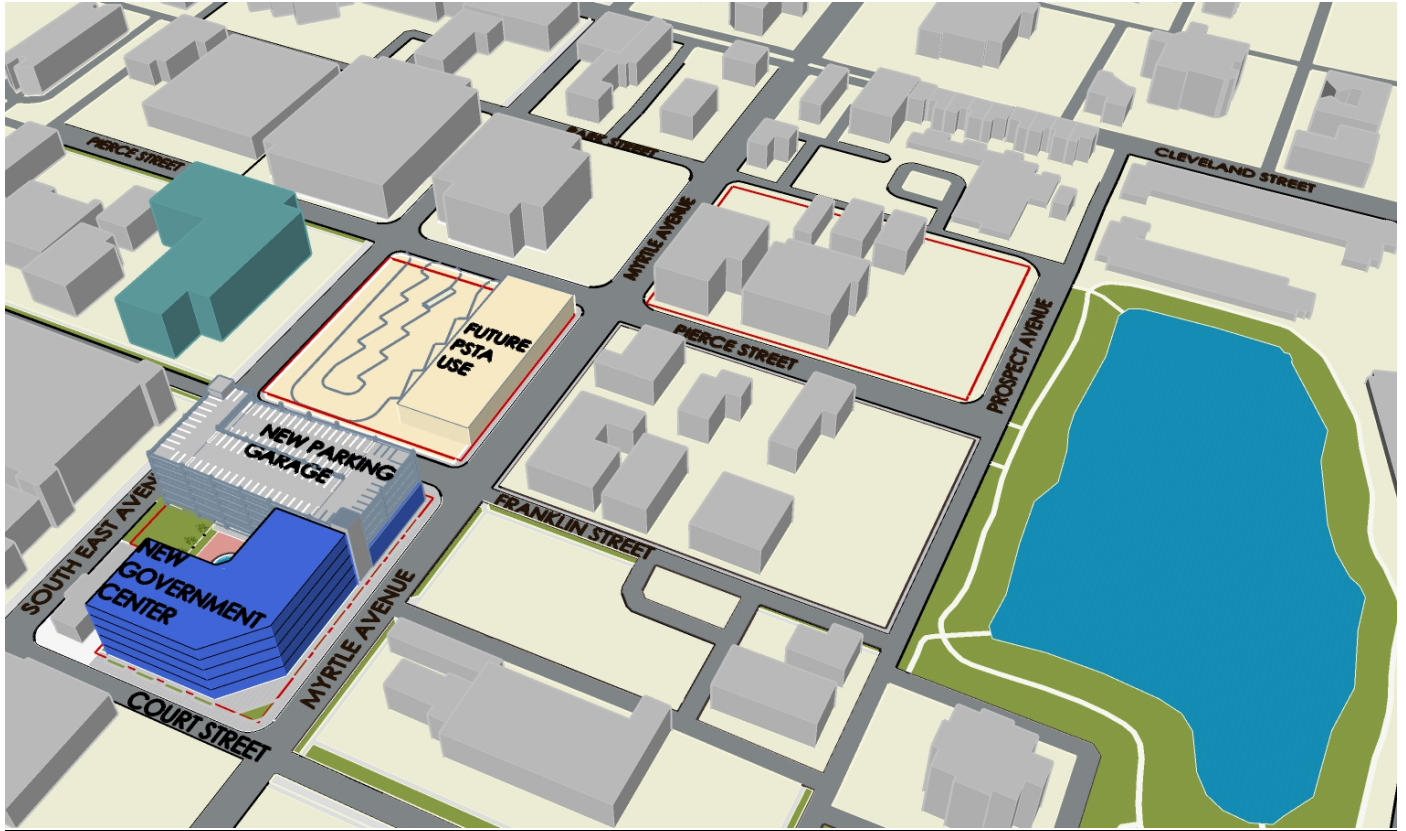
OTHER:

- + High public visibility at major intersection
- + Incorporates a rear plaza area for employee/ public use, or for events
- + Building and parking all on one block
- + Allows for sale or repurposing of exist. MSB, parking garage and empty, North block of Site B (**Maximum new development opportunity**)

PARKING:

- 540 Space 6-level parking garage
- 12 Reverse angle street spaces

Option 4.1 (B4.1): New City of Clearwater Government Center to include the City Hall and Municipal Services departments in one building together. This option would provide a new parking garage, on the same block, to accommodate the City Hall, MSB, Police Department and public/visitor parking. This option depicts the opportunity for new PSTA station on the adjacent North block.



CRITERIA:

COST FOR LAND	NO
PARTNERSHIP OPPORTUNITIES	YES
REDEVELOPMENT	YES
OPERATIONAL EFFICIENCIES	YES
PROJECT COST	\$\$\$
COST OFFSET	YES

OTHER:

- + High public visibility at major intersection
- + Incorporates a rear plaza area for employee/ public use, or for events
- + Allows for PSTA proposed use
- + Allows for sale or repurposing of existing MSB and parking garage

PARKING:

- 540 Space 6-level parking garage
- 12 Reverse angle street spaces

Site B Criteria Considerations:

a. Downtown Plan:

- i. **Visibility and Civic Prominence.** With its proximity, at the intersection of Court Street (SR60) and Myrtle Avenue (Alt US19), this site location would be easily recognized as a Civic building. This site includes enough space to include a public plaza, as seen in some of the options depicted above.
- ii. **Compatibility with Surrounding Uses.** While the majority of the surrounding buildings are somewhat smaller than the proposed, all adjacent lots are zoned Downtown, and the addition of the new facility would most likely promote new development and set a precedent for the design of such.

b. Location/Urban Design:

- i. **Transportation Access.** The site can be easily accessed by pedestrian, vehicular and public transportation traffic. It has frontage along Court Street (SR 60) and Myrtle Avenue (Alt US19) and is adjacent to the Pinellas Trail. There is onsite parking, as well as reverse angle street parking. There are two existing bus stops, immediately adjacent to the property; one on Court Street and one on Myrtle Avenue. This makes the site easily accessible for those using Public Transportation.
- ii. **Proximity to Other City Services/Facilities.** The close proximity of this site option to the existing MSB and police department is practical placement for collaboration of departments from both buildings, without vehicular travel in Option B1. The practicality of combining the City Hall and MSB, as shown in Options B2 and B3 was addressed to determine any possible savings due to assumed operational efficiencies.

c. Site Characteristics:

- i. **Parcel Size and Configuration.** The size of the site is adequate to provide building space as well as parking for the new facility, police department use and visitor parking, as necessary, without creating awkward building or parking lot shapes.
- ii. **Traffic Access and Parking.** While the site frontage faces the intersection of Myrtle Avenue and Court Street, it is easily accessed by personal vehicle, as well as public transportation. The parking lots and parking garage in each option are accessed by personal vehicle from connector streets, Franklin Street and S East Avenue, rather than a major thoroughfare. Municipal Services employees would still utilize the existing parking garage, and the existing parking garage would remain available for public use after weekday business hours and on weekends for Options B1 and B2. Options B4 and B4.1 propose a taller parking garage with a smaller footprint, allowing the building and parking garage to be constructed on one block.
- iii. **Site Conditions.** The elevation of the site and any unusual grading circumstances are unknown since Harvard Jolly was not provided with an existing conditions survey. According to pinellascounty.org the site is not in an evacuation zone. According to fema.org the site is in Flood Zone D, which is described as "Area of Undetermined Flood Hazard". The existing trees on the Site are on the East end of the site, where the parking lot would be placed and are relatively young. There do not appear to be any that would be considered as specimen trees, needing to be retained. However, there would most likely be opportunity to preserve some as part of the landscape requirements for the new parking lot.
- iv. **Infrastructure.** Utilities for the proposed Building are available, including Gas, Potable Water and Sanitary. Conventional retention is not being considered.
- v. **Sustainability.** The building is well situated to accommodate the use of a photovoltaic system on the roof, provided the roof is a low slope roof with parapets as opposed to a high slope roof. Options 3, 4 and 4.1 would also allow for optional use of a photovoltaic system above top level

of the parking garage. City Planning and Development could explore opportunities with designers for a Low Impact Development (LID) stormwater management plan.

d. Real Estate:

- i. **Ownership.** The whole site is City owned. There is no land purchase necessary.
- ii. **Potential for Partnership/Joint Tenancy and/or Public/Private Partnership.** This site provides more than one opportunity for joint tenancy or public/private partnerships, as seen in the graphic description of options above. There is a joint tenancy option with PSTA. (Option 4.1)
- iii. **Construction Ready/Requires Demolition.** There is one CRA owned building located on the site. However, this could be demolished prior to the proposed project, avoiding any delays to the schedule.

e. Cost:

- i. **Land Acquisition.** All parcels in this proposed site are City or CRA owned. Therefore, no land acquisition costs are expected.
- ii. **Project Costs. (Does not include land acquisition)**

Option B1

Construction:	44,000sf	\$17,600,000.00
AV/IT/Security:	44,000sf	\$660,000.00
FF&E:	44,000sf	\$1,100,000.00
Soft Costs:		<u>\$1,760,000.00</u>
Total:		\$21,120,000.00

Option B2

Construction:	100,000sf	\$40,000,000.00
AV/IT/Security:	100,000sf	\$1,500,000.00
FF&E:	100,000sf	\$2,500,000.00
Soft Costs:		<u>\$4,000,000.00</u>
Total:		\$48,000,000.00

Option B3

Construction:	100,000sf	\$40,000,000.00
Parking Garage:	630 spaces	\$15,750,000.00
AV/IT/Security:	100,000sf	\$1,500,000.00
FF&E:	100,000sf	\$2,500,000.00
Soft Costs:		<u>\$4,000,000.00</u>
Total:		\$63,750,000.00

Options B4 & B4.1

Construction:	100,000sf	\$40,000,000.00
Parking Garage:	540 spaces	\$13,500,000.00
AV/IT/Security:	100,000sf	\$1,500,000.00
FF&E:	100,000sf	\$2,500,000.00
Soft Costs:		<u>\$4,000,000.00</u>
Total:		\$61,500,000.00

- iii. **Site Preparation.** The elevation of the site and any unusual grading circumstances are unknown since Harvard Jolly was not provided with an existing conditions survey.

The practicality of combining the two facilities, as shown in Options A2, A3, B2, B3 and B4 was addressed in an internal City analysis. This analysis compared the BOMA Experience Exchange Report with assumed, actual operational costs associated with combining these facilities and constructing a new parking garage. During the process of this study, Harvard Jolly employed the consulting services of Colliers International Valuation & Advisory Services to give a recommendation of best use(s) for the proposed site options. The data collected in both analyses, lends itself to a seemingly conclusive recommendation. While the stability or growth of any market is unable to be guaranteed, both reports assume that the most viable option would be to combine the Municipal Services Building with the new City Hall. As seen in the report from Colliers, the “highest and best use” recommendation is to combine the two facilities on the South block of Site B, along with a new parking garage. This would leave three “as-vacant” blocks. Colliers” recommended use for these blocks would be to develop “as an office building, mid-rise multifamily project, or most likely a mixed-use multifamily, office or hotel project with first floor retail space as market conditions warrant.” These recommendations are based on a comprehensive study of local area and immediate region market reports for Office, Retail, Multifamily, Industrial and Hospitality figures for the past ten(10) years and the projected rise or decline in each market. However, it is recognized and suggested that the actual use and/or development of these two, or any other sites should be determined by the City.

All estimates included in this report assume a construction start date of mid-2021. If construction begins later, the construction budget will need to be adjusted for escalation. Land acquisition is not included in any of the estimates found in this report. It will be an additional cost. Harvard Jolly cannot provide for any unforeseen site conditions or extension of construction schedule related to having not been provided an existing conditions survey of the properties or the true extent of necessary demolition efforts prior to construction.

All visual representations are conceptual. They do not attempt to create a design style or template. Harvard Jolly Architecture would recommend that a thorough and detailed programming session be done, by collaboration with the Owner, Architect and end users, prior to developing a design for any of these options. This will provide a more accurate assessment of the goals and needs to be met in any proposed design.

Respectfully Submitted,



Timothy Pfiester
Harvard Jolly Architecture